



TECHNICAL MEMORANDUM #2

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TO: Project Management Team

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SUBJECT: **Plan, Policy, and Regulatory Review (Task 3.1)**

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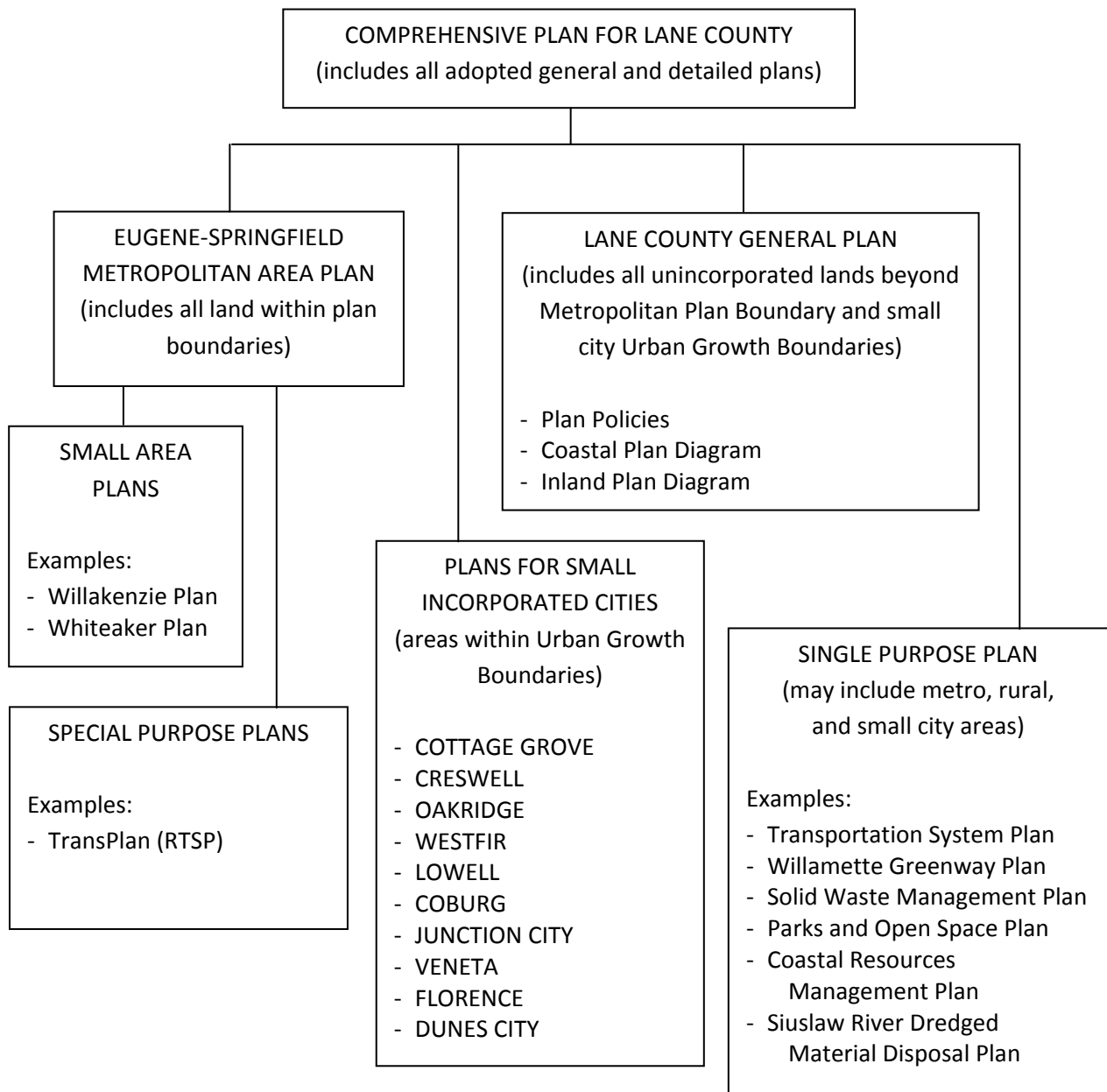
This memorandum summarizes plans, policies, and regulations that are applicable to the new Lane County Transportation System Plan (TSP) currently being developed. First, an overview of Lane County’s transportation system planning is provided. Then, the documents are organized by agency and summarized. Statements are also provided (in shaded boxes) of what the document findings mean for the new Lane County TSP. The memorandum sections and page numbers are listed below. They are organized by agency to facilitate their review:

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System Planning Overview

The Lane County Transportation System Plan (TSP) is the transportation element of the County's Comprehensive Plan, which includes all adopted general and detailed plans in the County, as shown in the diagram below. Each of the twelve incorporated cities within Lane County has its own comprehensive plan, including a transportation element and/or a TSP that applies to its urban grown boundary.



While the County looks to city TSPs when decisions are needed regarding transportation facilities within urban growth boundaries, cities must also consult the County TSP regarding County Roads within urban growth boundaries. Similarly, while state highways, and rail, air, port, and pipeline facilities within the County are described in the County TSP and provided for in the County goals and policies, the managing public or private agency of those facilities, and their applicable plan documents, must also be consulted in making decisions about those facilities. Discussion of the ODOT, Lane Transit District, and city plans are provided in later in this memorandum.

Transportation Planning Rule (TPR)

Transportation system planning in Oregon is required by Statewide Planning Goal 12 (Transportation).¹ The Transportation Planning Rule (TPR), which is outlined in Oregon Administrative Rule (OAR) 660-012, describes how to implement Statewide Planning Goal 12.² By implementing Statewide Planning Goal 12, the TPR promotes the development of safe, convenient, and economic transportation systems that are designed to reduce reliance on the automobile. Key elements include direction for preparing, coordinating, and implementing transportation system plans.

Why a New Lane County TSP is Needed

Since the County's TSP was adopted in 2004, overall travel habits have evolved in the County and significant changes have occurred that affect the County's transportation finances. In addition, several regulations and requirements have been integrated or modified in the TPR, Oregon Transportation Plan (OTP), and state modal plans. By revising its TSP, Lane County will ensure it complies with the TPR and will better serve the transportation needs of its residents. The County has identified three key issues to be addressed in the new Lane County TSP:

- **Change in County funding mechanisms and opportunities.** In the past, the County has had sustainable funding with primary sources of revenue from the Secure Rural Schools (SRS) funding and state highway program funding. With the loss of SRS funding, the loss to revenue amounts to \$16.9 million annually (53.6%). Lane County is in the process of looking at opportunities for a sustainable funding source.
- **Goshen Region Employment and Transition (GREAT) Plan.** This recently adopted plan provides for urban-density industrial development. The current Lane County TSP does not address the desired growth in this area, requiring needed analysis in the updated TSP.
- **Bicycle and Pedestrian Element.** Lane County would like the TSP to address the need for a regional bicycle and pedestrian system and requirements for bicycle facility standards and guidelines.

¹ Statewide Planning Goals: <http://www.oregon.gov/LCD/goals.shtml>, February 2014.

² Transportation Planning Rule: http://arcweb.sos.state.or.us/rules/OARS_600/OAR_660/660_012.html, February 2014.

Lane County

The following six Lane County plans were reviewed:

- Lane County Transportation System Plan
- Lane County Rural Comprehensive Plan (1984, Last Updated 2009)
- Lane County Code
- Lane County Manual
- Lane County Parks Plan (1980)
- The Goshen Region Employment and Transition (GREAT) Plan (2013)

Lane County Transportation System Plan

Lane County's current TSP will serve as the foundation for developing the new TSP. It was adopted in 2004 and updated the first Transportation Plan adopted by the County in 1980. The overall purpose of the TSP is to provide a framework of goals and policies that will facilitate orderly and efficient management of the County's transportation system for 20 years. The purpose of the 2004 TSP was to describe the existing transportation system at the time, identify present and future needs, facilitate multi-modal needs of County citizens, and promote consistency and coordination between agencies.

What this means for the new Lane County TSP: Lane County's current TSP will serve as the foundation for the update process, upon which new information obtained from system analysis and stakeholder input will be applied to address changing transportation needs through the 2035 TSP horizon year.

Lane County Rural Comprehensive Plan (1984, Last Updated 2009)

The Lane County Rural Comprehensive Plan identifies thirty-four developed and committed exception areas in unincorporated Lane County designated as Rural Communities and one developed and committed exception area designated as an Urban Unincorporated Community.³

The Comprehensive Plan:

- Includes General Plan Policies and Plan Designations that apply throughout Lane County outside of the Metropolitan Area General Plan and outside of all urban growth boundaries (UGBs).
- Incorporates Single Purpose Plans, including:
 - Transportation System Plan (TSP) and adopted refinements of the TSP, the Coburg/Interstate 5 Interchange Area Management Plan and Highway 126 Fern Ridge Corridor Plan

³ OAR 660-022-0010 establishes and defines four unincorporated community designations: Rural Community, Resort Community, Rural Service Center, and Urban Unincorporated Community.



- Willamette Greenway Plan
- Parks and Open Space Plan
- Solid Waste Management Plan
- Coastal Resources Management Plan
- Siuslaw River Dredged Material Disposal Plan

The Single Purpose Plans with bearing on transportation planning – the TSP and the Parks and Open Space Plan – are reviewed elsewhere in this report.

The following summarizes General Plan Policies that relate to County transportation planning and planning coordination.

- **Goal 8 (Recreational Needs)** – Policies under this Goal call for the continued development of a countywide system of paths and trails for non-motorized travel (pedestrian, bicycle, and equestrian) to connect development centers, recreation sites, and scenic areas. The policies also call for the County to facilitate public and private cooperation in order to increase access to waterways, as appropriate.
- **Goal 9 (Economy)** – An Economy policy assigns responsibility to the County to “ensure the necessary land area is available throughout the County and appropriate levels of service can be obtained, consistent with the needs of industry and commerce, the area and other County policy” in order to support economic development. “Appropriate levels of service” include transportation facilities and services.
- **Goal 12 (Transportation)** – Policies in the Rural Comprehensive Plan were superseded by goals and policies in the adopted 2004 TSP. Those goals and policies are reviewed in Technical Memorandum #4.
- **Goal 14 (Willamette River Greenway)** – Policies commit the County to providing access to the river and to public lands within the Greenway, but in a limited and strategic manner. The policies call for controlled and clearly designated access points that are part of an integrated system of river landings, paths for hiking and biking, and public roads. At the same time, the policies direct that access be emphasized in urban areas and discouraged in rural areas.
- **Goal 17 (Coastal Shorelands)** – Policies provide for “unsurfaced foot paths” within the shoreland natural vegetation “belt” (a 30-foot setback from the shoreline of coastal lakes and estuaries).

Lane Code Chapter 12 and 16.400 (Comprehensive Plan) of the Lane County Code establishes procedures for adopting and amending the Comprehensive Plan.

What this means for the new Lane County TSP: *The TSP will be consistent with Comprehensive Plan policies regarding planning coordination, countywide path systems, waterway access, and support for economic development. The TSP update process will include reviewing, and revising as needed, the goals and policies in the adopted TSP.*

Lane Code

The Lane Code (LC) regulates the use of land and water in unincorporated areas of the county. It is intended to implement the goals and policies established in the Lane County Rural Comprehensive Plan. The LC chapters below are particularly relevant to the development of transportation facilities and transportation system development in unincorporated Lane County.

- Chapter 10 (Zoning)
- Chapter 12 (Comprehensive Plan)
- Chapter 13 (Land Divisions)
- Chapter 14 (Applicable Review and Appeal Procedures)
- Chapter 15 (Roads)
- Chapter 16 (Land Use and Development Code)

A review of code compliance with the State Transportation Planning Rule (TPR) is presented in the appendix.

What this means for the new Lane County TSP: *The Lane Code contains a number of provisions related to development of transportation facilities in the county. Amendments to the Lane Code may be needed in order to make the code consistent with the updated TSP, implement TSP recommendations, and comply with the TPR (see appendix for compliance needs).*

Lane Manual

The Lane Manual (LM) provides additional detail and procedures for regulations contained in the Lane Code, particularly regarding implementation of Lane Code regulations.

LM Chapter 12 (Comprehensive Plan, Last Updated 2002)

LM Chapter 12 focuses procedures for amending the Comprehensive Plan, much like Chapter 12 in the Lane Code. It establishes procedures for amending the Comprehensive Plan to establish a "New Development Center" (NDC), as provided in the goals and policies of the Comprehensive Plan. Those policies dictate that any growth outside the UGB must be restricted to committed or developed areas including approved new development centers.

LM Chapter 13 (Subdivision, Last Updated 2002)

This chapter establishes regulations for the River Road-Santa Clara Area and groundwater quality and quantity limited areas. These regulations do not provide guidance to the TSP update beyond what is provided by LC Chapter 13.

LM Chapter 15 (Roads, Last Updated 2012)

LM Chapter 15 establishes procedures for acceptance of dedicated public roads as County roads (LM 15.200-.250). The chapter includes general access policies (LM 15.405-.410) and a section on road design standards, while referring to LC Chapter 15 for specific standards. The Community Development Road Improvement Assistance Program for funding road infrastructure projects is established in this chapter (LM 15.800-.826), including application guidelines and project selection criteria.

What this means for the new Lane County TSP: If amendments to the Lane Code are needed in order to implement and be consistent with the updated TSP and TPR, amendments to the Lane Manual will be considered to the extent that additional procedural detail is needed.

Lane County Parks Plan (1980)

The 1980 Lane County Parks Plan is the adopted document currently guiding parks and open space planning in unincorporated Lane County. An update of the plan—titled the Lane County Parks and Open Space Master Plan—began with a visioning process in 2004. Establishing existing conditions and conducting outreach followed the visioning process, and were last documented in 2007. A draft plan, including recommendations for future improvements, is still in progress.

The following plan policies and recommendations from the adopted Lane County Parks Plan should be considered during the TSP update.

- Develop a system of convenient and safe pedestrian, bicycle, and equestrian trails.
- Encourage implementation of a countywide bike trail system.
- Provide planning and development of public access to rivers and streams.
- Concentrate acquisition and development of parks and open space adjacent to Eugene-Springfield metropolitan area where most of the rural county population is concentrated.
- Coordinate with cities about parks and trails along rivers and edges of cities to create connections between city land and county land.
- Collaborate with local jurisdictions and residents to develop the Pacific Coast Trail and Coast Bicycle Route.



- The County should support Coast Sub-area tourist industry by developing recreational facilities and scenic drives.
- Given environmental constraints, maintenance costs, and lack of continuous public ownership along the Willamette River Greenway, a transportation corridor in the greenway is not feasible.

The implementation section includes “trails” and “walks” as projects for particular parks but these projects are not mapped, nor does the plan specify whether they connect to a wider system in the county, outside of park land.

What this means for the new Lane County TSP: The TSP update will be consistent with the emphasis found in the Parks Plan on regional pedestrian and bicycle systems. The TSP update should also be coordinated with the Parks Plan update if progress is made in that planning process during the TSP update.

The Goshen Region Employment and Transition (GREAT) Plan (2013)

The Unincorporated Community of Goshen is located approximately two miles south of the Eugene-Springfield UGB at the interchange of I-5 and OR 58. Goshen is also served by OR 99 and Central Oregon & Pacific Railroad, which runs parallel to OR 99 and serves Goshen’s existing industrial area.

The Goshen Region Employment and Transition (GREAT) Plan was developed by Lane County to expand the extent of allowed uses on industrial lands west of I-5 in Goshen. The Lane County Board of County Commissioners adopted the GREAT Plan in June 2013, which consisted of a Goal 14 (Urbanization) exception and amendments to the Lane County Rural Comprehensive Plan to change the zoning from Rural Industrial (RI) to General Industrial (GI) and Light Industrial (LI).

The GREAT Plan includes findings of compliance with Section -0060 (Plan and Land Use Regulation Amendments) of the TPR. The 2004 Lane County TSP included analysis of potential trips from developed and committed areas including Goshen and its industrial zoned lands in Goshen. Even with specific attention given to unincorporated communities, the TSP did not identify traffic issues or needed improvements in the Goshen area and, thus, the GREAT Plan found no significant effect (pursuant to TPR Section -0060) associated with the plan amendments it was proposing. This analysis was coordinated with the Department of Land Conservation (DLC) and the Oregon Department of Transportation (ODOT), who concurred with the finding of no significant effect.

At the same time, the GREAT Plan acknowledges that safety and/or capacity improvements to OR 99 may be needed as the area develops. It commits to pursuing funding through the Statewide Transportation Improvement Program (STIP) and other avenues, as needed. In order

to analyze future conditions and determine improvements associated over the 20 year planning horizon, the County will need to coordinate with the Lane Council of Governments (LCOG) to ensure LCOG's future travel demand model reflects changes in population and employment growth for the Goshen Region.

What this means for the new Lane County TSP: *The need for ongoing assessment of safety and capacity improvements to OR 99 in the area should be evaluated during the TSP update and updated policy language related to the GREAT Plan may be needed. In addition, in order to analyze future conditions the County will coordinate with the Lane Council of Governments (LCOG) to ensure LCOG's future travel demand model reflects the changes in population and employment growth for the Goshen Region.*

Oregon Department of Transportation

Under the state TPR, TSPs must be consistent with each other and with State Transportation Plan components. Therefore, the following ODOT plans were reviewed:

- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Bicycle and Pedestrian Plan
- Statewide Transportation Improvement Program (STIP)
- Oregon Aviation Plan
- Highway Design Manual
- Oregon Greenhouse Gas Reduction Strategy
- Oregon Public Transportation Plan
- Oregon Rail Plan
- Highway 126 Fern Ridge Corridor Plan
- Coburg/Interstate-5 Interchange Area Management Plan

Oregon Transportation Plan

The TPR requires:

- The state to prepare a TSP, referred to as the Oregon Transportation Plan (OTP); and
- Counties and cities to prepare local TSPs that are consistent with the OTP.

As the guiding document for local TSPs, the OTP⁴ establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing transportation in Oregon. The goals and policies are further implemented by various modal plans, including the Aviation System Plan, Bicycle and Pedestrian Plan, Freight Plan, Highway Plan, Public Transportation

⁴ Oregon Transportation Plan: <http://www.oregon.gov/ODOT/TD/TP/OTP.shtml>, February 2014.

Plan, Rail Plan and the Transportation Safety Action Plan. Each of the OTP's seven goals are defined by more specific policies:

OTP Goal 1, Mobility and Accessibility, aims to enhance Oregon's quality of life and economic vitality by providing a balanced, efficient, cost-effective and integrated multimodal transportation system that ensures appropriate access to all areas of the state, the nation and the world, with connectivity among modes and places.

- **Policy 1.1:** Development of an Integrated Multimodal System.
- **Policy 1.2:** Equity, Efficiency and Travel Choices.
- **Policy 1.3:** Relationship of Interurban and Urban Mobility.

***What this means for the new Lane County TSP:** The TSP update will promote the growth of existing and future centers of economic activity, routes and modes connecting passenger facilities and freight facilities, intermodal facilities and industrial land, and major intercity and intra-city transportation corridors and supporting transportation networks. It will also promote the most cost-effective modes and solutions over the long term that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.*

OTP Goal 2, Management of the System, aims to improve the efficiency of the transportation system by optimizing the existing transportation infrastructure capacity with improved operations and management.

- **Policy 2.1:** Capacity and Operational Efficiency.
- **Policy 2.2:** Management of Assets.

***What this means for the new Lane County TSP:** The TSP update will prioritize travel demand management and transportation system operations techniques that fine tune existing systems and policies over costly major roadway capacity improvements. It will also promote new technologies and strategies to improve the way assets are maintained in order to extend the life and reduce the maintenance costs of transportation assets.*

OTP Goal 3, Economic Vitality, promotes the expansion and diversification of Oregon's economy through the efficient and effective movement of people, goods, services and information in a safe, energy-efficient and environmentally sound manner.

- **Policy 3.1:** An integrated and efficient freight system.
- **Policy 3.2:** Moving People to Support Economic Vitality.
- **Policy 3.3:** Downtowns and Economic Development.
- **Policy 3.4:** Development of the Transportation Industry

What this means for the new Lane County TSP: *The TSP update will also promote an efficient and reliable freight system to provide by addressing current and future freight needs, refining economic strategies, and prioritizing freight mobility projects that are located on routes of statewide and regional significance. The TSP update will identify projects that support a prosperous and competitive economy by preserving and enhancing business opportunities, and ensuring the efficient movement of people and goods to recreational, employment, housing and other destinations in Lane County. Development of transportation-related industry and services will also be prioritized through partnerships between universities, public transportation, private sector and public agencies to deliver services and practices more efficiently.*

OTP Goal 4, Sustainability, seeks to provide a transportation system that meets present needs without compromising the ability of future generations to meet their needs from the joint perspective of environmental, economic and community objectives. This system is consistent with, yet recognizes differences in, local and regional land use and economic development plans. It is efficient and offers choices among transportation modes. It distributes benefits and burdens fairly and is operated, maintained and improved to be sensitive to both the natural and built environments.

- **Policy 4.1:** Environmentally Responsible Transportation System
- **Policy 4.2:** Energy Supply.
- **Policy 4.3:** Creating Communities.

What this means for the new Lane County TSP: *The TSP update will identify solutions that support the movement of people over vehicles, and that reduce transportation barriers to daily activities for walkers, bikers and public transportation users. The solutions will be environmentally responsible and should fit the physical setting and context of the surrounding land use. The update will support efforts to move to a diversified and cleaner energy supply while also promoting fuel efficiencies and prepare for possible fuel shortages.*

OTP Goal 5, Safety and Security, aims to plan, build, operate and maintain the transportation system so that it is safe and secure.

- Policy 5.1: Safety.
- Policy 5.2: Security.

What this means for the new Lane County TSP: *The TSP update will develop projects that ensure the transportation system maintains and improves individual safety and security and maximizes public safety and service access. Specific emphasis will be placed on reducing fatal and serious injury collisions.*

OTP Goal 6, Funding the Transportation System, seeks to create a transportation funding structure that will support a viable transportation system to achieve state and local goals today and in the future.

- **Policy 6.1:** Funding Structure.
- **Policy 6.2:** Achievement of State and Local Goals.
- **Policy 6.3:** Public Acceptability and Understanding.
- **Policy 6.4:** Beneficiary Responsibilities.
- **Policy 6.5:** Triage in the Event of Insufficient Revenue.

***What this means for the new Lane County TSP:** The TSP update will include an assessment of the level of transportation funding projected to be available through the 20-year planning horizon in comparison to the cost of developing a transportation system that is able to meet the County's needs. Opportunities to establish stable funding sources will be discussed and project prioritization will consider the feasibility of funding.*

OTP Goal 7, Coordination, Communication and Cooperation, pursue coordination, communication and cooperation among transportation users, providers and those most affected by transportation activities to align interests, remove barriers and bring innovative solutions so the transportation system functions as one system.

- **Policy 7.1:** A Coordinated Transportation System.
- **Policy 7.2:** Public/Private Partnerships.
- **Policy 7.3:** Public Involvement and Consultation
- **Policy 7.4:** Environmental Justice

***What this means for the new Lane County TSP:** The TSP update will offer public involvement opportunities to all stakeholders and residents, and will coordinate with other jurisdictions and agencies to ensure the transportation system limits barriers and functions as one system.*

Oregon Highway Plan

The Oregon Transportation Plan created policies and investment strategies for Oregon's multimodal transportation system. The statewide plan called for a transportation system marked by modal balance, efficiency, accessibility, environmental responsibility, connectivity among places, connectivity among modes and carriers, safety, and financial stability. The Oregon Highway Plan⁵ applies these general directives to the state highway system. The plan emphasizes:

- Efficient management of the system to increase safety, preserve the system and extend its capacity;
- Increased partnerships, particularly with regional and local governments;

⁵ Oregon Highway Plan: <http://www.oregon.gov/ODOT/TD/TP/pages/ohp.aspx>, February 2014.

- Links between land use and transportation;
- Access management;
- Links with other transportation modes; and
- Environmental and scenic resources.

The System Element of the Oregon Highway Plan lays out investment strategies for taking care of highway needs and describes an implementation plan for the Highway Plan's goals, policies and actions. The Policy Element of the Oregon Highway Plan contains policies and actions under the following goals:

OHP Goal 1, System Definition: To maintain and improve the safe and efficient movement of people and goods, and contribute to the health of Oregon's local, regional, and statewide economies and livability of its communities.

What this means for the new Lane County TSP: While this policy places importance on the efficient travel of through motor vehicle trips on the highways, the policy must still be balanced with other goals and objectives of the Oregon Transportation Plan to ensure its multi-modal intentions are addressed. Also, the functional classification system for the County will be revisited for the TSP update.

OHP Goal 2, System Management: To work with local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of the highway and road system that safeguards the state highway system by maintaining functionality and integrity, ensures that local mobility and accessibility needs are met and enhances system efficiency and safety.

What this means for the new Lane County TSP: The TSP update will include sections describing existing and future land use patterns, access management and implementation measures, and will consider solutions that reduce the need for local trips on the highways. The TSP will also develop projects that ensure the transportation system maintains and improves individual safety and security by maximizing the comfort and convenience of walking, biking and transit transportation options, public safety and service access.

OHP Goal 3, Access Management: To employ access management strategies to ensure safe and efficient highways consistent with their determined function, ensure the statewide movement of goods and services, enhance community livability and support planned development patterns, while recognizing the needs of motor vehicles, transit, pedestrians and bicyclists.

OHP Goal 4, Travel Alternatives: To optimize the overall efficiency and utility of the state highway system through the use of alternative modes and travel demand management strategies.

What this means for the new Lane County TSP: *The TSP update will incorporate the recommendations from the Oregon Public Transportation Plan, Oregon Bicycle and Pedestrian Plan, from Local TSP's, Lane Transit District Strategic Plan, and will consider additional solutions that will enhance multi-modal travel in Lane County. The update will also consider transportation demand management strategies to create greater mobility, reduce auto trips, make more efficient use of the roadway system, and minimize air pollution.*

OHP Goal 5, Environmental and Scenic Resources: To protect and enhance the natural and built environment throughout the process of constructing, operating, and maintaining the state highway system.

Oregon Bicycle and Pedestrian Plan

The provision of safe and accessible bicycling and walking facilities in an effort to encourage increased levels of bicycling and walking is the goal of the Oregon Bicycle and Pedestrian Plan⁶, which is an element of the Oregon Transportation Plan. The plan identifies actions that will assist local jurisdictions in understanding the principals and policies that ODOT follows in providing bike and walkways along state highways. In order to achieve the plan's objectives, the strategies for system design are outlined, including:

- Providing bikeway and walkway systems and integrating with other transportation systems
- Providing a safe and accessible biking and walking environment
- Developing educational programs that improve bicycle and pedestrian safety

The Policy & Action section contains background, legal mandates and current conditions, goals, actions and implementation strategies ODOT proposes to improve bicycle and pedestrian transportation. The Bikeway & Walkway Planning Design, Maintenance & Safety section assists ODOT, cities and counties in designing, constructing and maintaining pedestrian and bicycle facilities. Design standards are recommended and information on safety is provided.

What this means for the new Lane County TSP: *The TSP update will identify multimodal improvements that could enhance safety, increase connectivity and provide seamless connections between walking and biking facilities and other travel modes in Lane County.*

Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program (STIP)⁷ is Oregon's four-year transportation capital improvements program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. It includes projects on the federal, state, city, and county transportation systems, multimodal projects (highway, passenger rail,

⁶ Oregon Bicycle and Pedestrian Plan: <http://www.oregon.gov/ODOT/HWY/BIKEPED/Pages/planproc.aspx>, February 2014.

⁷ Statewide Transportation Improvement Program (STIP) www.oregon.gov/ODOT/TD/STIP/Pages/default.aspx, February 2014.

freight, public transit, bicycle and pedestrian), and projects in the National Parks, National Forests, and Indian tribal lands.

What this means for the new Lane County TSP: *The TSP update will incorporate documented projects in Lane County from the STIP for the existing conditions. Future needs and alternatives will also be updated based on the STIP.*

Oregon Aviation Plan

The state of Oregon has 97 public-use airports, ranging from small emergency use airports in remote regions to large commercial service airports. There currently are 7 public airports in Lane County with Eugene Airport being the 2nd largest in terms of enplanements in Oregon.

The Oregon Aviation Plan 2007 (OAP)⁸ serves as a guide for future aviation development and planning elements by combining three planning studies that assess the condition of the existing aviation infrastructure, the economic benefit of the aviation industry, and the national importance and state significance of each airport. The specific policy topics used to guide airport and policy development in the OAP throughout the state are preservation, protection, safety, economic development, intermodal accessibility, environment, modernization and capacity, funding, advocacy and technical assistance, and state-owned airport management.

What this means for the new Lane County TSP: *Aviation needs and connections to other travel modes will be considered in the new TSP.*

Highway Design Manual

The Highway Design Manual⁹ (HDM) provides uniform design standards and procedures for ODOT and is in general agreement with the 2001 American Association of State Highway and Transportation Officials (AASHTO) A Policy on Geometric Design of Highways and Streets. Some key areas where guidance is provided are the location and design of new construction, major reconstruction, and resurfacing, restoration or rehabilitation (3R) projects. The HDM should be used for all projects on highways in Lane County to determine design requirements, including the minimum required volume to capacity ratios for use in the design of highway projects.

What this means for the new Lane County TSP: *System performance of highway improvement projects will be measured, in part, using the OHP v/c ratios. While HDM standards must be applied to ODOT facilities, design exceptions can be granted to those standards where conditions justify such action in order to balance the policies and objectives of the Oregon Transportation Plan.*

⁸ Oregon Aviation Plan 2007

http://www.oregon.gov/aviation/pages/docs/system_plan/2007_oregon_system_plan_details.aspx, February 2014.

⁹ ODOT Highway Design Manual: http://www.oregon.gov/ODOT/HWY/ENGSERVICES/hwy_manuals.shtml, February 2014.

Oregon Greenhouse Gas Reduction Strategy

The Oregon Greenhouse Gas Reduction Strategy of 2004¹⁰ focuses its efforts primarily on real, measurable, and meaningful reductions in the state's emissions. It focuses first on the most cost-effective actions and those that create investment and entrepreneurial opportunities. Four broad strategies complement these principles:

- Invest in energy, land use and materials efficiency.
- Replace greenhouse gas-emitting energy resources with cleaner technologies.
- Increase biological sequestration (farm and forest carbon capture and storage).
- Promote and support education, research, and technology development.

The Greenhouse Gas Reduction Strategy specifically states that Oregon must offer more convenient and more efficient transit and other alternatives to driving cars and trucks, principally in urban areas along the I-5 corridor. It states that those areas have the ability to reduce the number of vehicle miles traveled and trips taken through careful land use and transportation planning.

What this means for the new Lane County TSP: The TSP update will support efforts to move to a diversified and cleaner energy supply while also promoting fuel efficiencies and prepare for possible fuel shortages.

Oregon Public Transportation Plan

Public transportation is the mobility link for those lacking other options and a viable alternative for those concerned about increasing traffic congestion and limited opportunities for road system expansion. The Oregon Public Transportation Plan (OPTP) of 1997¹¹ provided 20-year guidance for the development of transit, rideshare and transportation demand management services in Oregon. The OPTP builds on the OTP's long-range vision which includes:

- A comprehensive, interconnected and dependable public transportation system with stable funding that provides access and mobility in and between communities of Oregon in a convenient, reliable and safe manner that encourages people to ride.
- A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-occupant vehicle, and high-quality, dependable service in suburban, rural and frontier (remote) areas.
- A system that enables those who do not drive to meet their daily needs.
- A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.

¹⁰ Oregon Greenhouse Gas Reduction Strategy: <http://www.oregon.gov/ENERGY/GBLWRM/Pages/Strategy.aspx>, February 2014.

¹¹ Oregon Public Transportation Plan: <http://www.oregon.gov/ODOT/TD/TP/Plans/OPTP.pdf>, February 2014.

The OPTP also covers three goals: the purpose of the public transportation system, the components of the public transportation system, and the management and financing of the public transportation system. The existing 1997 system is described as well as the goals to reach a successful public transportation system of 2015 given growth estimates from 1997. These growth estimates have been exceeded in 2013.

What this means for the new Lane County TSP: The TSP update will consider additional solutions that will enhance multi-modal travel within Lane County.

Oregon Rail Plan

The Oregon Rail Plan of 2001 contains three elements,¹² which summarize the state's goals and objectives, measure the state's performance-to-date and refines the projected costs, revenues and investment needs with regard to rail transportation of people and goods. The 2008 Passenger Rail Investment and Improvement Act (PRIIA) increased the level of state involvement in rail transportation and rail planning.

The ORP is split into three chapters: rail policies and planning, freight element, and passenger element. The rail policies and planning chapter fulfills numerous federal and state planning requirements including the federal Local Rail Freight Assistance Program, the federal Section 1010 High Speed Rail Corridor designation, the Oregon Transportation Plan, and the State Transportation Planning Rule. The purpose of the freight element chapter was to describe Oregon's freight rail network, describe the commodities that have been moved by rail, identify funding sources and needs, and assess the role that ODIT might play with regard to rail service. The passenger element of the current ORP updated the previous plan with findings from technical studies and passenger surveys of the, incorporated the results of subsequent studies, and provided criteria and guidelines for ODOT's role in overseeing further development of the rail and bus network.

What this means for the new Lane County TSP: Rail and freight needs and connections to other travel modes will be considered in the new TSP. The updated TSP will incorporate long range rail planning objectives for the county, consistent with ORP policies.

Highway 126 Fern Ridge Corridor Plan

The Highway 126 Fern Ridge Corridor Plan identifies solutions to address highway safety and mobility needs for all transportation system users of the six-mile corridor between the cities of Veneta and Eugene. The Fern Ridge Corridor Plan was adopted as part of the Lane County TSP.

¹² Oregon Rail Plan: <http://www.oregon.gov/odot/td/tp/pages/railplan.aspx>, February 2014.

The Fern Ridge Corridor plan is the first of what may be several phases required to construct improvements along the corridor and is intended to:

- Develop a problem statement, purpose, needs, and goals and objectives for the corridor.
- Develop an understanding and inventory of the transportation and environmental conditions through the corridor.
- Identify facility deficiencies and opportunities.
- Create and evaluate conceptual alternative solutions.
- Recommend the most viable solutions that can be implemented.

What this means for the new Lane County TSP: Fern Ridge Corridor improvements will be incorporated into the updated TSP.

Coburg/I-5 Interchange Area Management Plan

The transportation policies included below are drawn from the Coburg/I-5 Interchange Area Management Plan (IAMP), adopted by the City and County in 2009.¹³ There is currently no unincorporated land inside the UGB in the IAMP Management Area, but there are large amounts of unincorporated land outside the UGB in the IAMP Management Area to the east of the interchange. Therefore, one of the policies below addresses cases of UGB expansion.

Goal 8 (Recreational Needs)

- The City shall continue to participate in and encourage the development of the Willamette Greenway.
- The City shall ensure that the need for bikeways is considered in the formulation of highway plans.
- The City will coordinate with Lane County in developing a system of greenways and/or bicycle-pedestrian pathways from the City to nearby regional recreation centers such as Armitage Park.

Goal 12 (Transportation)

- If the City expands its UGB and updates its Comprehensive Plan and zoning after construction of the interchange and local access and circulation improvements included in the IAMP Recommended Alternative, ODOT will work with the City and County to amend the IAMP, as needed, to recognize and support those updates provided they are consistent with the adopted function statement for the interchange.

¹³ The IAMP was revised following the City's adoption in April 2009 and before the County's adoption in October 2009, and the revised IAMP is dated January 2010. The revisions addressed County-specific provisions in the IAMP and it was determined that no further action by the City was needed. This determination is captured in an insert in the revised IAMP entitled "Memorializing Compatibility Between the City of Coburg and Lane County Adopted Coburg IAMP Language."

- The IAMP created an overlay district in which a TIA is required for all proposed development that is projected to generate more than 100 AM or PM peak hour trips per day or 600 Average Daily Trips, including potential effects on County roads. The overlay district is based on the IAMP Management Area, and consists of land largely in the City UGB on the west side of the interchange and largely outside the City UGB on the east side of the interchange.

Goal 14 (Urbanization)

- The City supports Lane County in retaining agricultural zoning of lands outside the City's UGB but within its Area of Influence to prevent urbanization of lands and maintain a buffer between Coburg and Eugene-Springfield.
- The City will consider designating Urban Reserve Areas to allow planning for areas outside the UGB for eventual inclusion in the UGB and to protect such lands from patterns of development that would impede urbanization.

What this means for the new Lane County TSP: The updated TSP will be consistent with the City's emphasis on pedestrian-bicycle pathway system(s) and maintaining separation between the city and the Eugene-Springfield metropolitan area that is established in City Comprehensive Plan policies. The updated TSP will incorporate the findings and recommendations of the adopted Coburg/I-5 IAMP.

Central Lane Metropolitan Planning Organization

Lane Council of Governments (LCOG) is the Metropolitan Planning Organization (MPO) for the central Lane County area that includes the Eugene-Springfield metropolitan area and Coburg. The MPO is the lead agency for regional transportation planning and distributing federal transportation dollars for the central Lane County area. The MPO works cooperatively with local governments and transit providers to set priorities for transportation needs. The Regional Transportation Plan (RTP) is the MPO's primary transportation plan.

Regional Transportation Plan

The Regional Transportation Plan (RTP)¹⁴ guides planning and development of the transportation system within the Central Lane Transportation Management Area (TMA), which includes the Eugene-Springfield metropolitan area and Coburg. The federally-required RTP includes provisions for meeting the transportation demand of residents over at least a 20-year planning horizon while addressing transportation issues and making changes that can contribute to improvements in the region's quality of life and economic vitality.

¹⁴ Regional Transportation Plan: http://www.thempo.org/what_we_do/planning/rtp.cfm, February 2014.



The RTP sets forth the long-range policy framework for decision making for the following elements of the region's multimodal transportation system:

- Regional roadways
- Regional transit system
- Regional bikeways and pedestrian circulation
- Regional goods movement (multiple modes)
- Regional aspects of other modes, including air, rail, and intercity bus service

What this means for the new Lane County TSP: The TSP update will incorporate the recommendations from the Regional Transportation Plan in order to enhance multimodal travel in Lane County. The RTP will also be considered when identifying improvements that could enhance safety, increase connectivity and provide seamless connections between walking and biking facilities and other travel modes in Lane County.

Metro Plan

The Eugene-Springfield Metropolitan Area Plan (Metro Plan) has served as the comprehensive plan for a shared Eugene-Springfield UGB. In 2006, House Bill 3337 passed that required the cities to establish separate UGBs. In 2011, the City of Springfield established a separate UGB. In 2013, the Metro Plan boundary was amended to be co-terminus with the City of Springfield UGB. Currently, both cities are in the process of developing separate comprehensive plans. The future of the Metro Plan following adoption of these comprehensive plans remains to be determined. The current Metro Plan policies and findings inform transportation planning in unincorporated Lane County.

- **River Road-Santa Clara Area** – State legislation in 1981 provided a mechanism for creation of a new city in the River Road and Santa Clara area. Policies guide capital improvements in the River Road and Santa Clara areas through the River Road-Santa Clara Urban Facilities Plan that was developed cooperatively by Lane County, the City of Eugene, and the residents and property owners of the two areas.
- **Willamette River Greenway, river corridors, and waterways** – Lane County requires a Greenway Development Permit for intensification or change of use or development allowed in zones in the Willamette River Greenway. Eugene, Springfield, and Lane County will continue to cooperate in expanding parks and facilities that provide access to river corridors. An exception will be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback. (Exceptions have been approved for I-5 bridge work and a pedestrian/bicycle viaduct.)
- **Transportation** – The transportation element of the Metro Plan refers to the TransPlan (2011) and incorporates the goals and policies from that plan.

- **Public Facilities** – Eugene, Springfield, Lane County and special service districts are required to enter into coordination agreements that define how planning coordination and urban services (including transportation facilities and transit) will be provided within the UGB, pursuant to ORS 195.020-.080. Locate urban water and wastewater facilities in the right-of-way of public roads and highways outside the UGB, as needed to serve land within the UGB.

What this means for the new Lane County TSP: The TSP update will reflect, as needed, long-range planning coordination with River Road-Santa Clara, greenway and waterway access, and coordinated provision of public facilities.

Lane Transit District

Lane Transit District (LTD) serves the areas of Lane County shown in Figure 1.



Figure 1: Lane Transit District Service Area

Lane Transit District Long Range Transit Plan (March 2014)

The LTD Long Range Transit Plan includes goals and policies to guide LTD’s facility and service provision over a 20-year horizon, as well as performance measures to track progress toward its goals. While one set of goals and policies in the plan calls for investments to be prioritized in Frequent Transit Network corridors in Eugene-Springfield and Coburg, the plan also includes the following goals, policies, and strategies that are related to planning and coordination in non-metropolitan parts of the county.

- Coordinate transit investments with local development planning for cities outside of the metropolitan area.

- Ensure equitable and accessible transit service throughout the service area. The allocation of resources for accessible service will be based on the following priorities: maintain a sustainable level of service for people who depend on public transportation; respond to pressures of growth and demand within the limits of resource availability; and optimize resources to accommodate emerging community needs.
- When making investments in transit service and infrastructure, consider long-term system interactions between social equity, economic opportunity and efficiency, and environmental preservation.
- Identify and implement a Sustainable Level of Service that minimizes fluctuation in the provision of public transportation.
- Inform the region’s residents and businesses about transportation options. Develop and provide direct outreach strategies, including individualized marketing, face-to-face interaction, and promotion of services through social media.

***What this means for the new Lane County TSP:** The updated TSP will incorporate long range transit planning objectives for the county, consistent with LTD policies addressing equitable and sustainable service outside the Eugene-Springfield metropolitan area.*

Lane Transit District Capital Improvements Program

The Capital Improvements Program (CIP)¹⁵ is a 10-year plan that provides direction and guidance for LTD to satisfy regional transportation demands through capital investments. It includes a master list of all projects through 2023 and the funding summaries and sources for all projects. The dual purpose of the CIP is to facilitate the efficient use of LTD’s limited financial resources while implementing regional planning priorities that anticipate the need for public transportation in the future. All long-term transportation capital investments will consider the following priorities:

- **Deliver Exceptional Public Transportation Service:** Provide high-quality, effective, safe, and reliable service that meets the community’s mobility needs and maximizes ridership.
- **Develop Innovative Service that Reduces Dependency on the Automobile:** Provide high-quality, convenient service that attracts new riders, including those who have access to an automobile, in order to help the community meet its current and future transportation needs. The Frequent Transit Network (FTN) is a key innovative strategy that is intended to increase the transit mode share, particularly on congested corridors.
- **Maintain LTD’s Fiscal Integrity:** Satisfy both short- and long-range operational and capital needs by balancing where, when, and how to invest.

¹⁵ Lane Transit District Capital Improvements Program: <https://www.ltd.org/pdf/finance/2013/Draft%20FY%202013-2023%20Capital%20Improvements%20Program.pdf>, February 2014.

What this means for the new Lane County TSP: The TSP update will incorporate documented projects from the Lane Transit District CIP in the updated existing conditions. Future needs and alternatives will also be updated based on projects in the Lane Transit District CIP.

City of Eugene

The City of Eugene is the most populous city in Lane County and has an extensive urban transportation network. It is located near the center of Lane County along the I-5 corridor and has multiple state highways and freeways providing service through and around the city. The City of Eugene's Transportation System Plan, Pedestrian and Bicycle Master Plan, and Airport Master Plan were all reviewed.

The Eugene Transportation System Plan

TransPlan has served as the TSP for the Cities of Eugene and Springfield. Adopted in 2001, TransPlan is a comprehensive 20-year plan to guide transportation investments within a shared Eugene-Springfield UGB and provides the basis for the Transportation Element of the Metro Plan, the comprehensive plan for both cities. In 2006, House Bill 3337 passed that required the cities to establish separate UGBs for which the TPR requires separate TSPs. The City of Springfield has since established a separate UGB and adopted a separate TSP.

The City of Eugene is in the process of establishing a separate UGB and developing a separate TSP that will be a comprehensive 20-year plan to guide transportation investments within the City of Eugene UGB. Development of the TSP is being coordinated with Envision Eugene, Eugene Bike and Pedestrian Plan, the Eugene Airport Master Plan, and other regional transportation plans. These plans complement each other by covering different topics: the TSP addresses Eugene's transportation needs, while Envision Eugene plans for the City's housing and employment needs over the next 20 years.

Development of the TSP follows four main goals that are consistent with the Metro Plan.

- **Goal 1:** Create an integrated multimodal transportation system that is safe and efficient; support local land use and economic development plans; reduces reliance on single-occupancy automobiles; enhances community livability.
- **Goal 2:** Advance regional sustainability by providing a transportation system that improves economic vitality, environmental health, social equity, and wellbeing.
- **Goal 3:** Strengthen community resilience to changes in climate, increases in fossil fuel prices, and economic fluctuations through adaptations to the transportation networks.
- **Goal 4:** Distribute the benefits and impacts of transportation decisions fairly and address the transportation needs and safety of all users, including youth, the elderly, people with disabilities, and people of all races, ethnicities and incomes.

What this means for the new Lane County TSP: The TSP update will account for projects identified in the new Eugene TSP that will replace TransPlan. Past trends and issues in the Eugene area will be considered and updated based on new system analysis. References to TransPlan throughout the TSP will consider the current status of TransPlan and the Eugene TSP.

Eugene Pedestrian and Bicycle Master Plan

The Eugene Pedestrian and Bicycle Master Plan¹⁶ provides the City with projects and policies necessary to create a first-class city for bicycling and walking, reduce overall carbon emissions, and provide for a well-designed, integrated, safe, and efficient multi-modal transportation system. There are three main objectives to the plan:

- Create 20-minute neighborhoods by providing accessible, efficient, and convenient methods for pedestrians and bicyclists to travel to the places where they live, shop, work and play by expanding and improving Eugene’s bicycle and pedestrian network.
- Build a system that addresses the needs and safety of all users, including youth, the elderly, people with disabilities, and people of all races, ethnicities and incomes.
- Support facilities: provide support facilities in addition to the pedestrian and bicycle network that encourage walking and bicycling.

What this means for the new Lane County TSP: The TSP update will consider the Eugene Pedestrian and Bicycle Master Plan and will evaluate connections between the City and County bike network.

Eugene Airport Master Plan

The Eugene Airport Master Plan¹⁷ update provides the City with a development and expansion framework for a 20-year planning period. The goal of the Master Plan update is to guide future airport development to meet future aviation demand, and consider potential environmental and socioeconomic impacts. The Eugene Airport Master Plan includes the following elements:

- Based on the projections of aviation demand, facility requirements were determined and compared to the existing capacity of the airport facilities.
- Once facility needs were determined, alternative methods to meet those needs were developed. These alternatives were evaluated against operational, financial, environmental, and other feasibility-related criteria.
- A financial plan was developed that identified strategies and funding sources for proposed capital improvements.

¹⁶ Eugene Pedestrian and Bicycle Master Plan: <http://www.centallanertsp.org/EugeneTSP/PedBikePlan/Home>, February 2014.

¹⁷ Eugene Airport Master Plan: <http://www.eugene-or.gov/index.aspx?NID=1060>, February 2014.

- The Airport Layout Plan (ALP) was updated as a part of the planning process. The ALP provides the official graphic representation of the Airport's existing and proposed facilities.

What this means for the new Lane County TSP: Aviation needs and connections to other travel modes will be considered in the new TSP.

City of Springfield

The City of Springfield is the second-most populous city in Lane County and is located east of Eugene along the I-5 corridor. It also has an extensive urban transportation network and has multiple state highways and freeways providing service through and around the city. The City of Springfield's 2035 Transportation System Plan was reviewed.

City of Springfield 2035 Transportation System Plan (2014)

The Springfield 2035 TSP is a comprehensive 20-year plan to guide transportation investments within the City of Springfield UGB. The TSP provides for a transportation system that accommodates expected growth in population and employment envisioned in the Metro Plan. The TSP addresses all major transportation facilities (highways, arterial and collector roads) and all transportation modes (auto, bike, pedestrian, transit, and freight). The TSP identifies the City's:

- Goals and policies for the transportation system;
- Preferred future multi-modal transportation system;
- Recommended transportation improvements; and
- Possible sources of funding for recommended transportation improvements.

What this means for the new Lane County TSP: The TSP update will consider and incorporate the conditions, issues, and trends of the Springfield 2035 TSP.

City of Coburg

The City of Coburg is immediately north of the Eugene-Springfield UGB on I-5. There are five County roads in the city: Willamette Street, Pearl Street, Coburg Industrial Way, Van Duyn Road, and Daray Street. Additionally, two County roads – Coburg Bottom Loop and North Coburg Road – run along and beyond the Coburg UGB. The City of Coburg's Comprehensive Plan and TSP were both reviewed.

City of Coburg Comprehensive Plan (2005, Last Updated 2009)

Transportation goals and policies in the Comprehensive Plan will be superseded by those included in the City of Coburg Transportation System Plan Update that awaits co-/adoption by Lane County and City of Coburg.

City of Coburg Transportation System Plan (1999, Draft Update 2013)

The City of Coburg TSP was adopted in 1999. Over a three year period (2010 – 2013), the City prepared the draft City of Coburg Transportation System Plan Update that awaits co-/adoption by Lane County and City of Coburg. The draft TSP Update is a comprehensive plan to guide transportation investments within the City of Coburg UGB through 2030 and is based on nine goals that address safety, street network and hierarchy, connectivity for all modes, traffic operations, livability and economic vitality, environmental impacts, support for implementation, and cost effectiveness. The current TSP and draft TSP Update contain recommendations for Lane County streets within the City of Coburg.

What this means for the new Lane County TSP: The TSP update will account for projects identified in the City's TSP. If adopted, the draft Coburg TSP Update will be considered and incorporated into the Lane County TSP update.

City of Cottage Grove

Cottage Grove is located south of Eugene-Springfield and Creswell. This city is served by major facilities including I-5 and OR 99. There are only short segments of County roads in the City UGB, including East Main Street, South River Road, and South 6th Street. The City of Cottage Grove's Comprehensive Plan and TSP were both reviewed.

City of Cottage Grove Comprehensive Plan (1980, Last Updated 2014)

The goals, objectives, and policies or recommendations below relate to transportation planning in unincorporated Lane County and coordination with the County. The transportation policies in the 2008 TSP supersede those in the Comprehensive Plan transportation element, so the transportation policies below are drawn from the TSP.

Community Development/Economic Development

- Capitalize on the city's location within commuting distance of the Eugene-Springfield area by providing for residential development and commercial services for those desiring metropolitan employment but a small town living environment.
- Continue to provide for tourist-oriented development. Preserve tourist-commercial areas for highway-oriented tourist developments.

Parks, Recreation, and Open Space/Fish and Wildlife

- Continue to develop the “Greenway” program and emphasize bicycle paths and foot bridges.
- The County should preserve County land along the river adjacent to the airport to protect the wetland habitat area from conflicting uses.

Urban Service Area Management

- In terms of future urban transportation facilities, the County will obtain necessary public rights to major natural drainageways, including dedications and easements, as part of all land division approvals in order to preserve drainageways that may be used for other facilities in the future such as trails or bikeways.
- Standards for interim streets and drainageways will be jointly developed by the City and County and will be adopted and enforced by the County. Dedications required by the County for future roads and drainageways must be made pursuant to adopted facility plans or official maps, when available.

Transportation

- Connect bikeways and pedestrian accessways with local and regional travel routes.
- Encourage demand management programs, such as carpooling and park-and-ride facilities, to reduce single-occupancy auto trips to and from Eugene-Springfield.

What this means for the new Lane County TSP: The TSP update will consider City objectives related to its strategic commuting location and tourist business potential as well as developing trail corridors in conjunction with the County.

City of Cottage Grove Transportation System Plan

The Cottage Grove TSP of 2008 builds on the previous plan that was developed in 1998, and addresses changes in local and regional growth patterns, new transportation planning policies adopted by the state, and recent changes in transit services provided to the City, among other issues. The Cottage Grove TSP is currently being updated and will entail a comprehensive re-write of the current TSP. Since the current TSP has been adopted, the Cottage Grove Development Code, 2037 Vision and Action Plan, and Economic Opportunities Analysis study have been completed and all will be incorporated into the update. The UGB has also grown 241 acres and will be considered into the updated travel demand forecasting. The adoption process for the update is planned to be complete in March 2016. The objectives and policies of the current Cottage Grove TSP are based on four goals:

- Goal 1: Enhance the Cottage Grove area’s quality of life and competitive economy advantage by providing a transportation system that is accessible, balanced, efficient, environmentally responsible, financially stable, interconnected, and safe.

- Goal 2: Develop a cost-effective transportation system that meets the needs of passengers and freight, and that serves the existing and future arrangement of land uses to the consensus of all jurisdictions involved.
- Goal 3: Develop a cost-effective transportation system plan that is based on informed citizen input, professional review, and technical analysis.
- Goal 4: Develop an integrated transportation and land use system that helps implement statewide transportation goals, statewide administrative rules and the Cottage Grove Comprehensive Land Use Plan.

The TSP covers the existing condition in 2008 of the transportation system within the city, including characteristics, usage, and performance. A 2006 inventory of each travel mode was performed. Population, employment, and transportation volume growths are estimated within the TSP and needs due to these future conditions are described. Several maps of existing conditions, future conditions, and recommended transportation system plans can also be found within the Cottage Grove TSP. Project costs and funding sources are also described within the TSP.

What this means for the new Lane County TSP: The TSP update will account for projects identified in the City's TSP. If adopted, the Cottage Grove TSP update will be considered and incorporated into the Lane County TSP update.

City of Creswell

The City of Creswell is located south of Eugene-Springfield off of I-5. County roads in the City UGB are not clearly identified in the adopted 1998 TSP. The City of Creswell's Comprehensive Plan and TSP were reviewed.

City of Creswell Comprehensive Plan (1975)

Transportation policies in the Comprehensive Plan were superseded by the adopted TSP. The following economic development policies from the Creswell Comprehensive Plan and transportation policies from the adopted TSP relate to transportation facility and planning coordination with the County.

Economy

- Encourage expansion of freeway oriented services to capitalize on through traffic and tourist traffic.
- Encourage tourist-freeway commercial development in eastern quadrants of the interchange.
- Encourage the development of tourist/convention/resort facilities east of I-5.

Transportation

- The City will coordinate transportation planning project development activities with Lane County Land Management and Public Works Transportation Planning Departments and ODOT.
- The City will encourage demand management programs such as park-and-ride facilities, carpooling, and vanpools to reduce single-occupancy automobile trips between Creswell and the Eugene-Springfield metropolitan area.
- The City shall encourage the development of a fixed-route public transportation service between Creswell, Cottage Grove, and the Eugene-Springfield metropolitan area.

What this means for the new Lane County TSP: To the extent that County roads are involved, the updated TSP will consider City policies to improve freeway traveler services as well as the sense of city identity and public transportation services off of the freeway.

City of Creswell Transportation System Plan

The 1998 City of Creswell TSP¹⁸ updates the previous 1995 revision of the 1991 TSP, and plans to the year 2015. The focus of the TSP is the transportation systems and issues within Creswell's urban growth boundary (UGB). Citizen involvement was an important component to the 1998 TSP development and was guided by a citizen's advisory committee approved by the Creswell City Council.

The existing 1998 conditions of the Creswell TSP study area are described including roadway, bicycle, pedestrian, and public transportation, and air, rail, and pipeline elements. Future conditions and growth projections are estimated and lead into the recommended transportation plan which features the following 9 goals: transportation balance, quality of life, alternative modes, connectivity, equity, minimize negative impacts, compatibility of systems, safety, and financially sound. Plan implementation is separated by high-priority, medium-priority, and low-priority projects. Funding for the City of Creswell transportation system comes from federal, state, county, city, and private sources.

As described within the 1998 Creswell TSP, unlike the roadway funds, funding sources are limited for bicycle improvements. The total cost of proposed bicycle system improvements is higher than the local share of bicycle funds available. For this reason, funding strategies for bicycle facility improvements within the plan emphasized alternate sources, consolidation with other street and maintenance projects, and cost-effective improvements such as re-striping.

What this means for the new Lane County TSP: The TSP update will account for projects identified in the City's TSP.

¹⁸ City of Creswell Transportation System Plan: <http://www.ci.creswell.or.us/index.php?q=node/64>, February 2014.

Dunes City

Dunes City lies in Western Lane County, south of Florence. Less than 3 square miles in size, current (2012) population is 1,315.¹⁹ Clear Lake Road and Canary Road in Dunes City are classified as Rural Major Collectors in the County TSP. The other County roadway is Erhart Road, which connects into Clear Lake Road and provides access to residential areas to the southeast of the City. Erhart Road is listed as “Other Roads” on the County’s Functional Class Subarea Map (Subarea 3). The Dunes City Comprehensive Plan and Master Road Plan were reviewed.

Dunes City Comprehensive Plan (Last Updated 1997)

The Dunes City Comprehensive Plan was last updated in 1997. The policies below relate to transportation facility and planning coordination:

Citizen Involvement and Land Use Planning

- The city shall coordinate and cooperate with Lane County Planning, Building, and Sanitation Departments for staff assistance.
- Dunes City shall continue land use coordination with Lane County within its sphere of influence to ensure that Dunes City will have the opportunity to review and comment on actions taken by the West Lane Planning Commission (Lane County) and Hearings Official Public Hearings.

Transportation

- Dunes City will coordinate the local planning review of highway projects with the Oregon Department of Transportation.
- Dunes City will coordinate efforts with existing local agencies to provide public transportation and alternative transportation services in Dunes City.

The Comprehensive Plan also identifies areas outside of city limits where development would have an impact on the City. Areas of interest or influence include the land near Westlake. The Comprehensive Plan identifies a desired future link between Westlake and North Beach, currently connected only by Highway 101, via a connector between Pacific Avenue and North Beach Road and discourages strip development along Highway 101 in order to avoid additional traffic hazards.²⁰

What this means for the new Lane County TSP: Updated TSP will consider City policies for projects within City boundaries. The TSP update will assess needs for County roads in the city.

¹⁹ The 2015 population projection documented in the Comprehensive Plan is 1,348, under a “low” growth scenario.

²⁰ Chapter V Plan Diagrams, Subsection C.3, Areas of Influence.

Dunes City Master Road Plan

While currently unapproved, the Dunes City MRP of 2004 focus is to evaluate, map, and develop a future plan for roads within the UGB. The Dunes City UGB contains approximately 2,145 acres and lies east of Highway 101. Roads within the UGB include a combination of City owned and maintained facilities, Lane County facilities, and privately owned roads. Public right-of-way projects were prioritized by the following order: maintenance, upgrading of existing streets, and new construction. The future road system plan includes 10 proposed road connections totaling approximately 2 miles and can be found mapped within the MRP appendix. Funding strategies and sources are described within the MRP.

What this means for the new Lane County TSP: Coordination between agencies will determine what projects in the Dunes City MRP need to be included in the TSP update.

City of Florence

The City of Florence is located on the Oregon Coast. It is served by major transportation facilities including US 101 and OR 126. There are County roads in the City's UGB but mostly in the unincorporated area of UGB. The roads include Heceta Beach Road, Munsel Lake Road, and North Fork Siuslaw Road. The City's Comprehensive Plan and TSP were reviewed.

City of Florence Comprehensive Plan (1988, Last Updated 2012)

The following land use, open space/natural resources, economic development, and transportation background and policies from the Florence Comprehensive Plan relate to transportation facility and planning coordination with the County.

Land Use

These plan designations include standards for increased landscaping and buffering in order to create and maintain an attractive north gateway entrance to Florence.

- **Heceta Beach Neighborhood Cluster** – This is a Comprehensive Plan designation that applies to lands surrounding the intersection of Heceta Beach Road (a County road) and US 101. Land in the cluster is designated Neighborhood Commercial Gateway in the northwest corner and medium and high density residential around other corners of the intersection. Associated transportation improvements are discussed under Transportation.
- **North Commercial Node** – This Comprehensive Plan designation is located around the intersection of US 101 and Munsel Lake Road (a County road), and a Fred Meyer shopping center. The area is bounded on the north by three “gateway” Comprehensive Plan designation areas (Heceta Beach Neighborhood Cluster, Neighborhood Commercial Gateway, and Service Industrial). Associated transportation improvements are discussed under Transportation.

Open Spaces and Scenic, Historic, and Natural Resources

- Permanent alteration of riparian areas must be protected from by grading, structures, and impervious surfaces, except for uses like roads and paths, provided they are designed to minimize intrusion into the riparian area.
- There is a long-range plan to complete a scenic loop route via Heceta Beach Road (a County road), and to connect to the proposed Sutton Lake Bike Loop.
- The City will develop an interconnecting trail system, providing a full circular route around the Florence area and incorporating Rhododendron Drive, Munsel Lake, beaches, dunes, Old Town, Port, and Siuslaw Estuary. (Note: It is not clear if this trail system will include or intersect with County roads and right-of-way.)

Economic Development

- The City should continue to work to improve vehicular access connecting Florence to other communities, particularly on OR 126.

Transportation

- Where a transportation facility is maintained by the County, the more restrictive of the City or County standards apply.
- The North, South, and East Gateways shall be pursued as soon as funding can be obtained. (The East Highway 126 Gateway and North Florence US 101 Gateway areas include County roads.)
- **Heceta Beach Neighborhood Cluster** – The Heceta Beach Road/US 101 intersection will be signalized when warrants are met, and shall be designed with curb extensions to allow safe pedestrian crossing on all legs of the intersection.
- **North Commercial Node** – Transportation improvements will be constructed in conjunction with development of the node, consistent with the City's TSP. Improvements related to County roads include signalizing the US 101/Munsel Lake Road intersection, extending Munsel Lake Road west across US 101 to provide a fourth leg to the intersection (including obtaining right-of-way and providing access to parcels), extending Spruce Street between Munsel Lake Road and the eastern extension of Heceta Beach Road, extending Oak Street north to intersect with the western extension of Munsel Lake Road and eventually terminate at Heceta Beach Road.
- All intersections with US 101 will include pedestrian crosswalks, and pedestrian refuge areas, with exceptions allowed by the City and ODOT.
- Bicycle lanes shall be provided along US 101, Munsel Lake Road, the northern extensions of Oak and Spruce Streets, and the new east-west street.

What this means for the new Lane County TSP: *The TSP update will coordinate with plans to improve the northern gateways of the city that involve County roads as well as be consistent with policy direction to improve transportation and economic connections between the city and communities to the east along OR 126.*

City of Florence Transportation System Plan

The 2012 Florence TSP²¹ is intended to guide the management and implementation of the transportation facilities, policies, and programs, within the urban area over 25 years. The TSP has been adopted by the City of Florence, but has not yet been adopted by the County; therefore, is not final until adopted and approved by both the County and the Oregon Department of Land Conservation and Development (DLCD). The TSP update process provided City and County residents the opportunity to share their respective visions for the future of the transportation system. This TSP covers publicly owned transportation facilities within the existing City of Florence urban growth boundary (UGB).

Based on the TPR, the plan focuses on arterial and collector streets and their intersections, pedestrian and bicycle facilities along the arterial and collector streets and at other off-street locations, public transportation, and other transport facilities and services, including rail service, air service, pipelines and water service. The TSP covers existing transportation conditions and future forecast deficiencies. Plan sections of the TSP are split up into different plans that cover local streets, pedestrians and bicycles, transit, and rail, pipeline, air, and surface water separately. The TSP also covers the funding plan, which provides an analysis and summary of funding sources to finance the transportation system improvements. High-priority projects are also identified within the funding plan.

What this means for the new Lane County TSP: *The TSP update will account for projects identified in the City's TSP.*

Junction City

Junction City is located north of Eugene along Highway 99. The City's Comprehensive Plan and TSP were reviewed.

City of Junction City Comprehensive Plan (Last Updated 2012)

The City's Comprehensive Plan was originally adopted in the early 1980s, followed by subsequent updates. The City's Transportation Element – its TSP – is in the process of being updated. The adopted 2000 TSP is being updated because of changes that have occurred since its adoption, such as the State's decision to locate a hospital and prison in the city, a

²¹ City of Florence Transportation System Plan: <http://www.ci.florence.or.us/planning/transportation-system-plan>, February 2014.

proposed rail-dependent food processing facility, and general residential and commercial growth. These changes have resulted in expansion of the City’s UGB and placed new demands on roads, although it is not specified to what extent this includes County roads. County roads are not clearly identified in the existing TSP; however work has been done identifying County Roads within the current update underway.

Until the updated TSP is adopted, the transportation policies from the 2000 TSP govern. The following background and policies from the Comprehensive Plan relate to transportation facility and planning coordination with Lane County.

Urbanization

- The City plans to expand to the west and south to accommodate future residential and special industrial development.

***What this means for the new Lane County TSP:** The updated TSP will consider the urbanization and transportation policies included in the Junction City Comprehensive Plan and TSP. The update of TSP policies will be coordinated with the City TSP update as needed.*

Junction City Transportation System Plan

Currently, Junction City is working with the Oregon Department of Transportation, Lane County, and other transportation agencies and stakeholder to update the previously adopted 2000 Junction City TSP. Chapters that have been released from the 2014 Junction City TSP²² include the existing conditions and future conditions reports. The findings from the existing conditions chapter provide a baseline for determining the existing and future transportation needs and will guide development of transportation projects within Junction City. Future projected growth and employment is analyzed and contributes how the transportation system needs will change through the planning horizon year of 2035.

***What this means for the new Lane County TSP:** The TSP update will account for projects identified in the City’s TSP.*

City of Lowell

Lowell is located southeast of Eugene-Springfield and is accessed by OR 58, one of the State’s primary east-west corridors from I-5 to areas east of the Cascades, as well as by Jasper-Lowell Road and Pengra Road, both County roads. Major roads in the city are owned and maintained by Lane County and ODOT. The City’s Comprehensive Plan and Master Road Plan were reviewed.

²² Junction City Transportation System Plan update:
http://www.junctioncityoregon.gov/index.asp?Type=B_BASIC&SEC=%7B59518463-CBD4-4DFA-8401-7B206C259B3D%7D,
February 2014.

City of Lowell Comprehensive Plan (2005)

The City does not have an adopted TSP but prepared and adopted the Lowell Master Road Plan in 1999, which is incorporated by reference into the Comprehensive Plan. The Comprehensive Plan notes that the City will prepare and adopt a TSP when resources are available. The Comprehensive Plan, in the meantime, provides background and policy for transportation planning and implementation in the city, and is intended to be the basis of a future TSP.

The following Comprehensive Plan policies are related to transportation facility and planning coordination with the County.

Transportation Planning

- The City will participate with other agencies to maintain and expand a regional transportation system.

Pedestrian and Bicycle Ways

- Support the development of the Eugene to Pacific Crest Trail and work with appropriate agencies to implement it.
- Encourage agencies with jurisdiction over open space and park lands adjacent to the City to provide trails and bike paths connecting to City trails and bike system.
- Explore the need for and feasibility of a regional bikeway system, given Lowell's close proximity to County and State recreation areas.

Public Transportation/Rail Transportation

- The City, County, and Lane Transit District need to address the needs of the transportation disadvantaged in Lowell and make recommendations for possible solutions to identified problems.
- Cooperate in regional planning to assist the railroad in providing safe and convenient rail service to the region.

Growth Management

- Develop an Urban Reserve area as a reserve for future growth of the community and emphasize inclusion of large parcels with limited significant development constraints.

What this means for the new Lane County TSP: The updated TSP will consider policies for regional trail and bikeway systems as well as transit improvements for the transportation disadvantaged.

City of Lowell Master Road Plan

The City of Lowell Master Road Plan (MRP) of 1999 provides the guidelines necessary to ensure orderly, economical, efficient and consistent development of a road system within the present

Lowell City Limits/Urban Growth Boundary. The MRP primarily recommends street extensions within the Low Elevation Service Area and the High Elevation Service Area defined by the MRP map. Several factors were considered when planning the street extensions including traffic generated from future development, alternate routes to divert heavy volumes on specific streets, and improved access for emergency services.

What this means for the new Lane County TSP: Coordination between agencies will determine what projects in the City of Lowell MRP need to be included in the TSP update.

City of Oakridge

Oakridge is located in the Cascades southeast of Eugene-Springfield along OR 58. There are County roads in the City's UGB but they are almost entirely in the unincorporated part of the UGB. Most of the roads within the UGB are under City jurisdiction. The County roads include: Crestview Street, First Street, Hills Street, Beech Street, West Oak Road, High Prairie Road, and Westfir-Oakridge Road. The City's Comprehensive Plan and TSP were reviewed.

City of Oakridge Comprehensive Plan (1981, Last Updated 2005)

A Comprehensive Plan update conducted in 2005 amended the land use, housing, and urbanization elements of the plan, and the parks element was updated in 2010.²³ The transportation element of the Comprehensive Plan was not updated in 2005, so the transportation policies in the City's 2000 TSP continue to govern.

The following background and policies in the Oakridge Comprehensive Plan and TSP relate to transportation facility and planning coordination with the County.

Economic Development

- Improve city gateways, OR 58, and other key roadways with aesthetic improvements with utilitarian value, such as street trees, landscaping, and lighting.

Transportation

- Develop pedestrian and bikeway systems for circulation within Oakridge and connections to routes and paths outside Oakridge.
- Support the provision of transit facilities, service, and programs within the community and to the Eugene-Springfield area
- Support efforts to provide inter-city bus and passenger rail service to the community.

²³ The 2010 Parks Master Plan shows general trail connections to the west to Westfir, to the south into Willamette National Forest, and to the east along Salmon Creek and OR 58. Only the trail connection west to Westfir may be in a County roadway right-of-way. Otherwise these trails are not in the City UGB, not in a City, County, or State right-of-way, and on national forest land.

- Establish a coordinated approach to the development, operation, and maintenance of jointly managed transportation facilities.

What this means for the new Lane County TSP: *The updated TSP will consider local policies regarding coordination and pedestrian, bike, and transit systems that extend outside of Oakridge.*

City of Oakridge Transportation System Plan

The City of Oakridge Transportation System Plan²⁴ was adopted in 2000 and developed in coordination with Lane County and the Oregon Department of Transportation. This TSP focuses on transportation systems and issues within the Oakridge UGB over a 20-year planning timeframe. Existing conditions of the road system, bicycle system, pedestrian system, public transit, and air, rail, water, and pipelines are described. The TSP projected future conditions for population, housing, employment, and traffic volumes which lead into the description of the recommended transportation system plan which includes the following 5 goals: Economic Development, Transportation System Characteristics, Mobility for All, Transportation Land Use Planning, and Plan Implementation. The City of Oakridge prioritizes certain projects within High Priority, Medium Priority, and Long-Range Capital Improvements groups.

What this means for the new Lane County TSP: *The TSP update will account for projects identified in the City's TSP.*

City of Veneta

The City of Veneta is located at the southwest corner of the Fern Ridge Reservoir and is seven miles west of Eugene along Highway 126. There are a few County roads in the city including Bolton Hill Road, Perkins Road, Jeans Road, and Hunter Road. The City's UGB and city limits basically coincide, so these roads are within the city limits and not in unincorporated areas of the UGB.

Veneta Comprehensive Plan (2000, Last Updated 2009)

The City of Veneta is in the process of updating their Comprehensive Plan, a process scheduled for completion in 2015. The current Comprehensive Plan policies below relate to transportation facility and planning coordination with the County. The transportation policies below and related background come from the TSP, an element of the Comprehensive Plan. The transportation goals and policies in the 1998 TSP were amended in 2001, more recently than those in the Comprehensive Plan.

²⁴ City of Oakridge Transportation System Plan: <https://scholarsbank.uoregon.edu/xmlui/handle/1794/4310dunes>, February 2014.

Transportation

- Bolton Hill Road – A project from Territorial Highway to the city limits was planned to upgrade the road to City standards. Upon project completion, jurisdiction of the road was proposed to be transferred from the County to the City.
- An ordinance amendment made in conjunction with the TSP update established the requirement that the City prepare a TIA if a land use application is projected to increase traffic on a State or County road in the City's UGB.

What this means for the new Lane County TSP: Updated TSP will consider City policies for projects within City boundaries. The TSP update will assess needs for County roads in the city.

City of Veneta Transportation System Plan

The City of Veneta plans to update their TSP in 2015. The current TSP²⁵ was adopted in 1998 and amended in 2006, and is the long-range policy document that guides transportation planning within Veneta's UGB for 20 years into the future. The TSP is based on public involvement and citizen review to ensure that the goals of the TSP reflect the values of the community.

During the base year of 1998, there were 738 vacant acres available for residential development which provides plenty of residential land to serve the projected population. The allocation of households to the vacant areas has taken into consideration Veneta's priority development area, service availability, and wetland, floodplain, and steep slope constraints. There are 186 vacant acres available for industrial and commercial development which, if evenly allocated with new jobs, would result in two jobs per vacant acre. Even with wetland and floodplain constraints on some of the land, there is adequate land to accommodate the new jobs.

The transportation mission and goals are listed. These broad statements of philosophy were developed by the Citizen Advisory Committee and guided the development of the TSP. Projects are prioritized within three groups: High Priority, Medium Priority, and Potential Long Range Projects. The funding strategies and sources are also described with the Veneta TSP.

What this means for the new Lane County TSP: The TSP update will account for projects identified in the City's TSP.

²⁵ City of Veneta Transportation System Plan: <http://www.ci.veneta.or.us/pdf/VenetaTP06.pdf>, February 2014.



Appendix

Lane Code Chapter Summary (DKS Associates)

Lane Code Regulatory Review (Angelo Planning Group)



Lane Code Chapter Summary (DKS Associates)

LANE CODE CHAPTER SUMMARY

This document includes a detailed review of the Lane Code. It provides supplementary information to the brief summary provided in Technical Memorandum #2 for the following chapters:

- Chapter 10 (Zoning)
- Chapter 12 (Comprehensive Plan)
- Chapter 13 (Land Divisions)
- Chapter 14 (Applicable Review and Appeal Procedures)
- Chapter 15 (Roads)
- Chapter 16 (Land Use and Development Code)

Chapter 10 (Zoning)

LC Chapter 10 implements the Lane County Comprehensive Plan through a series of land use district designations, or zones, for land in unincorporated Lane County. These zones regulate land use elements such as permitted uses, accessory uses, setbacks and other dimensional requirements, signs, vision clearance, and some transportation-related elements such as site planning and parking.

Chapter 12 (Comprehensive Plan)

The Comprehensive Plan primarily establishes procedures for adopting and amending the Comprehensive Plan. Most of the chapter is dedicated to procedures for amending the Eugene-Springfield Metropolitan Area General Plan (“Metro Plan”), discussed later in this report.

Chapter 13 (Land Divisions)

Lane Code Chapter 13 requirements apply to land within Lane County outside of incorporated cities. The following provisions from Chapter 13 address elements of transportation facility and system development that are important to County transportation planning and compliance with the TPR.

- **Relation to adjoining road system** – With exceptions for topographic constraints, LC 13.050(3) requires the continuation of “major” and “secondary” roads from adjoining sites as a condition of land division approval, consistent with standards in LC Chapter 15 (Roads).
- **Redevelopment plan** – LC 13.050(4) requires land division to occur in a way that allows further land division in the future and provides for a street pattern within the division that can meet minimum street frontage requirements (30 feet of frontage pursuant to access standards in LC 13.050(5)).
- **Access** – LC 13.050(5) requires each lot or parcel to have 30 feet of frontage on a road and access to the road by a County or local road or easement that is developed according to the access requirements in LC Chapter 15.

- **Control strips** – LC 13.050(6) grants the County authority to require that land adjacent to roadways be dedicated or deeded for access control strips.
- **Pedestrian and bicycle ways** – LC 13.050(8) allows the County to require that pedestrian or bicycle ways be improved and dedicated to the public. Such pedestrian and bicycle ways may be in addition to any standard sidewalk requirements of LC Chapter 15 (Roads). Pedestrian and bicycle ways must be paved and at least six feet wide.

Chapter 14 (Applicable Review and Appeal Procedures)

LC Chapter 14 establishes requirements for review processes including Director review, Director elective hearings, limited land use decisions, and De Novo hearings (LC 14.100, 14.110, 14.150, and 14.300) and corresponding notice procedures. LC 14.050 allows consolidated submittal and review of applications for the same property. Notice procedures do not specify notice and coordinated review with other agencies unless the agency is a property owner near the site.

Chapter 15 (Roads)

The following provisions from LC Chapter 15 address elements related to transportation facility and system development that are relevant to County transportation planning and important for compliance with the TPR.

- **Functional classification** – County roads and functional classifications are defined in LC 15.010 (Definitions); LC 15.020 establishes a functional classification system of principal arterials, minor arterials, major collectors, minor collectors, and local roads and refers to the “County Roads Inventory text and Functional Class Maps” in the adopted TSP, which provides the official inventory of County roads and their functional classifications.
- **Minimum requirements for public roads and local access roads** – LC 15.045 establishes minimum requirements for roads that are a part of or serve a land division and roads that are used to provide access to a vacant lot or parcel where development other than a land division is proposed. Requirements for roads associated with land divisions include extension of roads to the boundary of the land division to connect to existing or planned roads as well as the County’s authority to require frontage roads or reverse frontage parcels in order to maintain separation of through and local traffic.
- **Building setbacks** – LC 15.065-.095 establishes building setbacks from roadways, with special setbacks for particular highways.
- **Dedication and improvement requirements** – LC 15.100-.110 allows the County to potentially require right-of-way or easement dedications or improvements as a condition of land division or other development approval, if necessary to meet the design standards in this chapter or respond to findings of a traffic impact analysis, pursuant to LC 15.697.
- **Access** – LC 15.115-.140 requires that all lots, parcels, or building sites have “reasonably safe and usable vehicular access either directly to a Public Road, County Road, State

Road or an approved Private Access Easement.” Access from a single contiguous ownership is limited to one, except when otherwise allowed by the County Engineer or designee. LC 15.138 establishes road and driveway approach spacing standards that apply to new driveway and road approach intersections with a County road (Table 1).

Table 1: Road and Driveway Spacing Standards for Lane County Collector and Arterial Roadways (Feet)

Posted Speed or Travel Speed*	Principal Arterial	Minor Arterial	Major Collector	Minor Collector
≥ 55	700	475	475	325
50	550	475	475	325
40 & 45	500	400	400	325
30 & 35	400	275	275	220
< 25	400	200	200	150

Outside UGBs, the spacing standard for County roads classified as local roads, and for local access roads, public roads, and private access easements is 100 feet. Within UGBs, the spacing standard is 20 feet for access to a property with a single-family dwelling, manufactured dwelling, duplex, or triplex.

- **Road system development** – LC 15.695-.697 addresses road performance standards and system development. Performance standards are established in LC 15.696 (Table 2).

Table 2: Maximum Volume to Capacity Ratios (v/c) for Peak Hour Operating Conditions on Lane County Roads

Roadway Category	Location/ Speed Limits				
	Inside Urban Growth Boundary			Outside Urban Growth Boundary	
	Eugene-Springfield Metro Area	Outside Eugene-Springfield Metro area where speed limit <45 mph	Outside Eugene-Springfield Metro area where speed ≥ 45 mph	Within Unincorporated Communities	Outside Unincorporated Communities
Freeways and Expressways	0.80	n/a	n/a	n/a	n/a
Other County Roads	0.85	0.85	0.75	0.80	0.70

LC 15.697 establishes traffic impact analysis (TIA) requirements, including what the analysis must demonstrate and what strategies can be used if performance standards are not projected to be met. Primary thresholds for requiring a TIA include projected increases in peak hour traffic of 50 or more automobile trips outside an urban growth boundary, or 100 trips inside a UGB. Proposals that include a plan amendment will also need a TIA, unless the requirement is waived by the County Engineer, pursuant to LC 15.697(2).

Additional thresholds for requiring TIA's include:

- Development proposals that will affect county roads where congestion or safety problems have been identified by previous traffic engineering analysis; or
 - Proposed development that will generate or receive traffic by single or combination vehicles with gross weights greater than 26,000 pounds as part of their daily operations. "Daily operations" includes delivery to or from the site of materials or products manufactured, processed, or sold by the business on the site. "Daily operations" does not include routine services
- **Roadway Design Standards** – Roadway design standards are established in LC 15.700-.710 and Diagrams 1-15.
 - Standards for urban arterials and collectors – These standards are established in LC 15.702 and refer to Diagrams 1 through 5. Minimum right-of-way widths are the sum of all roadway design element widths plus an additional 8 feet, and must also include space for utilities, transition area, and cut and fill slopes. LC 15.702(5) establishes travel lane widths of 12 feet for urban Principal Arterials and 11 feet for Minor Arterials and Major or Minor Collectors. LC 15.702(8) requires sidewalks on both sides for all arterial and collector streets with the exception of freeways and expressways. Bike lanes shall be a minimum of five and one-half feet wide. LC 15.702(4) establishes a road width distance from curb face to curb face depending on vehicle travel lane widths and bike lane sections.
 - Standards for rural arterials and collectors – These standards are established in LC 15.703 and refer to Diagrams 8 and 9. Minimum right-of-way widths are 80-100 feet for two-lane to three-lane sections, and must also include space for an adequate drainage ditch. Pedestrian facilities (sidewalks or walkways) are required pursuant to "adopted Transportation System Plan Bicycle and Pedestrian policies" and are subject to approval by the County Engineer or designee. When paved shoulders are required, pursuant to LC 15.703(4), they must accommodate bicycles. LC 15.703(4) establishes minimum pavement widths according to traffic volumes and site terrain, with shoulder widths that vary from zero to eight feet.
 - Standards for urban local streets – These standards are established in LC 15.704 and refer to Diagrams 10 and 11. Minimum right-of-way widths are 50-60 feet, and must also include space for the traveled way, pedestrian facilities, signs, utilities, and drainage

facilities. LC 15.704(8) requires sidewalks on new urban local streets. LC 15.704(9) does not require striped bike lanes and establishes shared use between bicycle and vehicular movements on the roadway.

- Standards for rural local roads – These standards are established in LC 15.705 and refer to Diagram 12. Minimum right-of-way width is 50 feet for two-lane to three-lane sections, and must also include space for rock slopes, utilities, and adequate drainage ditches. As with rural arterials and collectors, LC 15.705(4) establishes minimum pavement widths according to traffic volumes and site terrain, and pedestrian facilities (sidewalks or walkways) are required pursuant to “adopted Transportation System Plan Bicycle and Pedestrian policies,” subject to approval by the County Engineer or designee. Rural local roads are shared travel-ways for vehicles and bicycles.
- Standards for public roads, local access roads, and private access easements – These standards are established in LC 15.706 and refer to diagrams 13 and 14. Minimum right-of-way widths are 30-40 feet, and must include adequate land for the proposed travel area, rock slopes, utilities, drainage facilities, and any signs.
- LC 15.709 provides for deviations from design standards and facility permit requirements.

LC 15.900 (General Variance Procedures) provides relief from the provisions of LC Chapter 15.

Chapter 16 (Land Use and Development Code)

Chapter 16 addresses land in unincorporated Lane County outside of city UGBs. The following provisions from LC Chapter 16 address elements of transportation facility and system development that are important to County transportation planning and compliance with the TPR.

- **Block standards** – Lots and blocks are created based on standards in Chapter 13 (Land Divisions).
- **Parking** – Parking area regulations are provided in LC 16.250.
- **Transportation facilities and uses** – LC 16.265 specifies transportation activities, uses, and projects that may be permitted outright or as special uses in land use zones in LC Chapter 16, subject to applicable standards and requirements, in order to implement the Lane County TSP.
- **Procedures for Zoning, Rezoning and Amendments to Requirments-** LC 16.252 provides procedures for zoning, rezoning, and amendments to the Rural Comprehensive Plan.
- **Rural Comprehensive Plan amendments** – LC 16.400 governs plan adoption and amendments. The Planning Commission must “seek to harmonize” plan amendments with the Comprehensive Plans, plans, and planning activities of local, state, federal, and other relevant public agencies as well as coordinate review of the amendment with



every affected city and County planning agency. Amendments must be found to be consistent with all applicable requirements of local and state law, including Statewide Planning Goals and Oregon Administrative Rules.

LC 16.252 regulates zoning, rezoning, and amendments to LC Chapter 16.

What this means for the new Lane County TSP: *The Lane County Code contains a number of provisions related to development of transportation facilities in the county. Amendments to the Lane County Code may be needed in order to make the code consistent with the updated TSP, implement TSP recommendations, and comply with the TPR (see appendix for compliance needs).*



Lane Code Regulatory Review (Angelo Planning Group)

DATE: February 10, 2014

TO: Project Management Team

FROM: Darci Rudzinski and Shayna Rehberg, Angelo Planning Group

SUBJECT: Lane County TSP Update
Task 3.3 / Technical Memorandum #2 Appendix, Regulatory Review – REVISED DRAFT

The purpose of this memorandum is to discuss and identify Lane Code (LC or “code”) provisions that may need to be updated in order to: (1) to be consistent with and implement the updated TSP; and (2) to comply with the Transportation Planning Rule (TPR).

Draft Transportation System Plan (TSP)

The TSP update process is expected to result in needed goal, policy, and Lane Code amendments to address issues identified and to ensure consistency between adopted state, regional, and city documents. Goal and policy amendments are discussed in Technical Memorandum #4. Preliminary recommended code amendments are identified in Table 1, based on State requirements related to implementing local transportation system plans (see Transportation Planning Rule section in this memorandum). Specific code language amendments will be identified and developed as part of the TSP update.

Transportation Planning Rule (TPR)

The Transportation Planning Rule (TPR) (OAR 660-012) implements Statewide Planning Goal 12 (Transportation), which is intended to promote the development of safe, convenient, and economic transportation systems that are designed to maximize the benefit of investment and reduce reliance on the automobile. The TPR includes direction for preparing, coordinating, and implementing TSPs. In particular, TPR Section -0045 (Implementation of the Transportation System Plan) requires local governments to amend their land use regulations to implement the TSP. It also requires local governments to adopt land use and subdivision regulations to protect transportation facilities for their identified functions.

TPR Section -0060 (Plan and Land Use Regulation Amendments) addresses amendments to plans and land use regulations. It specifies measures to be taken to ensure that allowed land uses are consistent with the identified function and capacity of existing and planned transportation facilities. Measures include access control measures, standards to protect future operations of roads, expanded notice requirements and coordinated review procedures for land use applications, a process to apply



conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP. Section -0060 also establishes criteria for identifying the significant effects of plan or land use regulation amendments on transportation facilities, actions to be taken when a significant effect would occur, identification of planned facilities, and coordination with transportation facility providers.

Table 1 provides an evaluation of the Lane Code (LC) based on Sections -0045 and -0060 of the TPR.¹ The evaluation includes findings confirming whether existing code language complies with the TPR. Where necessary, it provides recommendations for amending the code to better address TPR requirements.

¹ Note that the focus of the TPR evaluation is on how the County implements the local transportation plan through code requirements. As such, Table 1 does not include an evaluation of existing policy language. However, as stated earlier in this memorandum, a review and update of policy language will be a focus of Technical Memorandum #4 and an outcome of the TSP update.



Table 1: TPR Evaluation of the Lane County Code

TPR Requirement	Findings and Recommendations
OAR 660-012-0045	
(1) Each local government shall amend its land use regulations to implement the TSP.	
<p>(a) The following transportation facilities, services and improvements need not be subject to land use regulations except as necessary to implement the TSP and, under ordinary circumstances do not have a significant impact on land use:</p> <p>(A) Operation, maintenance, and repair of existing transportation facilities identified in the TSP, such as road, bicycle, pedestrian, port, airport and rail facilities, and major regional pipelines and terminals;</p> <p>(B) Dedication of right-of-way, authorization of construction and the construction of facilities and improvements, where the improvements are consistent with clear and objective dimensional standards;</p> <p>(C) Uses permitted outright under ORS 215.213(1)(m) through (p)² and 215.283(1)(k) through (n)³, consistent with the provisions of 660-012-0065⁴; and</p>	<p>LC Chapter 16 (Land Use and Development Code), and specifically LC 16.265, permits the transportation facilities, services and improvements identified in TPR Section -0045(1)(a) outright or as special uses in land use zones in LC Chapter 16 (Land Use and Development Code), “subject to applicable standards and requirements, in order to implement the Lane County TSP.”</p> <p><u>Recommendation:</u> Existing code provisions meet this TPR requirement. No further changes to the code are recommended.</p>

² Transportation uses in ORS 215.213(1) have shifted from (m) through (p) to (j) through (m):

(j) Climbing and passing lanes within the right of way existing as of July 1, 1987.

(k) Reconstruction or modification of public roads and highways, including the placement of utility facilities overhead and in the subsurface of public roads and highways along the public right of way, but not including the addition of travel lanes, where no removal or displacement of buildings would occur, or no new land parcels result.

(l) Temporary public road and highway detours that will be abandoned and restored to original condition or use at such time as no longer needed.

(m) Minor betterment of existing public road and highway related facilities, such as maintenance yards, weigh stations and rest areas, within right of way existing as of July 1, 1987, and



TPR Requirement	Findings and Recommendations
<p>(D) Changes in the frequency of transit, rail and airport services.</p> <p>(b) To the extent, if any, that a transportation facility, service, or improvement concerns the application of a comprehensive plan provision or land use regulation, it may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the exercise of factual, policy or legal judgment.</p>	
<p>(c) In the event that a transportation facility, service or improvement is determined to have a significant impact on land use or requires interpretation or the exercise of factual, policy or legal judgment, the local government shall provide a review and approval process that is consistent with 660-012-0050. To facilitate implementation of the TSP, each local government shall amend regulations to provide for consolidated review of land use decisions required to permit a transportation project.</p>	<p>LC 15.697 requires a traffic impact analysis (TIA) for plan amendment proposals and proposals with specified minimum projected impacts on the transportation system, unless the requirement is waived by the County Engineer, pursuant to LC 15.697(2).</p> <p>LC 14.050 (Application Requirements, Acceptance and Investigation) allows consolidated review of applications for the same property whether subject to Planning Director or Hearings Officer review and approval, as well as applications for zone changes and Comprehensive Plan amendments.</p>

contiguous public-owned property utilized to support the operation and maintenance of public roads and highways.

³ Transportation uses in ORS 215.283(1) have shifted from (k) through (n) to (h) through (k):

(h) Climbing and passing lanes within the right of way existing as of July 1, 1987.

(i) Reconstruction or modification of public roads and highways, including the placement of utility facilities overhead and in the subsurface of public roads and highways along the public right of way, but not including the addition of travel lanes, where no removal or displacement of buildings would occur, or no new land parcels result.

(j) Temporary public road and highway detours that will be abandoned and restored to original condition or use at such time as no longer needed.

(k) Minor betterment of existing public road and highway related facilities such as maintenance yards, weigh stations and rest areas, within right of way existing as of July 1, 1987, and contiguous public-owned property utilized to support the operation and maintenance of public roads and highways.

⁴ OAR 660-012-0065 (Transportation Improvements on Rural Lands); (1) *This rule identifies transportation facilities, services and improvements which may be permitted on rural lands consistent with Goals 3, 4, 11, and 14 without a goal exception.*



TPR Requirement	Findings and Recommendations
	<p><u>Recommendation:</u> Existing code provisions meet this TPR requirement. No further changes to the code are recommended.</p>
<p>(2) Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities corridors and sites for their identified functions. Such regulations shall include:</p>	
<p>(a) Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;</p>	<p>LC 15.115-.148 requires that all lots, parcels, or building sites have “reasonably safe and usable vehicular access either directly to a Public Road, County Road, State Road or an approved Private Access Easement.” Access from a single contiguous ownership is limited to one, except when otherwise allowed by the County Engineer or designee.</p> <p>LC 15.138 and Table 2 establish road and driveway approach spacing standards that apply to new driveway and road approach intersections with County roads, according to posted speed (a proxy for road size and volumes) and functional classification of the County road.</p> <p><u>Recommendation:</u> Existing code provisions meet this TPR requirement. No changes to the code are recommended.</p> <p><i>Note: Access control provisions in the code may need to be amended to be consistent with spacing standards reviewed and revised through the TSP update process.</i></p>



TPR Requirement	Findings and Recommendations
<p>(b) Standards to protect the future operations of roads, transitways and major transit corridors</p>	<p>LC 15.695-.697 addresses road performance standards and system development. Mobility standards – maximum volume to capacity ratios (v/c) for peak hour operating conditions – are established for County roads in LC 15.696, Table 4.</p> <p>As addressed in findings for Section -0045(1)(a), requirements for traffic impact analyses (TIAs) for plan amendment proposals and proposals with specified minimum projected impacts on the transportation system are established in LC 15.697.</p> <p>LC 16.297, Interchange Area Management Plan Combining Zone (/IAMP-RCP), requires the County to get ODOT approval for development proposals that increase trips in the zone, as another way to protect transportation facilities in interchange areas.</p> <p><u>Recommendation:</u> Existing code provisions meet this TPR requirement. No changes to the code are recommended.</p> <p><i>Note: Performance standards in the code may need to be amended to be consistent with standards that may be reviewed and revised through the TSP update process.</i></p>
<p>(c) Measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation;</p>	<p>LC 16.245 (Commercial Airport Safety Combining Zone), LC 16.246 (Airport Safety Combining Zone), and LC 16.247 (Airport Operations Zone) addresses land uses within airport noise corridors and imaginary surfaces.</p> <p><u>Recommendation:</u> Existing code provisions meet this TPR requirement. No changes to the code are recommended.</p>



TPR Requirement	Findings and Recommendations
<p>(d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;</p>	<p>Procedures for amendments to the Rural Comprehensive Plan amendments established in LC 16.400 require that the Planning Commission “seek to harmonize” plan amendments with the Comprehensive Plans, plans, and planning activities of local, state, federal, and other relevant public agencies as well as coordinate review of the amendment with every affected city and County planning agency.</p> <p>LC 16.297, the Interchange Area Management Plan Combining Zone (/IAMP-RCP), requires the County to provide ODOT of notice of plan amendments, zone changes, and other land use proposals in the zone</p> <p>Notice procedures for limited land use applications (LC 14.150), which apply to land divisions and applications involving discretionary standards, as well as for de novo hearings (LC 14.300) and on the record hearings (LC 14.400), do not specify notice and coordinated review with other agencies unless the agency is a property owner within 100-750 feet of the site.</p> <p>The exception is a set of special review and notice procedures for applications where “sole access to land includes a railroad-highway crossing (LC 14.170).</p> <p><u>Recommendation:</u> Add specific provisions to limited land use procedures (LC 14.150), de novo hearing procedures (LC 14.300), and on the record hearing procedures (LC 14.400), about notice to and/or coordinated review with Oregon Department of Transportation (ODOT) and any other transportation agency whose facilities may potentially be</p>



TPR Requirement	Findings and Recommendations
	affected by an application.
<p>(e) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;</p>	<p>Existing code provisions for administrative decisions, site review, and land divisions refer to the County’s authority to impose conditions of approval. Pursuant to LC 14.070(1)(i), notice of an administrative decision by the Planning Director shall include a disclosure of any conditions of approval. LC 10.335-30 allows for conditions to be imposed in conjunction with approval of a Site Review Permit. Criteria for approval of final partition and subdivision plats include demonstration of how conditions imposed by the approval authority have been met (LC 13.310).</p> <p>A process for determining impacts on transportation facilities, and mitigating these impacts as needed, is captured in County traffic impact analysis (TIA) requirements, established in LC 15.697. TIAs must be prepared for plan amendment proposals and proposals with specified minimum projected impacts on the transportation system.</p> <p><u>Recommendation:</u> Existing code provisions address this TPR requirement. No changes to the code are recommended.</p>
<p>+ (f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:</p> <p>(A) Land use applications that require public hearings;</p> <p>(B) Subdivision and partition applications;</p>	<p>See findings and recommendation under Section -0045(2)(d).</p>



TPR Requirement	Findings and Recommendations
<p>(C) Other applications which affect private access to roads; and</p> <p>(D) Other applications within airport noise corridor and imaginary surfaces which affect airport operations.</p>	
<p>g) Regulations assuring amendments to land use designations, densities, and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP.</p>	<p>See findings and recommendations related to traffic impact analysis requirements, Section -0045(2)(b), and to plan and land use regulation amendments, Section -0060.</p>
<p>(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below. The purposes of this section are to provide for safe and convenient pedestrian, bicycle and vehicular circulation consistent with access management standards and the function of affected streets, to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel in areas where pedestrian and bicycle travel is likely if connections are provided, and which avoids wherever possible levels of automobile traffic which might interfere with or discourage pedestrian or bicycle travel.</p>	
<p>(a) Bicycle parking facilities as part of new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.</p>	<p>Bicycle parking requirements are not established in LC Chapter 10 (Zoning) or LC Chapter 16 (Land Use and Development Code).</p> <p><u>Recommendation:</u> Establish minimum bicycle parking requirements for new multi-family residential uses, retail, office, and institutional developments, and transit centers. Determine whether to add these provisions to each rural County zone, as is done with off-street vehicle parking requirements, or to LC 16.250 (Parking Areas).</p>



TPR Requirement	Findings and Recommendations
<p>(b) On-site facilities shall be provided which accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways.</p> <p>(A) "Neighborhood activity centers" includes, but is not limited to, existing or planned schools, parks, shopping areas, transit stops or employment centers;</p> <p>(B) Bikeways shall be required along arterials and major collectors. sidewalks shall be required along arterials, collectors and most local streets in urban areas except that sidewalks are not required along controlled access roadways, such as freeways;</p> <p>(C) Cul-de-sacs and other dead-end streets may be used as part of a development plan, consistent with the purposes set forth in this section;</p> <p>(D) Local governments shall establish their own standards or criteria for providing streets and accessways consistent with the purposes of this section. Such measures may include but are not limited to: standards for spacing of streets or accessways; and standards for excessive out-of-direction travel;</p> <p>(E) Streets and accessways need not be required where one or more of the following conditions exist:</p>	<p>Connectivity and on-site facilities for pedestrians and bicycles are addressed in the code as follows:</p> <ul style="list-style-type: none">• Connections to adjacent development – With exceptions for topographic constraints, LC 13.050(3) requires the continuation of “major” and “secondary” roads from adjoining sites as a condition of land division approval, consistent with standards in LC Chapter 15 (Roads). Connections to adjacent transit stops are not addressed in the code.• Pedestrian and bicycle ways – LC 13.050(8) allows the County to require that pedestrian or bicycle ways be improved and dedicated to the public. Such pedestrian and bicycle ways may be in addition to any standard sidewalk requirements of LC Chapter 15 (Roads). Pedestrian and bicycle ways must be paved and at least six feet wide. Pedestrian and bicycle accessways within parking lots are not addressed in existing code.• Bikeways in roadways – LC 15.703(4) requires that paved shoulders of rural arterials and collectors accommodate bicycles.• Street spacing – LC 13.050(4) authorizes the Planning Director to require that parcels, lots, or blocks be of such size and shape as to allow for extended and new streets at intervals that will permit a subsequent division of any parcel or lot into smaller sizes that will have the minimum lot road



TPR Requirement	Findings and Recommendations
<p>(i) Physical or topographic conditions make a street or accessway connection impracticable. Such conditions include but are not limited to freeways, railroads, steep slopes, wetlands or other bodies of water where a connection could not reasonably be provided;</p> <p>(ii) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment; or</p> <p>(iii) Where streets or accessways would violate provisions of leases, easements, covenants, restrictions or other agreements existing as of May 1, 1995, which preclude a required street or accessway connection.</p>	<p>frontage. For access spacing, see the findings and recommendations for Section -0045(2)(a).</p> <p>Definition sections in Chapters 10 (Zoning), 13 (Land Divisions), 15 (Roads), and 16 (Land Use and Development Code) do not include definitions for pedestrian and bicycle facilities (e.g., pedestrian ways or walkways, sidewalks, bikeways, accessways, shared-use paths).</p> <p><u>Recommendations:</u></p> <ul style="list-style-type: none">• Add definitions for pedestrian and bicycle facilities (e.g., pedestrian ways or walkways, sidewalks, bikeways, accessways, shared-use paths). Determine a strategic location for these definitions, as they may be used in multiple chapters of the code.• Add requirements for pedestrian/bicycle accessway connections to adjacent transit stops in LC 13.050(3) and/or in site review requirements in LC 10.335.• Add requirements for pedestrian/bicycle accessways within parking lots in LC 13.050(8) and/or in site review requirements in LC 10.335.
<p>(c) Off-site road improvements are otherwise required as a condition of development approval, they shall include facilities accommodating convenient pedestrian and bicycle and pedestrian travel, including bicycle ways on arterials and major collectors</p>	<p>See findings and recommendations related to traffic impact analysis in Section -0045(2)(b) and conditions of approval in Section -0045(2)(e).</p>



TPR Requirement	Findings and Recommendations
<p>(e) Internal pedestrian circulation within new office parks and commercial developments shall be provided through clustering of buildings, construction of accessways, walkways and similar techniques.</p>	<p>Pursuant to LC 10.335-20(6) and (7), LC 16.257(4), and LC 16.291(4), criteria for Site Review and new uses or development include additional right-of-way, road improvements, and on-site vehicular, bicycle, and pedestrian improvements connecting directly to off-site roads, paths, and sidewalks that must be provided by the development in order to address traffic safety and congestion. The need for additional improvements (including lighting, sidewalks, bicycle lane and path connections, and turn and deceleration/acceleration lanes) must also be assessed in Site Review.</p> <p>A “safe and efficient circulation pattern” within the development – with respect to the location and dimensions of vehicular, bicycle, and pedestrian entrances, accesses, walkways, buildings, and other related facilities – must also be shown in Site Review.</p> <p><u>Recommendation:</u> Existing code provisions address this TPR requirement. No changes to the code are recommended.</p>
<p>(6) In developing a bicycle and pedestrian circulation plan as required by 660-012-0020(2)(d), local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas. Appropriate improvements should provide for more direct, convenient and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e., schools, shopping, transit stops). Specific measures include, for example, constructing walkways between cul-de-sacs and adjacent roads, providing</p>	<p>The code does or does not address this TPR requirement in the following ways:</p> <ul style="list-style-type: none">• Walkways between cul-de-sacs and adjacent roads – There are no provisions for accessways from cul-de-sacs in existing code.



TPR Requirement	Findings and Recommendations
walkways between buildings, and providing direct access between adjacent uses.	<ul style="list-style-type: none">• Walkways between buildings – See findings and recommendations related to accessways, Sections -0045(3)(b) and (e).• Access between adjacent uses – See findings and recommendations related to accessways and access to transit stops, Section -0045(3)(b). <p><u>Recommendation:</u> Add requirements for pedestrian/bicycle accessways between cul-de-sacs and adjacent roads in provisions for pedestrian and bicycle ways in LC 13.050(8) and/or for cul-de-sacs in LC 15.708(1)(a).</p>
(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total ROW consistent with the operational needs of the facility. The intent of this requirement is that local governments consider and reduce excessive standards for local streets and accessways in order to reduce the cost of construction, provide for more efficient use of urban land, provide for emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and which accommodate convenient pedestrian and bicycle circulation. Notwithstanding section (1) or (3) of this rule, local street standards adopted to meet this requirement need not be adopted as land use regulations.	County roadway design standards are established for rural arterials and collectors in LC 15.703 and for rural local roads in LC 15.705; cross section illustrations for rural arterials and collectors are presented in Diagrams 8 and 9 in LC 15.703, and for rural local roads in Diagram 12 in LC 15.705. Pavement widths range from 20-40 feet for arterials and collectors and from 18-24 feet for local roads based on terrain and traffic volume, which are modest pavement widths. <p><u>Recommendation:</u> Existing standards address this TPR requirement. No changes to the code are recommended.</p>
OAR 660-12-0060	
Amendments to functional plans, acknowledged comprehensive plans, and land use regulations that significantly affect an existing or planned transportation facility	LC 10.315-20 and LC 16.252 establish criteria for zoning, rezoning, and amendments to LC Chapter 10 and LC Chapter 16



TPR Requirement	Findings and Recommendations
<p>shall assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.</p>	<p>respectively. The criteria include consistency with Statewide Planning Goals.</p> <p>Procedures for amendments to the Rural Comprehensive Plan amendments, established in LC 16.400 and LC 14.300, require that the Planning Commission find that the proposed amendment are consistent with all applicable requirements of local and state law, including Statewide Planning Goals and Oregon Administrative Rules.</p> <p>There are not specific references to the TPR or TPR Section -0060 in any of these provisions.</p> <p><u>Recommendations:</u> Existing standards generally address this TPR requirement; however, it is recommended that consistency with Oregon Administrative Rules and the TPR be added to amendment criteria in LC 10.315-20, LC 252, LC 14.300, and LC 16.400.</p>

DATE: March 21, 2014

TO: Project Management Team

FROM: Darci Rudzinski and Shayna Rehberg, Angelo Planning Group

SUBJECT: Lane County TSP Update

Transportation Planning Rule (TPR) Evaluation for Transit
(Supplement to Technical Memorandum #2 Appendix, Regulatory Review, Task 3.3)

As is stated in the rule, provisions in Subsection -0045(4) of the Transportation Planning Rule (TPR) are intended to support transit by requiring local governments to adopt transit-related land use and development regulations. Some transit-related code recommendations are suggested in the Technical Memorandum #2 Appendix, but TPR Subsection -0045(4) was not addressed specifically in that document. In light of the service provided by Lane Transit District (LTD), it is appropriate to address this subsection of the TPR.¹

The recommendations in Table S-1 represent changes that can be made to Lane County Code in order to support transit planning and investment and enhance coordination with LTD. Table S-1 has been prepared as a supplement to Table 1 in the Technical Memorandum #2 Appendix. Subsection -0045(4) can be incorporated between Subsections -0045(3) and -0045(6) in Table 1 in the final version of the memorandum. The recommendations in Table 1 and Table S-1 provide the basis for potential development code changes for which specific adoption-ready language will be prepared during the implementation plan phase of this project (Task 8.3).

¹ Pursuant to Subsection -0045(4), specific transit-related land use and development regulations are required in the following areas: in urban areas with a population greater than 25,000; in areas already served by a public transit system; or in areas where a determination has been made that a public transit system is feasible.



Table S-1: Supplemental TPR Evaluation of the Lane County Code for Transit

TPR Requirement	Findings and Recommendations
<p>OAR 660-012-0045</p>	
<p>(4) To support transit in urban areas containing a population greater than 25,000, where the area is already served by a public transit system or where a determination has been made that a public transit system is feasible, local governments shall adopt land use and subdivision regulations as provided in (a)-(g) below:</p>	
<p>(a) Transit routes and transit facilities shall be designed to support transit use through provision of bus stops, pullouts and shelters, optimum road geometrics, on-road parking restrictions and similar facilities, as appropriate;</p>	<p>The updated TSP will identify transit routes will refer to Lane Transit District documents (e.g., Long Range Transit Plan) that address these elements.</p> <p><u>Recommendation:</u> The TSP addresses this TPR requirement. No changes to the code are recommended.</p>
<p>(b) New retail, office and institutional buildings at or near major transit stops shall provide for convenient pedestrian access to transit through the measures listed in (A) and (B) below.</p> <p>(A) Walkways shall be provided connecting building entrances and streets adjoining the site;</p> <p>(B) Pedestrian connections to adjoining properties shall be provided except where such a connection is impracticable. Pedestrian connections shall connect the on site circulation system to existing or proposed streets, walkways, and driveways that abut the property. Where adjacent properties are undeveloped or have potential for redevelopment, streets, accessways and walkways on site shall be</p>	<p>The 2004 TSP provides general transit route and service information. It addresses transit-related design and amenities in terms of policy (quoted below) but not in terms of proposed code language. The TSP does not show or define major transit stops.</p> <p><i>PUBLIC TRANSPORTATION</i></p> <p><i>Goal 10: Support and encourage improved public transportation services and alternatives to single occupancy vehicle travel between the Eugene-Springfield Metropolitan Area and outlying communities.</i></p> <p>[...]</p> <p><i>Policy 10-b: County Road construction and reconstruction projects shall include consultation</i></p>



TPR Requirement	Findings and Recommendations
<p>laid out or stubbed to allow for extension to the adjoining property;</p> <p>(C) In addition to (A) and (B) above, on sites at major transit stops provide the following:</p> <p>(i) Either locate buildings within 20 feet of the transit stop, a transit street or an intersecting street or provide a pedestrian plaza at the transit stop or a street intersection;</p> <p>(ii) A reasonably direct pedestrian connection between the transit stop and building entrances on the site;</p> <p>(iii) A transit passenger landing pad accessible to disabled persons;</p> <p>(iv) An easement or dedication for a passenger shelter if requested by the transit provider; and</p> <p>(v) Lighting at the transit stop.</p> <p>Note: The TPR defines “major transit stop” as follows. The definitions in (b)(B)(i), (ii), and (iii) are likely to be the most applicable to Lane County.</p> <p><i>(a) Existing and planned light rail stations and transit transfer stations, except for temporary facilities;</i></p> <p><i>(b) Other planned stops designated as major transit stops in a transportation system plan and existing stops which:</i></p>	<p><i>with LTD and shall, as feasible, accommodate transit stops, bus pullouts and shelters along existing or planned bus routes as permitted under statutory requirements for road fund expenditures. Unless otherwise authorized by the Board of County Commissioners, transit stop amenities with the exception of bus pullouts will typically be funded by LTD or other non-County sources.</i></p> <p><i>Policy 10-c: The County will support efforts to develop public transit facilities such as park-n-ride lots and shelters in rural areas when they are consistent with land use, zoning, and other applicable regulations.</i></p> <p>Transit is not specifically addressed in LC Chapters 10 (Zoning), 13 (Land Divisions), 15 (Roads), or 16 (Land Use and Development Code); this includes no definitions for major transit stops as referred to in this TPR requirement.</p> <ul style="list-style-type: none"> • Walkways and pedestrian connections <ul style="list-style-type: none"> ○ Land divisions – LC 13.050(8) allows the County to require that pedestrian or bicycle ways be improved and dedicated to the public. Such pedestrian and bicycle ways may be required in addition to any standard sidewalk requirements of LC Chapter 15 (Roads). ○ Site development – Site review procedures in LC 10.335 and LC 16.257 provide a basis for walkways and pedestrian connections. <p>Site review procedures require that adequate on-site vehicular, bicycle, and pedestrian improvements connecting directly to off-site roads, paths, and sidewalks be provided, based on anticipated traffic generation, and that consideration be given to the need and feasibility of improving abutting streets to County standards and providing associated improvements such as lighting, sidewalks, and bicycle lane and path</p>



TPR Requirement	Findings and Recommendations
<p><i>(A) Have or are planned for an above average frequency of scheduled, fixed-route service when compared to region wide service. In urban areas of 1,000,000 or more population major transit stops are generally located along routes that have or are planned for 20 minute service during the peak hour; and</i></p> <p><i>(B) Are located in a transit oriented development or within 1/4 mile of an area planned and zoned for:</i></p> <p><i>(i) Medium or high density residential development; or</i></p> <p><i>(ii) Intensive commercial or institutional uses within 1/4 mile of subsection (i); or</i></p> <p><i>(iii) Uses likely to generate a relatively high level of transit ridership.</i></p>	<p>connections.</p> <p>Site review procedures also require that there is a safe and efficient circulation pattern within the boundaries of the development, including the layout of the site with respect to the location and dimensions of vehicular, bicycle, and pedestrian entrances, exits, drives, walkways, buildings, and other related facilities.</p> <ul style="list-style-type: none">○ <i>Also, see findings for TPR Section -0045(3)(b).</i>● Building entrances and transit amenities – Existing code does not address building and building entrance location relative to transit stops, transit landing pads, easements or dedications for shelters, or lighting. <p><u>Recommendations:</u></p> <ul style="list-style-type: none">● Add requirements regarding pedestrian connections to transit stops in LC 13.050(8).● Add requirements regarding pedestrian connections to major transit stops, buildings and building entrances located in close proximity to major transit stops, transit landing pads, easements or dedications for shelters, and lighting for major transit stops in LC 10.335(20) and LC 16.257(4), and in Rural Commercial, Industrial, Public Facility, and Park and Recreation Zones (LC 16.291-.295) as needed.● <i>Also, see recommendations for TPR Section -0045(3)(b).</i>● Define major transit stops in LC 10.322(05) and LC 16.090.



TPR Requirement	Findings and Recommendations
<p>(c) Local governments may implement (4)(b)(A) and (B) above through the designation of pedestrian districts and adoption of appropriate implementing measures regulating development within pedestrian districts. Pedestrian districts must comply with the requirement of (4)(b)(C) above;</p>	<p><i>“Instead of requiring that all new retail, office and institutional development meet development requirements that satisfy -0045(A) and (B), the [jurisdiction] has the option of requiring these standards within designated pedestrian districts.”</i></p> <p>Recommendation: The County is not pursuing designation of pedestrian districts at this time. No changes to the code are recommended.</p>
<p>(d) Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools;</p>	<p>LC Chapter 10 (Zoning) and LC 16.250 (Parking Areas) do not include provisions for preferential parking for carpools and vanpools.</p> <p>Recommendation: Add provisions in LC 10.300(05) and LC 16.250 for preferential parking for employee carpools and vanpools for commercial, industrial, and institutional (public) uses in the county.</p>
<p>(e) Existing development shall be allowed to redevelop a portion of existing parking areas for transit-oriented uses, including bus stops and pullouts, bus shelters, park and ride stations, transit-oriented developments, and similar facilities, where appropriate;</p>	<p>LC 16.250 (Parking Areas) does not include provisions that allow for redevelopment of parts of parking areas for transit facilities and amenities.</p> <p>Recommendation: Add provisions that allow for redevelopment of parts of parking areas for transit facilities and amenities, where appropriate, to LC 10.300(05) (Parking Areas), LC 16.250.2 (Nonresidential Private Parking), and LC 16.250.4 (Public Parking Areas).</p>
<p>(f) Road systems for new development shall be provided that can be adequately served by transit, including provision of pedestrian access to existing and identified future transit routes. This shall include, where appropriate, separate accessways to minimize travel distances;</p>	<p>The TSP update will identify existing and planned transit routes; the location and design of planned new roadways will be consistent with existing and planned transit service.</p> <p><i>See findings for TPR Section -0045(4)(b).</i></p> <p>Recommendation: See recommendations for TPR Section -0045(4)(b).</p>



TPR Requirement	Findings and Recommendations
(g) Along existing or planned transit routes, designation of types and densities of land uses adequate to support transit.	<u>Recommendation:</u> When updating the transit element of the TSP, review existing land uses and consider land use changes that would support the viability of transit on existing or planned routes.