



# Staff Report and Findings

## Metro Plan Type II Amendment- Type IV (Legislative) Procedure

### Springfield Transportation System Plan Implementation

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<b>Project Name:</b>	Springfield 2035 Transportation System Plan (TSP) Implementation
<b>Project Proposal:</b>	Amend the Metro Plan and the Springfield TSP to add a Conceptual Street Map (CSM); Amend the Springfield TSP project list and descriptions; and Amend the Springfield Development Code (SDC) to implement the policies in the TSP.
<b>City of Springfield Case Number:</b>	811-17-000165-TYP4 Development Code Amend. 811-17-000166-TYP4 Plan Amend.
<b>Lane County Case Number:</b>	PA 1359
<b>DLCD Notification Date:</b>	December 19, 2017
<b>Joint City of Springfield and Lane County Planning Commissions Hearing:</b>	January 23, 2018
<b>Lane County Board 1<sup>st</sup> Reading:</b>	March 6, 2018
<b>Joint City Council and Board of County Commissioners Hearing:</b>	March 20, 2018 (tentative)

#### I. EXECUTIVE SUMMARY PROJECT DESCRIPTION AND BACKGROUND

##### COMPONENTS

- 1. Conceptual Street Map (CSM) – TSP Amendment and Land Use Regulation**
- 2. Update TSP project list and figures – TSP Amendment**
- 3. Code amendments to implement TSP – Development Code Amendment**

The Springfield Transportation System Plan (TSP) was jointly adopted by the City of Springfield and Lane County in March of 2014. Through that process the City of Springfield determined how the transportation system is currently used and how it should change to meet the long-term (20-year) needs of Springfield’s residents, businesses, and visitors. Through coordination with community members and affected public agencies, the City of Springfield developed a TSP for improvements of all modes of transportation in Springfield, including the roadway, bicycle and pedestrian, transit, and rail networks. The plan also includes a transportation improvement and financing plan. Since the TSP has been adopted, the Springfield Development Code (SDC) must be updated to implement the TSP policies.

Chapter 2 of the TSP contains Goals, Policies, and Action Items to provide direction for the next 20 years. The TSP Goals reflect the community's vision for Springfield's future transportation system and offer a framework for policies and action items. The policies, organized by goal, provide high-level direction for the City's policy and decision-makers and for City staff. The policies will be implemented over the life of the Plan. Specifically, many of these policies are implemented through the Springfield Development Code. These newly updated policies provide baseline direction for the revisions and updates to the Springfield Development Code (SDC) and the Springfield Engineering Design Standards and Procedures Manual (EDSPM).

Appendix I of the TSP provides a proposed outline of sections of the Springfield Development Code (SDC) to be amended to implement the TSP. This list has guided the development of the proposed changes. The draft SDC revisions offer language to amend portions of the SDC furthering TSP implementation. In the attached draft code language (Exhibit \_\_), existing language in relevant sections of the SDC is presented with proposed new text underlined. Suggested deleted text is shown in ~~striketrough~~ format. All text changes are highlighted in yellow. Relevant TSP policies and implementation actions applicable to proposed Code changes are cited at the beginning of each Code section, along with explanatory staff commentary.

## II. BACKGROUND

The progress of this proposed update was guided by the Project Management Team (PMT) made up of City of Springfield staff, under the direction of the project Oversight Team. The project Oversight Team is comprised of managers from various divisions within the Development and Public Works Department. The project was also guided by a Technical Review Team (TRT), Stakeholder Sounding Board (SSB), the City Council, and the Planning Commission.

The TRT provided guidance on technical aspects and consisted of representatives from affected governmental entities and regional partners. The SSB ensured that the needs of people in the community of Springfield were incorporated in the process. The SSB consisted of Springfield residents and other community stakeholders who provided input throughout the process.

After a thorough planning process involving the general public, stakeholders, other agency staff, and local and regional appointed and elected officials, staff prepared this report evaluating the proposed changes. The report includes findings which address relevant approval criteria as described in this report. These findings provide a basis for concluding that the adoption of the proposed changes meets the approval criteria found in SDC Sections 5.6-115 and 5.14-135 (as described below) and Lane County Code Section 12.225.

## III. FINDINGS

### Procedural Requirements

Finding: The *Metro Plan* describes itself as a framework plan that is intended to be supplemented by more detailed city-specific plans, programs, and policies (Metro Plan p. I-6).

Finding: The proposal includes amendments to the TSP and amendments to the Springfield Development Code (SDC). The TSP is a single subject plan that is a type of functional plan of the Metro Plan. The procedural requirements for amending the Metro Plan are provided in Metro Plan Chapter IV and SDC 5.14-100. Because the proposed amendments apply only within Lane County and the City of Springfield, this Metro Plan amendment is a “Type II” amendment under SDC 5.14-115, requiring approval by the governing bodies of the City of Springfield and Lane County. Springfield is the “home city” for this amendment. Lane County is included because the proposed amendments may apply to unincorporated land within the Springfield UGB.

Finding: The proposed Metro Plan and code amendments were initiated by the City of Springfield Development and Public Works Director (Director). The amendments are not site-specific and therefore are a legislative action.

Finding: SDC 5.14-130.A requires the City to provide notice to other relevant governing bodies. Notice was given to the City of Eugene and Lane County on December 9, 2017.

Finding: SDC Section 5.2-115 and Lane County Code Section 12.040 require legislative land use decisions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place, and location of the hearing. Notice of the public hearing concerning this matter was published on Friday, January 12, 2018 in the Eugene Register Guard, advertising the first evidentiary hearing before the joint City of Springfield and Lane County Planning Commissions on January 23, 2018, a continued joint Planning Commission hearing on Tuesday February 6, 2018, followed by a joint hearing before the Springfield City Council and Lane County Board of Commissioners on March 19, 2018. The content of the notice complied with the requirements in SDC Section 5.2-115 and Lane County Code 12.040 for legislative actions.

Finding: The Director is required to send notice to the Department of Land Conservation and Development (DLCD) as specified in OAR 660-18-0020. A “DLCD Notice of Proposed Amendment” was submitted in accordance with DLCD submission guidelines via the FTP website to the DLCD on December 19, 2017 alerting the agency to the City’s proposal to amend the Metro Plan by amending the Springfield 2035 TSP, to adopt the Conceptual Street Map, and to amend the Springfield Development Code. The notice was mailed more than 35 days in advance of the first evidentiary hearing as required by ORS 197.610 (1).

Finding: ORS 227.186 requires the local government to mail a notice to every landowner whose property is proposed to be “rezoned” as a result of adoption or amendment of a proposed ordinance (also known as “Ballot Measure 56” notice.). Property is “rezoned” under ORS 227.186 when a city adopts or amends an ordinance in a manner that limits or prohibits land uses previously allowed in the affected zone. The proposed TSP and development code amendments may physically reduce the amount of land available for private uses in some circumstances and therefore may “rezone” property under ORS 227.186. The City mailed a notice complying with ORS 227.186 to every land owner within the City of Springfield urban growth boundary on December 14, 2017.

## **METRO PLAN AMENDMENT – APPROVAL CRITERIA**

Springfield Development Code Section 5.14-135 and Lane County Code Section 12.225 list the criteria to be used in approving or denying the proposed Metro Plan amendment, which consists of amendments to

the TSP project lists and figures and adopting the Conceptual Street Map as a component of the TSP with regard to arterials, collectors, and multi-use paths. The Lane County Board of Commissioners and the Springfield City Council must each adopt findings that demonstrate conformance to the applicable criteria:

- (1) The amendment shall be consistent with the relevant Statewide planning goals; and
- (2) Adoption of the amendment shall not make the Metro Plan internally inconsistent.

### **METRO PLAN AMENDMENT**

#### **CRITERION #1: SDC 5.14-135 A., and LANE CODE 12.225 (1); CONSISTENCY WITH RELEVANT STATEWIDE PLANNING GOALS**

##### *Statewide Planning Goal 1 – Citizen Involvement:*

This goal outlines the citizen involvement requirement for adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.

Finding: An extensive and significant public outreach process occurred during the TSP update project that contributed to the Goals and Policies which were eventually adopted in the TSP and are now being used for the basis of this implementation process. For this implementation process this goal has been met through additional public outreach and an involvement process.

A Public Involvement Program for the implementation of the TSP was developed in preparation of the Project. This Program was reviewed and endorsed by the Committee for Citizen Involvement (i.e. the Springfield Planning Commission). The Program outlined the information, outreach methods, and involvement opportunities available to the citizens during the process.

The outreach and public involvement process included the following engagement opportunities:

- Involvement on the Stakeholder Sounding Board
- Involvement of the Springfield Bicycle and Pedestrian Advisory Committee
- Information conveyed through the project website
- Mailed notice to every property owner in the Springfield UGB
- Public open house for stakeholders to see proposed changes, learn more, and provide feedback
- Published notice in the newspaper
- Public hearing process at the Planning Commission
- Public hearing process at the City Council

As a result of this public involvement process, the proposed amendments meet the requirements of Goal 1.

##### *Statewide Planning Goal 2 – Land Use Planning:*

This goal outlines the land use planning process and policy framework. The Metro Plan and TSP have been acknowledged by DLCD as being consistent with the statewide planning goals.

Finding: The proposed Metro Plan amendment is being undertaken to amend the TSP project lists and adopt the Conceptual Street Map in a manner consistent with adopted policies and citizen values that were established through the adoption of the TSP in 2014. The amendments are being processed through

as a Type II Metro Plan amendment, which requires any applicable statewide planning goals, federal or state statutes or regulations, Metro Plan regulations, comprehensive plan policies, and City's implementing ordinances be addressed as part of the decision-making process. All noticing requirements have been met. All applicable review criteria have been addressed within this staff report. The process of the development of these amendments followed the mandates of Goal 2 by identifying the issues to be addressed – implementation of adopted, acknowledged transportation plan policies; collecting and analyzing data and records of past measures and strategies designed to implement the Regional Transportation System Plan; crafting alternative proposals based on this record and research to determine feasibility and practicable application of alternative implementation measures; selecting the most efficient and effective proposals that also maintained plan continuity and compliance with the Metro Plan and TSP. Therefore, the requirements of Goal 2 have been met.

#### *Statewide Planning Goals 3 & 4: Agricultural Lands and Forest Lands*

Finding: These statewide planning goals relate to agricultural and forest lands in Oregon and are not applicable to this proposed amendment.

#### *Statewide Planning Goal 5 – Natural Resources*

This goal requires the inventory and protection of natural resources, open spaces, historic areas, and sites.

Finding: The City is currently in compliance with the State's Goal 5. The proposed amendments do not alter the City's acknowledged Goal 5 inventories or land use programs. No changes will occur to current natural resource protections. Individual transportation project impacts are required to conduct a Goal 5 analysis during each project development phase. As a result, the proposed amendments are in compliance with Goal 5 process requirements.

#### *Statewide Planning Goal 6: Air, Water, and Land Resources Quality*

To maintain and improve the quality of the air, water, and land resources of the state.

Finding: The City is currently in compliance with Statewide Planning Goal 6. The proposed amendments do not alter the City's acknowledged land use programs regarding water quality and flood management protections. The Springfield 2035 Transportation System Plan was developed following the rules and guidance found in Oregon Revised Statute 660-012 and the Central Lane MPO Regional Transportation Plan (RTP). Both outline strategies for decreasing vehicle miles traveled and single-occupancy vehicle trips, which are intended to help improve air quality in the Central Lane MPO Area. The proposed amendments do not alter these policies within the TSP. As a result, the proposed amendments are in compliance with Goal 6.

#### *Statewide Planning Goal 7 – Areas Subject to Natural Hazards*

To protect people and property from natural hazards.

Finding: The City is currently in compliance with Goal 7. The proposed amendments do not alter the City's acknowledged land use programs regarding potential landslide areas and flood management protections. The City is currently a participant in the National Flood Insurance Program administered by the Federal Emergency Management Agency. The proposed amendments do not alter the City's participation. As a result, the proposed amendments meet the requirements of Goal 7.

### *Statewide Planning Goal 8 – Recreational Needs*

This goal requires the satisfaction of the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: The City is currently in compliance with Goal 8. The proposed TSP amendments include facility improvements, both on-street and off-street, intended to provide improved connectivity for pedestrians and bicyclists. The anticipated off-street improvements were coordinated with Willamalane Park and Recreation District’s updated Parks Master Plan and will provide improved access to a variety of destinations within the planning area. The TSP amendments and Conceptual Street Map include some individual off-street path projects, such as the Glenwood Riverfront Path, that meet a recreational need in addition to a transportation need. The proposed TSP amendments are consistent with Goal 8.

### *Statewide Planning Goal 9: Economic Development*

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

Finding: The City is currently in compliance with Goal 9. The adoption of the Springfield 2035 Transportation System Plan did not alter the City’s compliance with Goal 9. The proposed amendments do not alter adopted TSP policies to provide a multi-modal transportation system to meet the needs of the community into the future, including accommodating economic growth. The proposed amendments are consistent with this goal.

### *Statewide Planning Goal 10: Housing*

To provide adequate housing for the needs of the community, region, and state.

Finding: The City is currently in compliance with Goal 10. The adoption of the Springfield 2035 Transportation System Plan did not alter the City’s compliance with Goal 10. The proposed amendments do not alter the adopted TSP policies to provide a multi-modal transportation system to meet the needs of the community into the future, including accommodating its housing needs. The proposed amendments are consistent with Goal 10.

### *Statewide Planning Goal 11: Public Facilities and Services*

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: The City is currently in compliance with Goal 11 through its acknowledged Comprehensive Plan. This includes an adopted Transportation System Plan, the Springfield 2035 Transportation System Plan. The proposed amendments do not alter the policies in the adopted TSP for providing timely, orderly, and efficient public facilities and services. Additionally, adoption of the Conceptual Street Map enables infrastructure planning and construction to proceed as identified in the PFSP project lists as these as-yet dedicated and constructed streets also provide infrastructure corridors for planned stormwater, sanitary sewer, water and electricity facilities. As a result, the proposed amendments are in compliance with Goal 11.

*Statewide Planning Goal 12: Transportation*

To provide and encourage a safe, convenient, and economic transportation system.

**Finding:** The City is currently in compliance with Goal 12 and the Central Lane Regional Transportation Plan (RTP) through its acknowledged Comprehensive Plan (i.e. Metro Plan) and the Central Lane Regional Transportation System Plan as required by Oregon Administrative Rule 660-012 (Transportation Planning Rule). The proposed amendments to the Springfield 2035 Transportation System Plan add a Conceptual Street Map and update the TSP project list and figures, which is being amended following the requirements of the Transportation Planning Rule. As a result, the proposed amendments are in compliance with Goal 12. The table below provides specific findings discussing compliance with individual sections of the TPR.

TPR Requirements	Springfield TSP Compliance
<b>660-012-0015 Preparation and Coordination of TSPs</b>	
(3) Cities and counties shall prepare, adopt and amend local TSPs for lands within their planning jurisdiction in compliance with this division:	
(a) Local TSPs shall establish a system of transportation facilities and services adequate to meet identified local transportation needs and shall be consistent with regional TSPs and adopted elements of the state TSP;	The Transportation planning toolbox (Chapter 4) and the Transportation Plan (Chapter 5) include facilities and services to meet identified transportation needs. Needs are identified in Volume 3 Appendix C, No Build Analyses and Volume 3 Appendix D, 20-year Needs Analysis. The proposed amendments update the project lists in Chapter 5 of the adopted TSP consistently with the needs identified in Volume 3.
(5) The preparation of TSPs shall be coordinated with affected state and federal agencies, local governments, special districts, and private providers of transportation services.	The Stakeholder Sounding Board (SSB) and Technical Review Team (TRT) included a wide range of stakeholders and representatives from City of Springfield, ODOT, LCOG, LTD, Willamalane Park and Recreation District, Springfield Utility Board, University of Oregon, City of Eugene, and Lane County.
(6) Mass transit, transportation, airport, and port districts shall participate in the development of TSPs for those transportation facilities and services they provide. These districts shall prepare and adopt plans for transportation facilities and services they provide. Such plans shall be consistent with and adequate to carry out relevant portions of applicable regional and local TSPs. Cooperative agreements executed under ORS 197.185(2) shall include	The TRT included representatives from Lane Transit District (LTD).

<p>the requirement that mass transit, transportation, airport and port districts adopt a plan consistent with the requirements of this section.</p>	
<p><b>660-012-0016 Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas</b></p>	
<p>(1) In metropolitan areas, local governments shall prepare, adopt, amend and update transportation system plans required by this division in coordination with regional transportation plans (RTPs) prepared by MPOs required by federal law. Insofar as possible, regional transportation system plans for metropolitan areas shall be accomplished through a single coordinated process that complies with the applicable requirements of federal law and this division. Nothing in this rule is intended to make adoption or amendment of a regional transportation plan by a metropolitan planning organization a land use decision under Oregon law.</p>	<p>The City of Springfield has been a part of LCOG’s Regional Transportation Plan (RTP) Process. The proposed amendments are consistent with the 2040 RTP adopted in 2016.</p>
<p><b>660-012-0020 Elements of TSPs</b></p>	
<p>(2) The TSP Shall include the following elements  (a) A determination of transportation needs as provided in OAR 660-012-0030</p>	<p>The proposed amendments to do not alter and are consistent with the transportation needs included in Appendix C, No Build Analysis and Appendix D, 20-year Needs Analyses.</p>
<p>(b) A road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections. Functional classifications of roads in regional and local TSP’s shall be consistent with functional classifications of roads in state and regional TSPs and shall provide for continuity between adjacent jurisdictions. The standards for the layout of local streets shall provide for safe and convenient bike and pedestrian circulation necessary to carry out OAR 660-012-0045(3)(b). New connections to arterials and state highways shall be consistent with designated access management categories. The intent of this requirement</p>	<p>The Conceptual Street Map is being adopted as the TSP’s road plan for arterials and collectors and is consistent with the functional classifications in the RTP. The Conceptual Street Map also includes off-street multiuse path projects to provide for safe and convenient bike and pedestrian circulation.</p> <p>The proposed TSP project list amendments do not alter the adopted TSP policies that provide standards for the layout of local streets including extensions of existing streets, connections to existing or planned streets, or connections to neighborhood destinations planned within the 20-year TSP timeline. The Conceptual Street Map’s depiction of local streets and associated development code amendments will implement these standards.</p>

<p>is to provide guidance on the spacing of future extensions and connections along existing and future streets which are needed to provide reasonably direct routes for bicycle and pedestrian travel.</p> <p>The standards for the layout of local streets shall address:</p> <ul style="list-style-type: none"> <li>(A) Extensions of existing streets</li> <li>(B) Connections to existing or planned streets, including arterials and collectors; and</li> <li>(C) Connections to neighborhood destinations.</li> </ul>	
<p>(c) A public transportation plan which:</p> <ul style="list-style-type: none"> <li>(A) Describes public transportation services for the transportation disadvantaged and identifies service inadequacies;</li> <li>(B) Describes intercity bus and passenger rail service and identifies the location of terminals;</li> <li>(C) For areas within an urban growth boundary which have public transit service, identifies existing and planned transit trunk routes, exclusive transit ways, terminals and major transfer stations, major transit stops, and park-and-ride stations. Designation of stop or station locations may allow for minor adjustments in the location of stops to provide for efficient transit or traffic operation or to provide convenient pedestrian access to adjacent or nearby uses.</li> </ul>	<p>The proposed amendments do not alter the adopted multimodal improvement projects in Chapter 5 that include planned transit lines and stops.</p>
<p>(d) A bicycle and pedestrian plan for a network of bicycle and pedestrian routes throughout the planning area. The network and list of facility improvements shall be consistent with the requirements</p>	<p>The proposed amendments do not alter the adopted transportation planning toolbox in Chapter 4 that provides for enhancing and increasing non-auto travel modes for bicycle and pedestrian route networks. The proposed</p>

of ORS 366.514;	amendments include amendments to multi-modal improvement projects in Chapter 5 to enhance the bicycle and pedestrian network routes in the City.
(e) An air, rail, water and pipeline transportation plan which identifies where public use airports, mainline and branchline railroads and railroad facilities, port facilities, and major regional pipelines and terminals are located or planned within the planning area. For airports, the planning area shall include all areas within airport imaginary surfaces and other areas covered by state or federal regulations;	The proposed amendments do not alter the adopted projects in Chapter 5 that include rail, air, pipeline, and surface water transportation plans.
(f) For areas within an urban area containing a population greater than 25,000 persons a plan for transportation system management and demand management;	The proposed amendments do not alter the Chapter 4 Transportation Planning Toolbox that includes Transportation System Management and Demand Management sections.
(g) A parking plan in MPO areas as provided in OAR 660-012-0045(5)(c)	The proposed amendments do not alter the adopted TSP Goals and Policies regarding parking in chapter 2.
(h) Policies and land use regulations for implementing the TSP as provided in OAR 660-012-0045;	The proposed TSP amendments do not alter the adopted TSP Implementation and Policy language.
(i) For areas within an urban growth boundary containing a population greater than 2,500 persons, a transportation financing program as provided in OAR 660-012-0040.	Chapter 6, Funding and Implementation includes the estimated revenue stream and a comparison of the cost of the 20 year needs, along with potential funding sources. The proposed TSP project list amendments update the project cost estimates, but do not alter the estimated revenue stream of potential funding sources.
(3) Each element identified in subsections (2)(b)–(d) of this rule shall contain:  (a) An inventory and general assessment of existing and committed transportation facilities and services by function, type, capacity and condition:  (A) The transportation capacity analysis shall include information on:  (i) The capacities of existing and committed facilities;  (ii) The degree to which those capacities have	The proposed amendments do not alter the adopted inventory and general assessment of existing and committed transportation facilities and services in Volume 3, Appendices B and C.

<p>been reached or surpassed on existing facilities; and</p> <p>(iii) The assumptions upon which these capacities are based.</p> <p>(B) For state and regional facilities, the transportation capacity analysis shall be consistent with standards of facility performance considered acceptable by the affected state or regional transportation agency;</p> <p>(C) The transportation facility condition analysis shall describe the general physical and operational condition of each transportation facility (e.g., very good, good, fair, poor, very poor).</p>	
<p>(3)(b) A system of planned transportation facilities, services and major improvements. The system shall include a description of the type or functional classification of planned facilities and services and their planned capacities and performance standards;</p>	<p>The proposed amendments to the project lists in Chapter 5 include descriptions of the projects to be amended.</p>
<p>(3)(c) A description of the location of planned facilities, services and major improvements, establishing the general corridor within which the facilities, services or improvements may be sited. This shall include a map showing the general location of proposed transportation improvements, a description of facility parameters such as minimum and maximum road right of way width and the number and size of lanes, and any other additional description that is appropriate</p>	<p>The proposed amendments to the project lists and figures in Chapter 5 and the Conceptual Street Map show general locations of proposed roadways and other transportation improvements. Facility parameters are provided in the project description or will be determined through application of the Springfield Development Code’s minimum standards for right of way and paving width by functional classification that are proposed in this application to implement the TSP.</p>
<p>(3)(d) Identification of the provider of each transportation facility or service.</p>	<p>Chapter 5 of the TSP identifies the provider of each type of planned facility or service.</p>
<p><b>660-012-0025 Complying with the Goals in Preparing TSPs</b></p>	
<p>(1) Except as provided in section (3) of this rule, adoption of a TSP shall constitute the land use decision regarding the need for transportation facilities, services and major improvements and their function, mode, and general location.</p>	<p>The proposed amendments are being processed by the City as a Type IV legislative land use decision.</p>

<p>(2) Findings of compliance with applicable statewide planning goals and acknowledged comprehensive plan policies and land use regulations shall be developed in conjunction with the adoption of the TSP.</p>	<p>Specific findings are contained in this Staff Report.</p>
<p><b>660-012-0030 Determination of Transportation Needs</b></p>	
<p>(1) The TSP shall identify transportation needs relevant to the planning area and the scale of the transportation network being planned including:</p> <p>(a) State, regional, and local transportation needs;</p> <p>(b) Needs of the transportation disadvantaged;</p> <p>(c) Needs for movement of goods and services to support industrial and commercial development planned for pursuant to OAR chapter 660, division 9 and Goal 9 (Economic Development).</p> <p>(2) Counties or MPO's preparing regional TSP's shall rely on the analysis of state transportation needs in adopted elements of the state TSP. Local governments preparing local TSP's shall rely on the analyses of state and regional transportation needs in adopted elements of the state TSP and adopted regional TSP's.</p> <p>(3) Within urban growth boundaries, the determination of local and regional transportation needs shall be based upon:</p> <p>(a) Population and employment forecasts and distributions that are consistent with the acknowledged comprehensive plan, including those policies that implement Goal 14. Forecasts and distributions shall be for 20 years and, if desired, for longer periods; and</p> <p>(b) Measures adopted pursuant to OAR 660-012-0045 to encourage reduced reliance on the automobile.</p> <p>(4) In MPO areas, calculation of local and regional transportation needs also shall be based upon</p>	<p>The proposed amendments do not alter the determination of transportation needs adopted in Volume 3, Appendices B, C, and D. The proposed amendments do not alter the TSP's acknowledged compliance with this rule.</p>

accomplishment of the requirement in OAR 660-012-0035(4) to reduce reliance on the automobile.	
<b>660-012-0035 Evaluation and Selection of Transportation System Alternatives</b>	
(1) The TSP shall be based upon evaluation of potential impacts of system alternatives that can reasonably be expected to meet the identified transportation needs in a safe manner and at a reasonable cost with available technology. The following shall be evaluated as components of system alternatives:	The proposed amendments are consistent with and do not alter the adopted Alternatives Evaluation Process in Volume 3, Appendix E, that includes consideration and evaluation of potential impacts of system alternatives.
(a) Improvements to existing facilities or services;	Improvements to existing facilities and services were considered before new facilities, and are high priorities in this TSP for all modal elements.
(b) New facilities and services, including different modes or combinations of modes that could reasonably meet identified transportation needs;	New facilities proposed in these amendments and changes to new facilities already adopted in the TSP were evaluated based on their ability to include all modes or combinations of travel modes to meet identified transportation needs.
(c) Transportation system management measures;	The proposed amendments do not alter the adopted Transportation System Management measures in the Chapter 4 Transportation Planning Toolbox.
(d) Demand management measures	The proposed amendments do not alter the adopted Transportation Demand Management measures in Chapter 4 Transportation Planning Toolbox.
(e) A no-build system alternative required by the National Environmental Policy Act of 1969 or other laws.	The proposed amendments do not alter the adopted No Build Analyses in Volume 3, Appendix C.
(3) The following standards shall be used to evaluate and select alternatives:	
(a) The transportation system shall support urban and rural development by providing types and levels of transportation facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan;	The proposed amendments do not alter the No Build Analyses in Volume 3, Appendix C or the 20-year needs analyses in Appendix D, which document the anticipated land uses and the TSP projects including consideration of these land uses in determining an appropriate transportation system.
(b) The transportation system shall be consistent with state and federal standards for protection of air, land and water quality	The proposed amendments do not alter adopted TSP policies that support modes other than the single-occupancy vehicle to help

including the State Implementation Plan under the Federal Clean Air Act and the State Water Quality Management Plan;	reduce transportation related air-quality impacts. The proposed TSP amendments and Conceptual Street Map include consideration for environmental and ecological impacts, such as nearby wetlands, which informed facility type and alignment decisions.
(c) The transportation system shall minimize adverse economic, social, environmental and energy consequences;	The proposed TSP amendments and Conceptual Street Map include consideration for minimizing economic, social, environmental, and energy consequences.
(d) The transportation system shall minimize conflicts and facilitate connections between modes of transportation; and	The proposed TSP amendments and Conceptual Street Map include an evaluation of projects for ability to minimize conflicts and facilitate connections between transportation modes.
(e) The transportation system shall avoid principal reliance on any one mode of transportation by increasing transportation choices to reduce principal reliance on the automobile. In MPO areas this shall be accomplished by selecting transportation alternatives which meet the requirements in section (4) of this rule.	The proposed TSP amendments do not alter the adopted multimodal transit projects, and increase the bicycle and pedestrian multimodal project ideas to further increase transportation choices and reduce reliance on the automobile.
(4) In MPO areas, regional and local TSPs shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile. Adopted standards are intended as means of measuring progress of metropolitan areas towards developing and implementing transportation systems and land use plans that increase transportation choices and reduce reliance on the automobile. It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling, and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today.	The proposed amendments do not alter the adopted TSP or RTP standards for increasing transportation choices and reducing reliance on the automobile. The proposed amendments to the TSP project lists include amendments to multimodal projects to further increase transportation choices to reduce reliance on the automobile.
(7) Regional and local TSPs shall include benchmarks to assure satisfactory progress towards meeting the approved standard or standards adopted pursuant to this rule at regular intervals over the planning period. MPOs and local governments shall evaluate progress in meeting benchmarks at each	The proposed amendments do not alter any benchmarks adopted in the TSP or the RTP.

update of the regional transportation plan. Where benchmarks are not met, the relevant TSP shall be amended to include new or additional efforts adequate to meet the requirements of this rule.	
<b>660-012-0040 Transportation Financing Program</b>	
(1) For areas within an urban growth boundary containing a population greater than 2,500 persons, the TSP shall include a transportation financing program.	The proposed TSP project list amendments update the cost estimates for amended projects but do not significantly alter the financing plan included in Volume 2, Detailed Cost Estimates and Funding Analyses.
(2) A transportation financing program shall include the items listed in (a)-(d):	
(a) A list of planned transportation facilities and major improvements;	The proposed TSP amendments include updates to the list of planned transportation facilities and major improvements in the multimodal improvement projects section in Chapter 5.
(b) A general estimate of the timing for planned transportation facilities and major improvements;	The proposed TSP amendments to Chapter 5 continue to organize the multimodal improvements into general time frames.
(c) A determination of rough cost estimates for the transportation facilities and major improvements identified in the TSP; and	The proposed TSP project list amendments to Chapter 5 include updates to the rough cost estimates for new or amended projects.
(d) In metropolitan areas, policies to guide selection of transportation facility and improvement projects for funding in the short-term to meet the standards and benchmarks established pursuant to 0035(4)-(6). Such policies shall consider, and shall include among the priorities, facilities and improvements that support mixed-use, pedestrian friendly development and increased use of alternative modes.	Per the findings in 660-012-0035(4) and (7), the proposed amendments do not alter and are consistent with the adopted needs, projects, and policies in the Springfield TSP.
(3) The determination of rough cost estimates is intended to provide an estimate of the fiscal requirements to support the land uses in the acknowledged comprehensive plan and allow jurisdictions to assess the adequacy of existing and possible alternative funding mechanisms. In addition to including rough cost estimates	The proposed TSP amendments do not alter the 20-year estimated revenue stream or potential funding sources identified in Chapter 6.

<p>for each transportation facility and major improvement, the transportation financing plan shall include a discussion of the facility provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each transportation facility and major improvement. These funding mechanisms may also be described in terms of general guidelines or local policies.</p>	
<p>(5) The transportation financing program shall provide for phasing of major improvements to encourage infill and redevelopment of urban lands prior to facilities and improvements which would cause premature development of urbanizable lands or conversion of rural lands to urban uses.</p>	<p>The proposed TSP amendments include the ability to phase, and are consistent with the evaluation criteria used to select future transportation projects provided in Volume II, Appendix E.</p>

*Statewide Planning Goal 13: Energy Conservation*

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles.

Findings: The City is currently in compliance with Goal 13 through its acknowledged Comprehensive Plan. The proposed amendments to the City of Springfield 2035 Transportation System Plan do not alter the City’s compliance with Goal 13. The TSP provides direction for the City regarding transportation improvements, including strategies to reduce vehicle miles traveled and single occupancy vehicle trips. Included in the TSP is direction to plan, fund, and develop a multi-modal transportation system that meets the needs of the community and region. The proposed TSP amendments include facility improvements, both on-street and off-street, intended to provide improved connectivity for pedestrians and bicyclists. The facilities will provide improved access to a variety of destinations within the planning area. The Springfield 2035 Transportation System Plan also includes policy direction and facility improvements intended to provide improved high frequency public transit efficiency and connectivity. All of these improvements and strategies are intended to reduce energy consumption associated with the transportation system. As a result, the proposed amendments are consistent with this goal.

*Statewide Planning Goal 14: Urbanization*

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Findings: On December 5, 2016, the City adopted Ordinance 6361, amending the Springfield urban growth boundary to include additional land for industrial and commercial employment and for parks and open space, but has yet to be acknowledged by LCDC. If acknowledged, the TSP will be revised at a later date to provide for transportation system improvements intended to serve these expansion areas. The proposed TSP amendments and Conceptual Street Map only affect the acknowledged urban growth boundary at the

time the project was initiated and is therefore consistent. [Finding to be updated following the 1/26 LCDC hearing on the UGB Expansion.]

*Statewide Planning Goal 15: Willamette River Greenway*

To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Finding: Nearly all of projects in the Springfield 2035 Transportation System Plan are located outside of the Willamette River Greenway area. As required by Goal 15 and implemented through the City’s adopted and acknowledged Willamette Greenway Overlay District standards, individual transportation projects that are located in the Willamette River Greenway are required to conduct an individual analysis of Goal 15 compliance during the project development phase of work. The proposed amendments implement and are consistent with the adopted TSP and therefore are consistent with this goal.

*Statewide Planning Goals 16 - 19: Estuarine Resources, Coastal Shorelands, Beaches and Dunes and Ocean Resources.*

Finding: These statewide planning goals relate to coastal lands in Oregon and are not applicable to the proposed amendments.

**CONCLUSION:** Based on the analysis above, the proposed Metro Plan amendment is consistent with the applicable Statewide Planning Goals. SDC 5.14-135 Criteria A is met.

***METRO PLAN AMENDMENT***

***CRITERION #2: SDC 5.14-135 B., and LANE CODE 12.225 (2); Adoption of the amendment shall not make the Metro Plan internally inconsistent***

Finding: The Springfield TSP element of the Metro Plan is being amended to adopt the Conceptual Street Map and update the project list and figures in Chapter 5. Both these items are consistent with the Metro Plan. The proposed amendments to the TSP project lists and figures are consistent with the adopted goals and policies in the TSP. Chapter 2, Policy 3.1 of the TSP directs the City to adopt and maintain the Conceptual Street Map. The street alignments and classifications depicted on the Conceptual Street Map are consistent with the TSP projects identified in Chapter 5, or amendments are proposed to the project list to provide consistency.

Finding: Chapter III of the Metro Plan contains eleven specific elements that address a comprehensive list of topics, including: (A) Residential Land Use and Housing Element; (B) Economic Element; (C) Environmental Resources Element; (D) Willamette River Greenway, River Corridors, and Waterways Element; (E) Environmental Design Element; (F) Transportation Element; (G) Public Facilities and Services Element; (H) Parks and Recreation Facilities Element; (I) Historic Preservation Element; (J) Energy Element; and (K) Citizen Involvement Element. The goals and policies of the TSP were found to be consistent with the policies of the Metro Plan and Springfield Comprehensive Plan for each element noted above when the TSP was adopted in 2014. The proposed amendments to the TSP project lists and figures do not alter these adopted TSP goals and policies.

Finding:

*A. Metro Plan Residential Land Use and Housing Element*

On June 20<sup>th</sup> 2011, the City of Springfield Council adopted Ordinance 6268 amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to adopt the Springfield 2030 Refinement Plan Residential Land Use and Housing Element and the Springfield Residential Land and Housing Needs Analysis. This Residential Land Use and Housing Element and Residential Land and Housing Needs Analysis contains the following relevant housing policies related to the Springfield 2035 Springfield TSP: H.3, H.5, H.10, H.13.

*H.3 – Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service.*

*H.5 Develop additional incentives to encourage and facilitate development of high density housing in areas designated for Mixed Use Nodal Development.*

*H.10 Through the updating of development of each neighborhood refinement plan, district plans or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.*

*H.13 Promote housing development and affordability in coordination with transit plans and in proximity to transit stations.*

In addition to the above stated Metro Plan housing policies, the Springfield 2030 Refinement Plan Residential Land Use and Housing Element and the Springfield Residential Land and Housing Needs Analysis contains land use efficiency measures which were considered and incorporated early and often into the buildable lands analyses. Some examples of these efficiency measures include, but are not limited to:

- Encourage more infill and redevelopment;
- Encourage more development of urban centers and urban villages (Nodal Development);
- Allow more mixed-use development;
- Encourage more transit-oriented design;
- Continue efforts to revitalize Downtown.

The Springfield 2035 TSP contains multiple goals and polices which support the above stated housing policies and land use efficiency measures. These TSP policies include, but are not limited to:

- Goal 1: Community Development – Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.

- Policy 1.3: Provide a multi-modal transportation system that supports mixed-use areas, major employment centers, recreation, commercial, residential, and public developments, to reduce reliance on single-occupancy vehicles (SOVs).
- Goal 3: System Design: Enhance and expand Springfield’s transportation system design to provide a complete range of transportation mode choices.
- Policy 3.2: Expand and enhance Springfield’s bikeway system and provide bicycle system support facilities to both new development and redevelopment/expansion.
- Policy 3.3: Street design standards should be flexible and allow appropriate-sized local, collector, and arterial streets based upon traffic flow, geography, efficient land use, social, economic, and environmental impacts.
- Policy 3.7: Provide for a pedestrian environment that supports adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking by providing direct routes and removing barriers when possible.
- Policy 3.8: Coordinate the design of Springfield’s transportation system with relevant local, regional, and state agencies.

The above stated TSP goals and policies are examples of consistency between the Springfield 2035 TSP and relevant Metro Plan policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map will further support and enhance the Metro Plan’s Residential Land Use and Housing Element through strengthening multi-modal connections, enhancing bike, pedestrian and transit facilities and target multi-modal infrastructure in higher density, mixed use areas throughout Springfield. The proposed amendments are consistent with this Metro Plan Element.

Finding:

*B. Metro Plan Economic Element*

On December 5, 2016, the City of Springfield Council adopted Ordinance 6361 amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) to adopt the Springfield 2030 Economic policy element. This Element is still pending acknowledgement by LCDC. This Economic Element contains the following relevant policies and implementation strategies related to implementing the Springfield 2035 TSP:

Goal EG-1: Broaden, improve, and diversify the state and regional economy, and the Springfield economy in particular, while maintaining or enhancing environmental quality and Springfield’s natural heritage.

Policy E.4: Expand industrial site opportunities by evaluating and rezoning commercial, residential, and industrial land for the best economic return for the community through the process of City refinement planning, review of owner-initiated land use proposals, expanding the urban growth boundary, and other means.

Implementation Strategy 4.6: Increase opportunities for siting employment centers where they can be efficiently served by multiple modes of transportation.

Goal EG-3: Strengthen and maintain strong, connected employment centers and economic corridors to support small, medium, and large businesses.

Policy E.18: Coordinate transportation and land use corridor planning to include design elements that support Springfield's economic and community development policies and contribute to community diversity and inclusivity.

Implementation Strategy 18.3: Establish preferred design concepts for key intersections along the corridor that integrate vehicle, pedestrian, bicycle and transit needs.

Goal EG-5d: Be prepared—Contribute to development of the region's physical, social, educational, and workforce infrastructure to meet the needs of tomorrow.

Policy E.38: Strengthen the coordination between infrastructure, planning and investments, land use, and economic development goals to prepare land and physical infrastructure, in a timely fashion, that is necessary to support business development and stimulate quality job creation.

Policy E.39: Provide adequate infrastructure efficiently and distribute cost fairly.

Policy E.40: Provide the services, infrastructure, and land needed to attract the identified industry clusters, especially where they can increase economic connectivity among businesses.

Implementation Strategy 40.1: Coordinate capital improvement planning with land use and transportation planning to coincide with Springfield's Economic Element.

Implementation Strategy 40.2: Provide the necessary public facilities and services as funds become available to foster economic development.

Implementation Strategy 40.4: Ensure that public private development agreements are in effect prior to financing public improvements to ensure cost recovery.

Implementation Strategy 40.5: Explore alternative funding mechanisms in addition to debt service that provide timely completion of 'connecting' public facilities (e.g. an unpaved block of a street or missing sections of sewer line).

Implementation Strategy 40.7: Continue to seek funding opportunities and public-private partnerships to construct key urban infrastructure elements that support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.

Policy E.43: Promote and build on the region's transportation, distribution, and logistics advantages.

Goal E-7: Make development decisions predictable, fair, and cost-effective.

Policy E.47: Enhance, maintain, and market Springfield’s reputation for: rapid processing of permits and applications, maintaining City agreements and commitments, and providing developers with certainty and flexibility in the development process.

Implementation Strategy 47.1: Continually improve development permitting processes to remove regulatory impediments to redevelopment as practical, provide efficient streamlining of permitting processes, create incentives for redevelopment, and provide flexible design standards (clear and objective track plus discretionary track) to build on the community’s strong reputation as a friendly, welcoming and business-friendly city.

Aside from the new Economic Element discussed above, the preexisting Economic Element of the Metro Plan also addresses the economic needs of current and future residents of the metropolitan area. The overarching economic goal of the Metro Plan Element is to, “Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.”

The Economic Element of the Metro Plan contains the following relevant economic policies related to the Springfield 2035 Springfield TSP: B.17, B.18, and B.19.

*B.17 Improve land availability for industries dependent on rail access.*

*B.18 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) and the Eugene Airport Master Plan.*

*B.19 Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities.*

The Springfield 2035 TSP contains multiple goals and policies which support these economic policies. These TSP policies include, but are not limited to:

- Goal 1: Community Development – Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.
- Policy 1.1: Manage Springfield’s street, bike, pedestrian, rail, and transit system to facilitate economic growth of existing and future businesses in Springfield (NOTE Action #1 – When evaluating needed roadway improvements, consider the economic viability of existing commercial and industrial areas).
- Policy 2.2: Manage traffic operation systems for efficient freight and goods movement along designated freight, truck, and rail routes in Springfield (NOTE Action #2 – Coordinate with rail providers to improve at-grade rail crossing treatments to improve traffic flow and manage conflict points; create grade-separated rail crossings when possible).
- Policy 2.6: Manage the on-street parking system to preserve adequate capacity and turnover for surrounding land uses.

- Policy 2.7 manage the off-street parking system to assure major activity centers meet their parking demand through a combination of shared, leased, and new off-street parking facilities and TDM programs.
- Goal 3: System Design – Enhance and expand Springfield’s transportation system design to provide a complete range of transportation mode choices.
- Policy 3.2: Expand and enhance Springfield’s bikeway system and provide bicycle system support facilities to both new development and redevelopment / expansion.
- Policy 3.3: Street design standards should be flexible and allow appropriate-sized local, collector, and arterial streets based upon traffic flow, geography, efficient land use, social, economic, and environmental impacts.
- Policy 3.9: Support provision of rail-related infrastructure improvements as part of the Cascadia High-Speed Rail Corridor project.
- Policy 4.1: Support development of a stable and flexible transportation finance system that provides adequate resources for transportation needs identified in the Springfield 2035 TSP.

The above stated TSP goals and policies are examples of consistency between the Springfield 2035 TSP and relevant Metro Plan economic policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and will further support and enhance the Economic Element through strengthening freight mobility and further supporting freight infrastructure. The implementation of the TSP will help provide a greater range of transportation options for businesses and employees. Implementation of the supporting policies listed above will enhance the on and off-street parking system to promote economic development. The proposed amendments are consistent with this Metro Plan Element.

Finding:

*C. Environmental Resources Element*

The Environmental Resources Element addresses the natural assets and hazards in the metropolitan area. The policies of this element emphasize reducing urban impacts on wetlands throughout the metropolitan area and planning for the natural assets and constraints on undeveloped lands on the urban fringe.

The Environmental Resources Element of the Metro Plan contains the following relevant policies related to the implementation of the Springfield 2035 Springfield TSP: C.8, C.22, C.23 and C.24.

*C.8 Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to prevent erosion and protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas.*

*C.22 Design of new street, highway, and transit facilities shall consider noise mitigation measures where appropriate.*

*C.23 Design and construction of new noise-sensitive development in the vicinity of existing and future streets and highways with potential to exceed general highway noise levels shall include consideration of mitigating measures, such as acoustical building modifications, noise barriers, and acoustical site planning. The application of these mitigating measures must be balanced with other design considerations and housing costs.*

*C.24 Local governments shall continue to monitor, to plan for, and to enforce applicable noise standards and shall cooperate in meeting applicable federal and state noise standards.*

The Springfield 2035 TSP contains goals and polices which support these economic policies. These include, but are not limited to:

- Goal 1: Community Development – Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.
- Policy 1.2: Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features. (NOTE Action #1 – Strive to reduce vehicle-related greenhouse gas emissions and congestion through more sustainable street, bike, pedestrian, transit, and rail network design, location, and management. Action #2 – Coordinate the transportation network with new alternative energy infrastructure such as electric vehicle charging stations, natural gas, and hydrogen cell fueling stations).

The above stated TSP goals and policies are examples of consistency between the Springfield 2035 TSP and relevant Metro Plan environmental policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and will further support and enhance the Metro Plan’s Environmental Resources Element through strengthening environmentally sound transportation options and an overall more sustainable transportation system. The proposed amendments are consistent with this Metro Plan Element.

Finding:

*D. Willamette River Greenway, River Corridors, and Waterways Element*

The Willamette River Greenway, River Corridors, and Waterways Element address these specific natural assets in the metropolitan area. The policies of this element emphasize reducing urban impacts on these resources throughout the metropolitan area.

The Willamette River Greenway, River Corridors, and Waterways Element of the Metro Plan contain the following relevant policies related to the Springfield 2035 Springfield TSP: D.2, D.3, D.9, and D.11.

*D.2 Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting non-automobile transportation; opportunities for residential development; and other compatible uses.*

*D.3 Eugene, Springfield, and Lane County shall continue to cooperate in expanding water related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.*

*D.9 Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.*

*D.11 The taking of an exception shall be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback.*

The Springfield 2035 TSP contains goals and polices which support these Willamette River Greenway, River Corridors, and Waterways policies. These include, but are not limited to:

- Goal 1: Community Development – Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.
- Policy 1.2: Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features.

The above stated TSP goals and policies are examples of consistency between the Springfield 2035 TSP and relevant Metro Plan Willamette River Greenway, River Corridors, and Waterways policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and will further support and enhance the Metro Plan’s Willamette River Greenway, River Corridors, and Waterways Element by providing improved access to waterways. The proposed amendments are consistent with this Metro Plan Element.

Finding:

*E. Environmental Design Element*

The Environmental Design Element is concerned with that broad process which molds the various components of the urban area into a distinctive, livable form that promotes a high quality of life. This Element is concerned with how people perceive and interact with their surroundings.

The Environmental Design Element of the Metro Plan contains the following relevant policies related to the Springfield 2035 Springfield TSP: E.3 and E.4.

*E.3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the UGB.*

*E.4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.*

The Springfield 2035 TSP contains goals and polices which support these Environmental Design policies. These include, but are not limited to:

- Goal 3: System Design – Enhance and expand Springfield’s transportation system design to provide a complete range of transportation mode choices.
- Policy 3.3: Street design standards should be flexible and allow appropriate-sized local, collector, and arterial streets based upon traffic flow, geography, efficient land use, social, economic, and environmental impacts.

- Policy 3.7: Provide for a pedestrian environment that supports adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking by providing direct routes and removing barriers when possible.

The above stated TSP goals and policies are examples of consistency between the Springfield 2035 TSP and relevant Environmental Design policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and will enhance the pedestrian environment for new and redeveloped properties, creating a more livable community. The proposed amendments are consistent with this Metro Plan Element.

Finding:

*F. Transportation Element*

The Metro Plan Transportation Element addresses surface and air transportation in the metropolitan area. The Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the basis for surface transportation. The goals and policies in the Metro Plan Transportation Element are identical to those in TransPlan, as TransPlan serves as the functional plan for transportation issues in the Metro Area. As previously noted in this report, this Springfield 2035 TSP will replace TransPlan (amended 2002) as Springfield’s local TSP. Until now, TransPlan has served as the adopted TSP for both Eugene and Springfield. In 2006, House Bill 3337 passed requiring the two cities to develop separate UGBs. With separate UGBs, the State of Oregon’s Transportation Planning Rule (TPR) required that Springfield and Eugene develop city-specific TSPs. While the Springfield 2035 TSP is an “update” of TransPlan, it is the City’s first independent TSP.

Policies in the Metro Plan Transportation Element are organized by the following four topics related to transportation: Land Use, Transportation Demand Management, Transportation System Improvements, and Finance.

The Springfield 2035 TSP used the TransPlan goals, policies, and objectives as a starting point for updating the policy set in the new TSP. Similar to TransPlan, the structure of the Springfield 2035 TSP includes four overarching categories. The TSP goals have subsequent policies and action items categorized beneath them. The four goals found in the Springfield 2035 TSP are:

- Goal 1: Community Development – Provide an efficient, sustainable, diverse and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.
- Goal 2: System Management – Preserve, maintain, and enhance Springfield’s transportation system through safe, efficient, and cost-effective transportation system operations and maintenance techniques for all modes.
- Goal 3: System Design – Enhance and expand Springfield’s transportation system design to provide a complete range of transportation mode choices.
- Goal 4: System Financing – Create and maintain a sustainable transportation funding plan that provides implementable steps towards meeting Springfield’s vision.

Some specific TransPlan policies are highlighted in this Finding to illustrate consistency between TransPlan policies and those of the Springfield 2035 TSP. These include F.4, F.8, F.11, F.14, F.18, F.22, F.26, and F.34.

- *Metro Plan / TransPlan Land Use Policy F.4: Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed use, and multi-unit residential development.*
- *Metro Plan / TransPlan TDM Policy F.8: Implement TDM strategies to manage demand at congested locations.*
- *Metro Plan / TransPlan Transportation System Improvement, System Wide Policy F.11: Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.*
- *Metro Plan / TransPlan Transportation System Improvement, Roadway System F.14: Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.*
- *Metro Plan / TransPlan Transportation System Improvement, Transit System F.18: Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.*
- *Metro Plan / TransPlan Transportation System Improvement, Bicycle System F.22: Construct and improve the region's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.*
- *Metro Plan / TransPlan Transit System Improvement, Pedestrian System F.26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.*
- *Metro Plan / TransPlan Finance Policy F.34: Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.*

The Springfield 2035 TSP contains multiple goals and policies which are being implemented through the proposed amendments. These TSP policies include, but are not limited to:

- Policy 1.3: Provide a multi-modal transportation system that supports mixed-use areas, major employment centers, recreation, commercial, residential, and public developments, to reduce reliance on single-occupancy vehicles (SOVs).
- Policy 3.8: Coordinate the design of Springfield's transportation system with relevant local, regional, and state agencies. (NOTE Action #3 – Partner with LTD to provide frequent transit network connections along major corridors. Frequent transit network should connect to local neighborhood bus service and major activity center to provide viable alternatives to vehicle trips).

The above stated TSP goals, policies and implementation measures show consistency between the Springfield 2035 TSP and the Metro Plan / TransPlan Transportation Element policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and will further support multi-modal transportation and its nexus to mixed use development. The proposed amendments are consistent with this Metro Plan Element.

Finding:

*G. Public Facilities and Services Element*

This element incorporates the findings and policies in the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* (Public Facilities and Services Plan), adopted as a refinement to the Metro Plan. The Public Facilities and Services Plan provide guidance for public facilities and services, including planned water, wastewater, stormwater, and electrical facilities. Transportation findings and policies are not part of the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan*, but rather are located in the TSP and TransPlan. Relevant Metro Plan policies are discussed in the previous Transportation Element section.

Finding:

*H. Parks and Recreation Facilities Element*

This Metro Plan Element addresses Parks and Recreation Facilities in the Metro Area. In Springfield, Willamalane Park and Recreation District is responsible for parks and recreation facilities and planning. There are no transportation specific Parks and Recreation Facilities Element policies in the Metro Plan that directly relate to the 2035 Springfield Transportation System Plan. However, some TSP multiuse path projects overlap with those in the Willamalane Parks Comprehensive Plan. The proposed amendments to the TSP project lists include amendments for consistency with the Willamalane Parks Comprehensive Plan and Willamalane facilities as constructed, including updating the name of the Moe Mountain Path and amending the project extent of the Mill Race Path. The planning for these and other similar projects have been closely coordinated with Willamalane staff.

One example of consistency between this 2035 Springfield TSP and the Willamalane Park and Recreation Comprehensive Plan is TSP Policy 2.4 and its supporting Action #1. They state:

- Policy 2.4 - Maintain and preserve a safe and efficient bike and pedestrian system in Springfield.
- Action #1 – Coordinate with Willamalane Park and Recreation District to maintain and preserve the off-street path system.

The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and do not alter compliance with the Parks and Recreation Facilities Element of the Metro Plan, and are consistent with this Metro Plan Element.

Finding:

*I. Historic Preservation Element*

This Element of the Metro Plan is written to preserve historic structures in the Metro area. There are no transportation specific Historic preservation Element policies in the Metro Plan that directly relate to the 2035 Springfield Transportation System Plan. However, individual projects in the TSP that use Federal funding must go through a National Environmental Policy Act (NEPA) process during project development. The NEPA process includes requirements for historic preservation which the City will adhere to. These proposed amendments do not alter compliance with the Historic Preservation Element of the Metro Plan, and are consistent with this Metro Plan Element.

*J. Energy Element*

The Energy Element of the Metro Plan deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses.

The Energy Element of the Metro Plan contains the following relevant policies related to the Springfield 2035 Springfield TSP: J.2, J.7, and J.8.

*J.2 Carefully control, through the use of operating techniques and other methods, energy related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects the other.*

*J.7 Encourage medium- and high-density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.*

*J.8 Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.*

The Springfield 2035 TSP contains goals and polices which support these Energy Element policies. These include, but are not limited to:

- Goal 1: Community Development – Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield’s economy and land use patterns.
- Policy 1.2: Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features. (NOTE Action #1 – Strive to reduce vehicle-related greenhouse gas emissions and congestion through more sustainable street, bike, pedestrian, transit, and rail network design, location, and management, and Action #2 – Coordinate the transportation network with new alternative energy infrastructure such as electric vehicle charging stations, natural gas, and hydrogen cell fueling stations.
- Policy 1.3: Provide a multi-modal transportation system that supports mixed-use areas, major employment centers, recreation, commercial, residential, and public developments, to reduce reliance on single-occupancy vehicles (SOVs).

The above stated TSP goals and policies are examples of consistency between the Springfield 2035 TSP and relevant Energy policies. The proposed amendments to the TSP project list and the adoption of the Conceptual Street Map are consistent with these adopted policies and will further support and enhance the Metro Plan’s Energy Element by considering environmental impacts and energy usage when planning and implementing Springfield’s transportation system. The proposed amendments will also enhance the pedestrian environment for new and redeveloped properties, create a more livable community and

support mixed uses with high frequency transit. The proposed amendments are consistent with this Metro Plan Element.

#### *K. Citizen Involvement Element*

The Citizen Involvement Element of the Metro Plan recognizes that active, on-going, and meaningful citizen involvement is an essential ingredient to the development and implementation of any successful planning program. A Public Involvement Program for the update of the 2035 Springfield Transportation System Plan was developed in preparation of the Project. This Program was reviewed and endorsed by the Committee for Citizen Involvement ( i. e. the Springfield Planning Commission). The Program outlined the information, outreach methods, and involvement opportunities available to the citizens during the process. Details of the process are included in the Statewide Planning Goal 1 finding of this report. The proposed amendment is consistent with the Metro Plan Element.

**CONCLUSION:** Based on the findings above, the proposed TSP amendments do not make the Metro Plan internally inconsistent. SDC Section 5.14-135 Criterion B is met.

#### **DEVELOPMENT CODE AMENDMENTS – APPROVAL CRITERIA**

The applicable approval criteria for the proposed development code amendments to implement the TSP are provided in SDC 5.6-115:

In reaching a decision to adopt or amend the Springfield Development Code, the Council must adopt findings that demonstrate conformance to the following:

- (1) The Metro Plan;
- (2) Applicable State statutes; and
- (3) Applicable State-wide Planning Goals and Administrative Rules.

#### **CODE AMENDMENT**

##### **CRITERION #1: SDC 5.6-115 A.1 CONFORMANCE WITH THE METRO PLAN**

Finding: The Metro Plan is the DLCDC acknowledged long range comprehensive plan for the City of Springfield. The 2035 Springfield Transportation System Plan (TSP) was adopted by Ordinance 6314 on March 13, 2014, and is the acknowledged Transportation Element of the Metro Plan for the City of Springfield.

Finding: Chapter 7 of the TSP addresses future amendments to the Springfield Development Code needed to implement the TSP. The specific changes are provided in the TSP Volume 2, Appendix I. The changes address the following:

- Needs of the transportation dependent and disadvantaged;
- System connectivity;
- Ways of supporting and promoting walking, biking, and taking transit;

- Treatment of transportation facilities in the land use planning and permitting process; and
- Update and adopt the Conceptual Street Map.

**Finding:** The TSP policies and implementation actions that are applicable to the proposed code changes are cited at the beginning of each Code section in the Proposed Springfield Development Code (SDC) Amendments, along with staff commentary that provide the specific findings for each set of proposed code amendments.

**CONCLUSION:** Based on the findings above, including the staff commentary in the attached Proposed Springfield Development Code Amendments, the proposed Code amendments are consistent with the Metro Plan. SDC 5.6-115 Criterion B is met.

**CODE AMENDMENT**

**CRITERION #2: SDC 5.6-115 A.2. CONFORMANCE WITH STATE STATUTES**

**Finding:** ORS 197.610 requires local jurisdictions to submit proposed comprehensive plan or land use regulation changes to Department of Land Conservation and Development. As noted in the Procedural Findings on page 3 of this staff report, notice of the proposed implementing amendments to the Springfield Development Code was provided to DLCD more than 35 days in advance of the first evidentiary hearing concerning the amendments.

**Finding:** ORS 227.186 requires the local government to mail a notice to every landowner whose property would be proposed to be “rezoned” as a result of adoption or amendment of a proposed ordinance (also known as “Ballot Measure 56” notice.) As noted in the Procedural Findings on page 3 of this staff report, notice complying with ORS 227.186 was mailed to every property owner within the Springfield UGB.

**CONCLUSION:** Based on the findings above, the proposed Code amendments are consistent with applicable state statutes. SDC 5.6-115 Criterion B has been met.

**CODE AMENDMENT**

**CRITERION #2: SDC 5.6-115 C. CONFORMANCE WITH STATEWIDE PLANNING GOALS AND ADMINISTRATIVE RULES**

*Statewide Planning Goal 1 – Citizen Involvement:*

This goal outlines the citizen involvement requirement for adoption of Comprehensive Plans and changes to the Comprehensive Plan and implementing documents.

**Finding:** The City’s Goal 1 compliance for this decision is discussed above under the findings for the Metro Plan amendment criteria, SDC 5.14-135 A., incorporated by reference herein.

*Statewide Planning Goal 2 – Land Use Planning:*

This goal outlines the land use planning process and policy framework. The Metro Plan and TSP have been acknowledged by DLCD as being consistent with the statewide planning goals.

*Statewide Planning Goals 3 & 4: Agricultural Lands and Forest Lands*

Finding: These statewide planning goals relate to agricultural and forest lands in Oregon and are not applicable to this proposed amendment.

*Statewide Planning Goal 5 – Natural Resources*

This goal requires the inventory and protection of natural resources, open spaces, historic areas and sites.

Finding: The City is currently in compliance with the State’s Goal 5. The proposed amendments do not alter the City’s acknowledged Goal 5 inventories or land use programs. No changes will occur to current natural resource protections. Individual transportation project impacts are required to conduct a Goal 5 analysis during each project development phase. As a result, the proposed amendments are in compliance with Goal 5 process requirements.

*Statewide Planning Goal 6: Air, Water, and Land Resources Quality*

To maintain and improve the quality of the air, water, and land resources of the state.

Finding: The City is currently in compliance with Statewide Planning Goal 6. The proposed amendments do not alter the City’s acknowledged land use programs regarding water quality and flood management protections. As noted in the Goal 7 findings for the TSP amendments on page 6 of this staff report, the TSP contains strategies for decreasing vehicle miles traveled and single-occupancy vehicle trips, which are intended to help improve air quality in the Central Lane MPO Area. The proposed code amendments implement these policies within the TSP. As a result, the proposed amendments are in compliance with Goal 6.

*Statewide Planning Goal 7 – Areas Subject to Natural Hazards*

To protect people and property from natural hazards.

Finding: The City is currently in compliance with Goal 7. The proposed amendments do not alter the City’s acknowledged land use programs regarding potential landslide areas and flood protection.

*Statewide Planning Goal 8 – Recreational Needs*

This goal requires the satisfaction of the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: The City is currently in compliance with Goal 8. The TSP includes some individual off-street path projects and multi-use paths that meet a recreational need in addition to a transportation need. As further explained in the staff commentary to the Proposed Springfield Development Code (SDC) Amendments, the proposed code amendments address these facilities by specifically permitting linear parks as a permitted use in various zoning districts and by establishing new improvement standards for multi-use paths in SDC 4.2-150. The proposed code amendments are consistent with Goal 8.

*Statewide Planning Goal 9: Economic Development*

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

**Finding:** The proposed code amendments implement acknowledged TSP policies to provide a multi-modal transportation system to meet the needs of the community into the future, including accommodating economic growth. The proposed code amendments are consistent with this goal.

*Statewide Planning Goal 10: Housing*

To provide adequate housing for the needs of the community, region, and state.

**Finding:** The proposed amendments implement acknowledged TSP policies to provide a multi-modal transportation system to meet the needs of the community into the future, including accommodating its housing needs.

**Finding:** Goal 10, OAR 660-008-0015, generally requires clear and objective approval standards regulating the development of needed housing on buildable land, or the provision for an alternative discretionary review procedure that complies with the rule. The proposed code amendments that affect needed housing are written in clear and objective terms, including the requirements for motor vehicle parking SDC 4.6-110 and 4.6-125, requirements for bicycle parking in SDC 4.6-145 through 4.6-155 that apply to residential uses. The proposed code amendments are therefore consistent with Goal 10.

*Statewide Planning Goal 11: Public Facilities and Services*

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

**Finding:** The proposed amendments do not reduce any requirements for the extension or provision of public facilities or services during development review procedures and will have no effect on adopted and acknowledged public facilities plans. The proposed code amendments are therefore consistent with Goal 11.

*Statewide Planning Goal 12: Transportation*

To provide and encourage a safe, convenient, and economic transportation system.

TPR Requirements	Springfield TSP Implementation
<b>660-012-0045 Implementation of the Transportation System Plan</b>	
(1) Each local government shall amend its land use regulations to implement the TSP.	The proposed amendments implement the TSP in compliance with this section.
(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:	With the proposed changes, the City of Springfield is proposing to adopt land use regulations to meet these standards.

TPR Requirements	Springfield TSP Implementation
(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;	New or revised provisions are proposed addressing the public road spacing through block perimeter requirements (SDC 4.2-115), medians (SDC 4.2-105 H), and other measures in conformance with this provision.
(b) Standards to protect future operation of roads, transitways and major transit corridors;	New or revised provisions are proposed to address street connectivity and minimum right-of-way and paving requirements (SDC 4.2-105), minimum block length and block perimeter (SDC 4.2-115), and other measures consistent with this provision.
(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;	There are no airports existing or planned within the City of Springfield; therefore this provision is not applicable.
(d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;	SDC 5.1-130 through SDC 5.1-140 require all Administrative, Quasi-Judicial, and Legislative land use decisions to be forwarded to a Development Review Committee for review and input. For applications that impact transportation facilities and services, the Development Review Committee includes outside transportation and transit agencies such as Lane Transit District and the State Highway Division. No changes to these provisions are proposed.
(e) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;	The city has existing processes built into the Springfield Development Code to address impacts to and protect transportation facilities. These processes are contained in Chapter 5 of the SDC and include Ministerial, Administrative, and Quasi-Judicial review processes that provide for review of Land Division, Site Plan review, and other application types.

TPR Requirements	Springfield TSP Implementation
<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>(C) Other applications which affect private access to roads; and</p> <p>(D) Other applications within airport noise corridors and imaginary surfaces which affect airport operations; and</p>	<p>SDC 5.1-130 through SDC 5.1-140 require all Administrative, Quasi-Judicial, and Legislative land use decisions to be forwarded to a Development Review Committee for review and input. For applications that impact transportation facilities and services, the Development Review Committee includes outside transportation and transit agencies such as Lane Transit District and the State Highway Division. No changes to these provisions are proposed.</p>
<p>(g) Regulations assuring 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.</p>	<p>Consistency with the Metro Plan is a criteria of approval for all development code amendments (SDC 5.6-115.A), zoning map amendments (SDC 5.22-115.C), and Metro Plan diagram amendments (SDC 5.14-135.B). The TSP is a component of the Metro Plan, and therefore these criteria comply with this provision of the TPR. No changes to these criteria are proposed.</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>The existing connectivity standards in SDC 4.2-105 together with the proposed Conceptual Street Map implement this section of the rule, in addition to the proposed amendments to the infrastructure standards in SDC section 4.2 outlined below.</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>The proposed bicycle parking requirements in SDC 4.6-155 Table 4.6-3 require bike parking facilities for all the identified uses.</p>

TPR Requirements	Springfield TSP Implementation
<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>The proposed amendments to SDC 4.6-145 through 155 require bicycle parking facilities for the uses described in this section of the rule. SDC 4.2-160 already provides for pedestrian accessways to allow pedestrians and bicyclists convenient linkages to adjacent streets, residential areas, neighborhood activity centers, industrial or commercial centers, transit facilities, parks, schools, open space, or trails and paths where no public street access exists; these requirements are not proposed to be repealed or replaced. Proposed amendments to SDC 4.2-115 allow pedestrian accessways to be required when block lengths or block perimeters for new development exceed the applicable maximum.</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>Proposed amendments to SDC 4.2-105 and Table 4.2-1 clarify that bike lanes are required on all arterials and collectors, and setback sidewalks on both sides of the street for all arterials, collectors and local streets &lt;15 slope, except where specific facility plans identify another requirement.</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>The proposed amendments to SDC 4.2-105 require dead end streets to provide adequate bike and pedestrian connections.</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>The proposed street connectivity standards in SDC 4.2-105 together with the conceptual local streets shown on the Conceptual Street Map implement the TSP policies regarding connectivity and comply with this section of the rule.</p>

TPR Requirements	Springfield TSP Implementation
<p>(E) Streets and accessways need not be required where one or more of the following conditions exist:</p> <ul style="list-style-type: none"> <li>(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;</li> <li>(ii) Buildings or other existing development on adjacent lands physically preclude a connection now or in the future considering the potential for redevelopment; or</li> <li>(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.</li> </ul>	<p>The proposed street connectivity standards in SDC 4.2-105 together with the conceptual local streets shown on the Conceptual Street Map implement the TSP policies regarding connectivity and comply with this section of the rule.</p>
<p>(c) Where off-site road improvements are otherwise required as a condition of development approval, they shall include facilities accommodating convenient pedestrian and bicycle travel, including bicycle ways along arterials and major collectors;</p>	<p>Proposed amendments to SDC 4.2-105 and Table 4.2-1 clarify that on-street bike lanes are required on all arterials and collectors, unless otherwise provided in a specific facility plan for those improvements (such as inclusion of an off-street multi-use path as part of a planned project identified in the TSP).</p>
<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>Standards for internal pedestrian circulation and access for new developments is provided in SDC 5.15-100 Minimum Development Standards and SDC 5.17-100 Site Plan Review for new commercial development. The proposed code amendments do not include substantive changes to these provisions.</p>

TPR Requirements	Springfield TSP Implementation
(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) [of this rule]	The City of Springfield is served by Lane Transit District. The transit and pedestrian-oriented regulations required by this rule are implemented through the Springfield Development Code Nodal Overlay District in SDC 3.3-1000 and specific mixed-use development standards by zoning district. The proposed code amendments do not include proposed changes to these standards.
(5) In MPO areas, local governments shall adopt land use and subdivision regulations to reduce reliance on the automobile which:	
(a) Allow transit-oriented developments (TODs) on lands along transit routes;	The Springfield Development Code implements transit-oriented development through the mixed-use plan districts and nodal overlay development standards. The proposed code amendments do not contain substantive changes to these provisions.
(b) Implements a demand management program to meet the measurable standards set in the TSP in response to OAR 660-012-0035(4);	As outlined in the staff commentary to the Proposed Springfield Development Code Amendments, the proposed amendments implement TSP policies that adopt standards for increasing transportation choices and reducing reliance on the automobile.
(c) Implements a parking plan which [meets standards (A)-(D) identified in the rule]:  (d) As an alternative to (c) above, local governments in an MPO may instead revise ordinance requirements for parking as follows:	The proposed code amendments implement subsection (5)(d) of this rule as outlined below.

TPR Requirements	Springfield TSP Implementation
(A) Reduce minimum off-street parking requirements for all non-residential uses from 1990 levels;	The proposed amendments to SDC 4.6-110 include new motor vehicle parking space reduction credits for bike parking, proximity to identified Frequent Transit Corridors, and for contributions to ADA facilities not otherwise required for a particular development. SDC 4.6-110.M. is proposed to allow reductions based upon an approved parking study or evidence of specific use characteristics that are likely to reduce on-site parking demand. These proposed reductions apply to any non-residential development outside of the Downtown Exception Area and Glenwood Mixed-Use Plan District (where there are no adopted parking minimums), and effectively reduce the minimum off-street parking requirements to below 1990 levels.
(B) Allow provision of on-street parking, long-term lease parking, and shared parking to meet minimum off-street parking requirements;	SDC 4.6-110 currently allows shared parking and a ½ space credit for on-street parking to meet minimum parking requirements; these provisions are not proposed to be replaced or repealed.
(C) Establish off-street parking maximums in appropriate locations, such as downtowns, designated regional or community centers, and transit-oriented developments;	The proposed changes to SDC 4.6-125 include an off-street parking maximum of 125% of the identified minimum parking requirement for all non-residential uses unless increased pursuant to a parking study.
(D) Exempt structured parking and on-street parking from parking maximums;	The proposed parking maximum in SDC 4.6-125 is not applicable to on-street parking. Structured parking may be exempt from the maximum parking standard pursuant to a parking study to determine the parking demand.
(E) Require that parking lots over 3 acres in size provide street-like features along major driveways (including curbs, sidewalks, and street trees or planting strips); and	Adopted parking lot landscaping standards in SDC 4.4-105.F already comply with this subsection, and no changes to these requirements are proposed.
(F) Provide for designation of residential parking districts.	The proposed amendments to the parking standards in SDC 4.6-125 establish standards for residential uses that are separate from the requirements for non-residential districts and uses.

TPR Requirements	Springfield TSP Implementation
(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;	SDC 4.6-110.B currently allows redevelopment of existing excess parking for any permitted use, which includes transit-oriented uses. No changes are proposed to this provision, except to authorize additional motor vehicle parking reduction credits that may further decrease the parking requirements for existing uses.
(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;	SDC 4.2-160 currently provides for pedestrian accessways for new development to provide convenient linkage to transit facilities (among other uses and facilities). The proposed amendments to SDC 4.2-115 block length standards also provide for pedestrian accessways when block lengths exceed the identified maximums, to minimize pedestrian travel distances in all new development.
(g) Along existing or planned transit routes, designation of types and densities of land uses adequate to support transit.	As outlined in the staff commentary to the Proposed Springfield Development Code Amendments, the proposed amendments implement adopted TSP policies to support transit-oriented uses.
(e) Require all major industrial, institutional, retail and office developments to provide either a transit stop on site or connection to a transit stop along a transit trunk route when the transit operator requires such an improvement.	Existing standards that apply to Site Plan Review (SDC 5.17-100) and Master Plan Review (SDC 5.13-100) comply with this section of the rule, and the proposed code amendments do not substantively alter these requirements.

TPR Requirements	Springfield TSP Implementation
<p>(6) In developing a bicycle and pedestrian circulation plan as required by OAR 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 walkways between buildings, and providing direct access between adjacent uses.</p>	<p>Proposed amendments to provide for more direct, convenient, and safer bike and pedestrian travel include:</p> <ul style="list-style-type: none"> <li>• Addition of linear parks are permitted uses in various zones;</li> <li>• Amendments to the connectivity standards in SDC 4.2-105 in conjunction with adoption of conceptual local street system through the Conceptual Street Map;</li> <li>• Amendments to the minimum street standards in SDC 4.2-105 to clarify standards for pedestrian and bicycle facilities as required elements of certain street classifications (e.g. setback sidewalks and bike lanes);</li> <li>• Amendments to SDC 4.2-105 to require dead end streets to provide adequate bike and pedestrian connections;</li> <li>• Amendments to SDC 4.2-115 block length standards to allow the Director to require pedestrian accessways when a block length or perimeter would exceed the applicable maximum;</li> </ul> <p>Amendments to infrastructure standards for sidewalks (SDC 4.2-135), lighting (SDC 4.2-145), multi-use paths (SDC 4.2-150), accessways (SDC 4.2-160), and bicycle parking (SDC 4.6-145 and 4.6-150).</p>

TPR Requirements	Springfield TSP Implementation
<p>(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total right-of-way 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.</p>	<ul style="list-style-type: none"> <li>The proposed amendments to SDC 4.2-105 and Table 4.2-1 regarding minimum right-of-way and paving widths are intended to allow more flexibility for certain design elements that reduce paving width. For example, the current minimum right-of-way and paving width requirements do not distinguish between streets that provide on-street parking and those that do not. The proposed changes permit narrower streets than currently permitted when no on-street parking is planned or when planned for only one side of the street.</li> </ul>
<p><i>660-012-0060 Plan and Land Use Regulation Amendments</i></p>	
<p>(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:</p>	
<p><b>(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);</b></p>	<p>The proposed code amendments and conceptual streets shown on the Conceptual Street Map do not alter the functional classification of any existing or planned facilities.</p>
<p><b>(b) Change standards implementing a functional classification system; or</b></p>	<p>The proposed code amendments implement, but do not alter, the TSP's adopted standards for implementing the functional classification system.</p>

**As outlined by amendments and do not significantly affect facility as defined**

TPR Requirements	Springfield TSP Implementation
<p>(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.</p> <p>(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;</p> <p>(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or</p> <p>(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.</p>	<p>The proposed code amendments implement TSP policies. They do not alter the performance standards for any existing or planned facilities identified in the TSP.</p>

*Statewide Planning Goal 13: Energy Conservation*

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles.

Findings: As noted in the Goal 13 findings for the TSP amendments on page 19 of this staff report, the TSP provides direction for the City regarding transportation improvements, including strategies to reduce

vehicle miles traveled and single occupancy vehicle trips and includes policy direction and facility improvements intended to provide improved high frequency public transit efficiency and connectivity. All of these improvements and strategies are intended to reduce energy consumption associated with the transportation system. The proposed code amendments implement these policies. As a result, the proposed code amendments are consistent with Goal 13.

*Statewide Planning Goal 14: Urbanization*

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: Goal 14 requires cities to estimate future growth rates and patterns, and to incorporate, plan, and zone enough land to meet the projected demands. The proposed amendments do not repeal, replace, or void existing code provisions regarding urbanizable land or annexation. The proposed code amendments are consistent with Goal 14.

*Statewide Planning Goal 15: Willamette River Greenway*

To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Finding: The proposed amendments do not change the City's existing standards for development with respect to the Willamette River Greenway. The Greenway provisions allow development of permitted uses in the underlying zone, provided that all other Greenway requirements are satisfied. The proposed code amendments are consistent with Goal 15.

*Statewide Planning Goals 16 - 19: Estuarine Resources, Coastal Shorelands, Beaches and Dunes and Ocean Resources.*

Finding: These statewide planning goals relate to coastal lands in Oregon and are not applicable to the proposed amendments.

**CONCLUSION:** Based on the findings above, the proposed Code amendments are consistent with the Statewide Planning Goals and administrative rules. SDC 5.6-115 Criterion A.3 has been met.

**RECOMMENDATION:** Based on the findings and conclusions in this staff report, staff has demonstrated that the proposed amendments are consistent with the applicable criteria of approval for Metro Plan amendments in the Springfield Development Code (Section 5.14-135) and Lane County Code (Section 12.225), and with the applicable criteria of approval for amendments to the Springfield Development Code (Section 5.6-115). Staff recommends that the proposed amendments be approved.