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## JOINT ELECTED OFFICIALS MEETING

City of Coburg ● City of Eugene ● City of Springfield ● Lane County

September 15, 2008  
Noon to 1:30 pm

Springfield City Hall  
Library Conference Room  
225 5<sup>th</sup> Street, Springfield

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12:00 -1:30 pm

**I. Regional Transportation Work Plan**

*Tom Boyatt, City of Springfield*  
*Celia Barry, Lane County*  
*Rob Inerfeld, City of Eugene*  
*Petra Schuetz, City of Coburg*

Action Requested: Approval of Transportation  
Work Plan for Submittal to LCDC

**SPRINGFIELD LIBRARY MEETING ROOM**

The Library Meeting Room is located adjacent to the Library inside City Hall on the second floor.

If you enter City Hall at 5<sup>th</sup> and A, you will enter by the Library. Continue past the Library entrance. Turn right just past the Library and you will be looking at the Library Meeting Room.

If you enter from the East Entrance, go through the lobby. The Library Meeting Room is off to the left before you reach the Library.

**PARKING AROUND SPRINGFIELD CITY HALL**

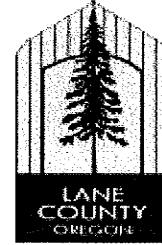
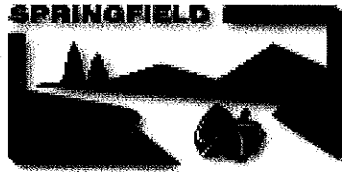
There is free two hour parking beneath City Hall, next to the Museum at 6th and Main. There is also free two hour parking along Main St. and most streets surrounding City Hall.

For those that will be parked for more than two hours, there is a pay-to-park lot on A St. between 6th and 7th Streets. It is \$3.00 per day. There is also the employee parking lot on the corner of 4th and B Streets which is free.

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## JOINT ELECTED OFFICIALS MEETING

City of Coburg • City of Eugene • City of Springfield • Lane County

### Agenda Item Summary

**Meeting Date:** September 15, 2008

**Discussion Item Title:** REGIONAL TRANSPORTATION WORK PLAN

Agency/Department	Staff Contact	Phone
City of Coburg Planning Department	Petra Schuetz	682-7858
City of Eugene Public Works	Rob Inerfeld	682-5343
City of Springfield Public Works	Tom Boyatt	744-3373
Lane County Public Works	Celia Barry	682-6935

**Action Requested:** Approval of the Regional Transportation Work Plan

**Estimated Time:** 90 Minutes

### ISSUE STATEMENT

Staff is requesting approval of a transportation work program required by state land use law under the Transportation Planning Rule (TPR). This is strictly a work program describing staff work and a target schedule, and not a policy document. The work program ensures that the appropriate elected officials from each jurisdiction set policy at relevant work plan milestones.

The Transportation Planning Rule requires applicable provisions of adopted regional and local transportation system plans to be consistent with federal Regional Transportation Plans (RTP). This includes plan policies, project lists, location of projects, changes in functional classifications, and changes in the planning period or population forecasts upon which the plan is based. Local governments must make this determination of consistency every four years when the Metropolitan Planning Organization (MPO) updates or amends the RTP.<sup>1</sup> The November 2007 adoption of the updated RTP includes a planning horizon year and a project list that doesn't match these same elements in TransPlan (the Eugene-Springfield local TSP). These inconsistencies can only be reconciled by making corresponding amendments to TransPlan. The attached work plan, also a requirement of the TPR, identifies the tasks and timelines that will be undertaken to comply with the consistency requirements of the law. If approved by the local agencies, the work plan will be submitted to the Land Conservation and Development Commission (LCDC) for consideration and approval at their October 16<sup>th</sup> meeting in Prineville.

<sup>1</sup> Ref. Oregon Administrative Rule 660-012-0016.

## **BACKGROUND**

The RTP is a federal requirement for all metropolitan areas with populations over 50,000. The RTP is a 20-year transportation planning and financing document and includes MPO jurisdictions of Coburg, Eugene, Springfield, Lane County, Lane Transit District and the Oregon Department of Transportation. Among several key aspects, the RTP includes a financially constrained list of all regionally significant projects, and is updated and adopted every four years by the Metropolitan Policy Committee (MPC). Although it is difficult to predict all of the changes that might be made during these regular update cycles, the federal standards require that each update extend the planning horizon by four years. The current RTP was adopted by the MPC in November 2007 and includes a planning horizon year of 2031.

TransPlan is serving as the Eugene-Springfield metropolitan area's local transportation system plan (TSP), which is required by the State of Oregon as a component of the comprehensive land use plan. TransPlan guides transportation system planning and development in the metropolitan area and establishes transportation policies in support of the Metro Plan, the region's comprehensive land use plan. Changes to TransPlan, including adoption, update and amendment are the responsibility of Eugene, Springfield, and Lane County. Mandatory updates similar to the federal standard for RTP's are required at intervals of seven years as specified by Oregon Revised Statutes for periodic review.<sup>2</sup> The most recent update of TransPlan occurred in December, 2001.

The Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT) are concerned about the following differences between TransPlan and the RTP. The project list in the 2007 federal RTP has been updated, and those changes have not yet been made to TransPlan. The horizon year of the federal 2007 RTP is 2031, and the 2001 TransPlan horizon year remains 2015. To comply with state administrative rules, staff from the participating local governments, ODOT and DLCD have been working together on a coordinated Regional Transportation Work Plan (Attachment A).

The work plan includes a description of major work items, interim products, and critical milestones. An additional column titled "Ongoing Coordinated Local and MPO Planning Activities" has been included to help inform the development of the work plan. This supplementary list of activities is not the subject of the TPR required work plan. However, it provides a broader view of related land use and transportation planning activities underway in the metropolitan area that will affect the progress and outcome of the work plan.

While the work plan provides an estimated timeline for completion it should be noted that the work plan will need to remain flexible in order to respond to data and policy direction derived from the activities in the right-hand column. For example, the results of the buildable lands analysis projects currently underway in Eugene and Springfield are necessary for the preparation

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<sup>2</sup> A city with a population of more than 2,500 within a metropolitan planning organization or a metropolitan service district shall conduct periodic review every seven years after completion of the previous periodic review. Ref. ORS 197.629

of local transportation system plans. Therefore, the completion dates for these buildable lands projects will influence the completion dates for the local TSPs.<sup>3</sup>

## **PREVIOUS POLICY DISCUSSION**

Regional transportation planning was discussed earlier this year at the July 15, 2008 Joint Elected Officials meeting. Staff presented a draft work plan that outlined short, medium and long term actions for consideration. Members of the JEO agreed that they would schedule separate work sessions for each elected body to provide direction to staff concerning future actions to be taken. Following is a summary of those discussions.

### Springfield

On July 21, 2008, the City Council of Springfield gave their staff direction to:

- Begin work on a Springfield Transportation System Plan (TSP);
- Amend TransPlan to extend the planning horizon from 2015 to 2023 (based on population estimates contained in the existing, adopted TransPlan); and
- Amend TransPlan to move the OR 126 at Main Street and OR 126 at 52nd Street ODOT interchange projects from the Future Projects list to the list of Fiscally Constrained projects, to be consistent with the adopted federal RTP.

### Eugene

The City Council of Eugene held a similar work session August 13, 2008 to review the draft work plan. They provided staff direction to initiate the following amendments to TransPlan:

- Delete the West Eugene Parkway from the project list and plan as part of the short-term amendments; and
- Move the West 11th Avenue from Terry to Greenhill and the Beltline Highway from River Road to Delta Highway ODOT facility projects from the Future Projects list to the list of Fiscally Constrained projects.

### Lane County

Lane County transportation staff presented the draft work plan to the Board of County Commissioners on September 3, 2008, and revised the work plan to reflect the following comments:

- Add information to the work program regarding Lane County Metro Plan and other long range planning discussions, including County establishment of rural reserve policies; and
- Identify specific co-adoption work elements.

Based on the results of these local policy-maker discussions and input received from DLCD and ODOT, the attached work plan was developed. The work plan shows the relationship of the development of local TSP's with the concurrent County population forecasting work, Metro Plan discussions, and rural lands policy discussions, and City HB 3337 implementation efforts. It also shows how this work will coordinate with and inform the development of the Regional Transportation System Plan and any other work needed to comply with state transportation planning requirements.

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<sup>3</sup> The City Councils of Eugene and Springfield directed their respective staff to prepare local transportation system plans in coordination with the development of new buildable lands inventories and urban growth boundaries required by HB3337.

**WORK PROGRAM TIMELINE**

The work plan describes significant transportation planning activities to be carried out by the governing bodies and MPO over the next 4-5 years. The timeline is based on the best information available today. Transportation planning must be integrated with land use planning work program schedules. In estimating the timeline for completion of the Eugene TSP for example, staff is projecting a 2-year timeframe to prepare and adopt amendments to the Metro Plan, beginning after the December 2009 completion of Eugene's Comprehensive Lands Assessment. The work program will be adjusted as necessary to address any future county or city policy direction, including with regard to the Metro Plan.

**SUGGESTED MOTION**

Approve the Regional Transportation Work Plan and forward to the Land Conservation and Development Commission requesting approval.

**ATTACHMENTS**

- A. Draft Regional Transportation Work Plan

**FOR MORE INFORMATION**

Staff Contacts:	Petra Schuetz, City of Coburg	682-7858
	Rob Inerfeld, City of Eugene	682-5343
	Tom Boyatt, City of Springfield	744-3373
	Celia Barry, Lane County	682-6935

**Attachment A:  
Regional Transportation Work Plan**

September 8, 2008

MAJOR WORK PLAN MILESTONE	Ongoing Coordinated Local & MPO Planning Activities
<b>4<sup>th</sup> Quarter 2008</b>	
<p><b>Transportation Work Plan</b></p> <ul style="list-style-type: none"> <li>October 1 – Draft submitted to Land Conservation and Development Commission (LCDC)</li> <li>October 16 – LCDC approves</li> </ul>	
<p><b>Post-Acknowledgement Plan Amendment (PAPA)</b> Finalize schedule and responsible parties for initiation/participation/co-adoption, including:</p> <ul style="list-style-type: none"> <li>Remove completed projects</li> <li>Remove WEP</li> <li>Move ODOT projects from Illustrative to Financially Constrained list for consistency with RTP</li> <li>Adjust plan horizon</li> </ul>	<p>PAPA processes:</p> <ul style="list-style-type: none"> <li>Remove completed projects—Springfield initiates</li> <li>Remove WEP—Eugene initiated August 2008</li> <li>Move ODOT projects from Illustrative to Financially Constrained list for consistency with RTP—Initiated by Eugene and Springfield for their respective projects involving lands entirely within existing city limits</li> <li>Adjust plan horizon—Springfield initiates</li> </ul>
	<p>Begin Work on Local Eugene &amp; Springfield Transportation System Plans (TSP)</p> <ul style="list-style-type: none"> <li>Springfield work scope complete and Request For Proposals (RFP) issued for consultant services in November</li> <li>Eugene completes draft Transportation System Plan (TSP) work scope, including public involvement plan</li> <li>Springfield Buildable Lands Analysis (BLA) and Eugene Comprehensive Lands Assessment (CLA) are progressing</li> <li>Discuss resource needs with state and identify funding to comply with mandates for local TSP's and Regional TSP (RTSP)</li> <li>Eugene continues work on Pedestrian and Bicycle element of TSP update through Pedestrian and Bicycle Master Plan Update in five south hills neighborhoods</li> </ul> <p>Lane County Population Forecasting Work Program in Process</p> <ul style="list-style-type: none"> <li>Phase 2: Population Forecast Development</li> </ul> <p>Lane County Board begins discussions on Metro Plan policy direction including rural reserves concepts (additional work program elements to unfold based upon future Board direction)</p>

<b>MAJOR WORK PLAN MILESTONE</b>	<b>Ongoing Coordinated Local &amp; MPO Planning Activities</b>
<b>Regional Transportation System Plan (RTSP)</b> <ul style="list-style-type: none"> <li>• Continue RTSP framework discussion</li> <li>• Create definition of regional system</li> <li>• Agree on geographic boundary</li> <li>• Determine relationship to or method of incorporation within other plans</li> </ul>	
<b>Public Involvement</b> <ul style="list-style-type: none"> <li>• Develop multi-agency public involvement plan</li> <li>• Determine public outreach components</li> <li>• Identify public outreach schedule relative to work schedule</li> </ul>	
	2035 RTP Update <ul style="list-style-type: none"> <li>• Develop Outline of Regional Transportation Plan (RTP) Update content based on federal regulations and survey of best practices</li> <li>• Define relationship to other plans</li> </ul>
	Springfield, HB 3337 Work: <ul style="list-style-type: none"> <li>• Draft Commercial/Industrial Lands Inventory Economic Opportunities Analysis (EOA) &amp; Economic Development Strategy presented</li> <li>• Alternative Analysis begins (includes employment and residential lands)</li> </ul>
<b>1<sup>st</sup> Quarter 2009</b>	
<b>PAPA Adoption(s)</b> Appropriate jurisdictions to amend TransPlan to achieve RTP-TSP consistency <ul style="list-style-type: none"> <li>• Remove completed projects</li> <li>• Remove WEP</li> <li>• Move ODOT projects from Illustrative to Financially Constrained list for consistency with November, 2007 RTP project lists</li> <li>• Adjust plan horizon</li> </ul>	PAPA processes: <ul style="list-style-type: none"> <li>• Remove completed projects—requires co-adoption by Lane County, Eugene, and Springfield</li> <li>• Remove WEP—Requires co-adoption by Eugene and Lane County</li> <li>• Move ODOT projects from Illustrative to Financially Constrained list for consistency with November, 2007 RTP project lists—requires adoption by Eugene and Springfield for their respective projects involving lands entirely within existing city limits</li> <li>• Adjust plan horizon—requires co-adoption by Lane County, Eugene and Springfield</li> </ul>

MAJOR WORK PLAN MILESTONE	Ongoing Coordinated Local & MPO Planning Activities
	<p>Eugene and Springfield Local TSP's in process</p> <ul style="list-style-type: none"> <li>• Eugene work scope complete and RFP issued for consultant services</li> <li>• State resources identified and committed for TSP work</li> <li>• Data collection</li> <li>• Existing conditions inventory</li> <li>• Policy scan</li> <li>• Public Involvement</li> <li>• Eugene West 11th Avenue Transportation Corridor Study completed</li> <li>• West Eugene Collaborative (WEC) recommendations for land use and transportation in west Eugene finalized</li> </ul> <p>Lane County Population Forecasting Work Program in Process</p> <ul style="list-style-type: none"> <li>• Phase 2: Population Forecast Development Continues</li> </ul>
<p><b>Performance Measures</b></p> <ul style="list-style-type: none"> <li>• Assess existing performance measures in TransPlan</li> <li>• Estimate Vehicle Miles Traveled (VMT)/capita for 2004, 2015 and 2031</li> <li>• Confirm vehicle trip reduction requirements and determine relationship between RTSP and TSP's in meeting the requirements</li> <li>• Undertake additional performance measure assessment and reporting at city level</li> <li>• Complete reporting on TransPlan benchmarks for 2005, including qualitative discussion about nodal implementation</li> </ul>	
	<p>Check-in on status of Commercial, Industrial, and Residential Lands Analysis for Eugene and Springfield</p> <p>West Eugene Collaborative (WEC) recommendations for land use and transportation in west Eugene finalized RTP update continues</p>
	<p>Springfield HB 3337 Work Alternative Analysis completed including employment and residential lands</p> <ul style="list-style-type: none"> <li>• Study Area Identification</li> <li>• Agricultural Soils and Exceptions Areas</li> <li>• Unbuildable Areas</li> <li>• Public Facilities Analysis</li> <li>• Transportation Analysis</li> </ul>

MAJOR WORK PLAN MILESTONE	Ongoing Coordinated Local & MPO Planning Activities
<b>2<sup>nd</sup> Quarter 2009</b>	
<b>Performance Measures</b> <ul style="list-style-type: none"> <li>• Begin development of Performance Measure position paper</li> <li>• Identify potential additional actions/procedures for successful performance measure implementation</li> </ul>	
	Eugene Comprehensive Lands Assessment (CLA) basic data available Lane County Population Forecasting Work Program in Process: <ul style="list-style-type: none"> <li>• Phase 3: Population Forecast Adoption Process Begins</li> </ul> TSP's continue in process Eugene completes policy discussions: Razor Park & Walnut Station Mixed Use Centers, Opportunity Siting, Infill Standards, South Hills Habitat Study RTP update continues
<b>3<sup>rd</sup> Quarter 2009</b>	
	Population Forecast Work Complete <ul style="list-style-type: none"> <li>• Eugene, Springfield finalize safe harbor numbers</li> <li>• Lane County finalizes and adopts county-wide population forecast</li> <li>• Evaluate Eugene &amp; Springfield population forecasts safe harbor numbers relative to Lane County population forecast outcomes</li> </ul>
<b>Regional Transportation System Plan (RTSP)</b> <ul style="list-style-type: none"> <li>• Draft RTSP structural and policy framework based upon elected official discussions and public input</li> <li>• Begin developing RTSP policy language</li> </ul>	
<b>Public Involvement</b> <ul style="list-style-type: none"> <li>• Publish transportation work outcomes to date for public comment, as appropriate</li> <li>• Seek public comment on regional transportation framework</li> </ul>	
	Scenario development for Eugene CLA Preferred alternative chosen for West Eugene EmX Extension TSPs continue in process RTP update continues

MAJOR WORK PLAN MILESTONE	Ongoing Coordinated Local & MPO Planning Activities
	Springfield HB 3337 Work: Population and Land Inventory Analysis Adjustments <ul style="list-style-type: none"> <li>• Coordinated Population Forecast incorporated into Springfield Land Inventory and Needs Analysis</li> <li>• Adjust Land Needs Analysis as needed based upon new coordinated population forecast</li> </ul>
<b>4<sup>th</sup> Quarter 2009</b>	
<b>Performance Measures</b> <ul style="list-style-type: none"> <li>• Consider and develop adjustments to performance and/or implementation measures to achieve benchmarks</li> <li>• Consider modified benchmarks and performance measures for the extended planning period</li> </ul>	
	Eugene CLA completed <ul style="list-style-type: none"> <li>• Determination of land needs</li> <li>• Refine scenario development and begin policy discussion for implementation</li> </ul> TSPs continue in process <ul style="list-style-type: none"> <li>• Target Springfield TSP Final Draft</li> </ul> RTP update continues
<b>1<sup>st</sup> Quarter 2010</b>	
	Springfield Council Adopts HB 3337 Implementation Actions either as refinement to existing MetroPlan or as stand-alone Springfield Comprehensive Plan <ul style="list-style-type: none"> <li>• New land inventories</li> <li>• New Urban Growth Boundary</li> <li>• New policies</li> </ul> Lane County co-adopts Springfield Implementation Measures Eugene Comprehensive Plan/TSP: <ul style="list-style-type: none"> <li>• Develop work program for addressing CLA determination</li> <li>• Refine work program for updating TSP to coordinate with comprehensive plan work program</li> </ul> January 2010: MPO deadline for new land use framework for development of 2035 RTP scenarios Continue discussions and refinement of regional transportation concepts

MAJOR WORK PLAN MILESTONE	Ongoing Coordinated Local & MPO Planning Activities
	TSP progress continues Refine Springfield TSP based on adoption of HB 3337 implementation actions RTP update continues
<b>2<sup>nd</sup> Quarter 2010</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Finalize work program</li> <li>• Secure funding</li> <li>• Develop draft community engagement plan</li> <li>• Proposals solicited</li> </ul> Springfield amends Final Draft TSP in conformance with 20 year land supply and growth scenario and adopts <ul style="list-style-type: none"> <li>• Includes performance measures necessary to comply with Transportation Planning Rule</li> </ul> Lane County co-adopts Springfield TSP and necessary county TSP amendments RTP update continues
<b>3<sup>rd</sup> Quarter 2010</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Department Advisory Committee formed</li> <li>• Technical Advisory Committee formed</li> <li>• Community outreach started, website created</li> <li>• Consultants hired</li> <li>• Record of Decision expected for West Eugene EmX Extension</li> </ul> RTP update continues
<b>4<sup>th</sup> Quarter 2010</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Includes performance measures necessary to comply with Transportation Planning Rule</li> <li>• Models created for scenarios</li> <li>• Scenarios drafted, reviewed by advisory committees</li> <li>• Community outreach continues</li> </ul> RTP update continues
<b>1<sup>st</sup> Quarter 2011</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Scenarios refined</li> <li>• Transportation options studies</li> <li>• Publications created, website updated</li> <li>• Community outreach continues</li> </ul> January 2011: MPO deadline for final land use framework for 2035 RTP

MAJOR WORK PLAN MILESTONE	Ongoing Coordinated Local & MPO Planning Activities
<b>2<sup>nd</sup> Quarter 2011</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Community Workshop(s)</li> <li>• Results compiled</li> </ul> Draft 2035 RTP available for public review
<b>3<sup>rd</sup> Quarter 2011</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Reports to Planning Commission/City Council</li> <li>• Scenarios refined, reviewed by advisory committees</li> <li>• Community outreach continues</li> </ul>
<b>4<sup>th</sup> Quarter 2011</b>	
<b>RTSP</b> <ul style="list-style-type: none"> <li>• Policy developed based upon multi-jurisdictional elected official direction</li> <li>• Components drafted for public comment</li> <li>• Public outreach on RTSP framework</li> </ul>	
	2035 RTP Adopted
<b>2012</b>	
	Eugene Comprehensive Plan/TSP <ul style="list-style-type: none"> <li>• Draft comprehensive plan and TSP available for review</li> <li>• Community outreach continues</li> <li>• Planning Commission Public Hearing</li> <li>• Planning Commission deliberation, recommendation</li> <li>• City Council Public Hearing</li> <li>• City Council deliberation</li> <li>• Adoption</li> </ul> Lane County co-adopts Eugene Implementation Measures
<b>2013</b>	
<b>RTSP</b> <ul style="list-style-type: none"> <li>• Take Action to Meet RTSP requirements, including multi-jurisdictional co-adoption actions</li> <li>• Take action as necessary to eliminate TransPlan, including multi-jurisdictional co-adoption actions</li> </ul>	

## ACRONYM LIST

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BLA	Buildable Lands Analysis (City of Springfield)
CLA	Comprehensive Lands Assessment (City of Eugene)
EOA	Economic Opportunities Analysis
HB	House Bill (HB 3337)
LCDC	Land Conservation and Development Commission
MPO	Metropolitan Planning Organization
ODOT	Oregon Department of Transportation
PAPA	Post Acknowledgement Plan Amendment
RFP	Request For Proposals
RTP	Regional Transportation Plan
RTSP	Regional Transportation System Plan
TSP	Transportation System Plan
VMT	Vehicle Miles Traveled
WEC	West Eugene Collaborative
WEP	West Eugene Parkway