



# Lane County Transportation System Plan

Effective June 4, 2004



Lane County Public Works  
Engineering Division  
Transportation Planning  
3040 N. Delta Highway  
Eugene, OR 97408

It is anticipated that Florence and the County will co-adopt a TSP as part of that City's comprehensive plan in 2003. City TSPs include projects for which Lane County is the lead agency. These projects are therefore also included in the County's project list, Chapter 6.4.

## **On the Horizon: A Focus on Multi-Modal Transportation and Energy Conservation**

For decades, the combination of thousands of miles of public roads, increasing per capita income, and affordable private vehicles has offered unprecedented freedom to travel. The automobile allowed mobility and choices as to cultural, social, and economic pursuits, including employment, purchasing decisions, and recreation. Undoubtedly the growth and increasing vitality of the United States since the early 1900s can be partially attributed to this unprecedented mobility.

With increased motorized travel comes traffic congestion and air pollution, and concerns about global warming and energy shortages. For many citizens in Lane County, where these problems have had a relatively minor impact on livability compared to other, more intensely urbanized areas, these issues seem distant and even irrelevant. However, initiatives and trends on the national level attest to broad recognition of their reality:

- The Securing America's Future Energy Act of 2002 (H.R. 4), if passed, would (in part) provide incentives for cleaner energy sources and alternative fueled vehicles.
- In the year 2000, Honda and Toyota each released "hybrid" cars that combine electricity and gasoline to obtain significant increases in miles per gallon over conventional cars. Other car manufacturers are following suit. Honda, General Motors, and Daimler Chrysler recently announced plans to market fuel cell cars powered by hydrogen by 2003.<sup>1</sup>
- Although stable, long term funding remains elusive for high-speed rail, support for it continues to grow. The High-Speed Rail Investment Act established 12 high-speed rail corridors around the country, and several regions are moving toward implementation. The Pacific Northwest Corridor between Eugene and Vancouver, B.C. is a first step toward realization of high-speed rail in this area. Virginia, North Carolina, South Carolina and Georgia have joined together and are working with the business communities in each state to implement high-speed rail in the Southeast. Californians are considering a general obligation bond to fund a high-speed train system, to begin construction in 2004. The Midwest High Speed Rail Coalition envisions connecting Wisconsin, Nebraska, Kansas, Illinois, and Ohio.

On a local level, communities are increasingly focusing efforts on transportation demand management concepts, such as Lane Transit District's Commuter Solutions Program and Bus Rapid Transit, and the Portland Metro area's limitation on downtown parking and light rail system, Max. Neotraditional land use planning models have also surged in popularity over the last decade, as communities struggle to deal with growth and sprawl. These models borrow from historical examples of urban development and typically promote mixed uses at a pedestrian scale. A principle goal of such development is to discourage auto trips and encourage trips that can be easily made by biking or walking.

Demographic trends also demand increased attention to alternative transportation modes. As in the nation as a whole, the County's population is aging. By 2020, the percentage of the population aged 65 or older is expected to increase from 12.8% (2000) to 16.4 % of the total population<sup>2</sup>. The 2000 Census indicates that Florence's population is already 38.2% 65 years of age or older, and in Dunes City, 27.3% of the population is also in this category. As people age, driving independently will be eliminated as a mobility option for many of them, yet they will continue to need transportation services.

## **Coordination**

The variety of transportation needs of County residents requires coordination among all governing agencies, particularly since County Roads are the only transportation mode over which Lane County can exercise direct

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<sup>1</sup> October 2002, Google World News Listings

<sup>2</sup> U.S. Department of Health and Human Services, October 2002

jurisdiction. Coordination is especially important given that the State Constitution requires that highway user fees be used for road-related purposes. Transit facilities and services, for instance, are not a legal use of these funds. However, by participating in multi-jurisdictional planning and development related to diversifying mobility options within and between Eugene-Springfield, Florence, and other cities, the County can contribute to transportation solutions for the citizens of these areas and also mitigate capacity problems and limit costly infrastructure investments. As transportation-related problems increase, the use of more flexible funding sources outside of the Road Fund may become necessary to enable more comprehensive multi-modal transportation investments.

Fostering an expanded multi-modal transportation system is most successful within cities, where bicycle, pedestrian, and transit facilities are most necessary and feasible. Beyond city boundaries, however, the County TSP is an important component of the overall transportation planning framework. The County contributes by:

- Coordinating with state and local agencies that manage the transportation network, and providing policy support for efficient integration. This includes working with Oregon Department of Transportation and City governments within Lane County to ensure intersecting roads in multiple jurisdictions function at optimal levels; coordinating with Lane Transit District in the location of bus stops and development of new routes; and providing policy support for Port of Siuslaw and rail operations.
- Considering the needs of pedestrians and cyclists for all County Road improvement projects through the construction of marked bike lanes and sidewalks in urban areas, and wider shoulders for rural pedestrian and bicycle use.
- Implementing statewide land use goals that limit development in outlying rural areas, thereby reducing vehicle miles traveled for commute trips and delivery of goods and services that would potentially result.
- The County plays a key role in contributing to integration between rail, port, and road facilities for the movement of goods and services. Ensuring the maintenance and operation of the County's road system, and coordinating with ODOT where State and County Roads intersect, is crucial to provide for efficient movement of goods and services within and through the County and between transportation modes.

## **Plan Development and Public Involvement**

The effort to update the County's TSP initially began in the mid-1990's. Several public meetings were held around the County in 1995 to disseminate information about the planning process and to gather feedback about transportation issues. A questionnaire was widely distributed, and 18 responses were submitted. A summary of 1995 public comments is included in Appendix E.2.

Since then, County planning and engineering staff developed a road inventory, a detailed needs assessment, and road design standards. Based upon established engineering practices and County procedures, the standards were fine-tuned for County roadways. In the late 1990s, the TSP effort was delayed due to reallocation of County resources to other projects, including co-adoption of the six small City Transportation System Plans, and adoption of *TransPlan* for the Eugene-Springfield Metropolitan area. Lane County re-energized its efforts to move forward on the TSP adoption effort again during 2001.

This draft represents a culmination of all of these past efforts. As part of an overall package to comply with the TPR the County also developed land use regulations to implement the TSP. In addition, Lane Code and Lane Manual Chapters 15, which contain provisions for roads, are being updated.

Upon completion of the TSP draft, and before beginning a formal hearing and adoption process, a second round of public meetings was held in February 2003 throughout the County. Proposed Lane Code and Lane Manual updates were released for public comment in July 2003. Draft materials were also made available on the internet. In addition, notices of availability of the drafts were mailed to a list of over 500 public and private sector individuals. A copy of the Public Involvement Plan as approved by the Lane County Planning Commission in February 2002 is included in Appendix E.1.

TSP Policy 20-a and associated Code changes specify transportation facilities and uses allowed on agricultural lands, consistent with ORS Chapter 215.213 and OAR 660 Division 33. By doing so, the amendments are consistent with the above Goal and applicable policy statements.

***Goal 4: Forest Lands***

***Goal 5: Open Spaces, Scenic and Historic Areas and Natural Resources***

***Goal 6: Air, Water and Land Resources***

***Goal 7: Areas Subject to Natural Disasters and Hazards***

***Goal 8: Recreational Needs***

***Goal 9: Economy of the State***

***Goal 10: Housing***

The TSP update does not include any changes relevant to management of areas subject to the above goals 4 through 10, or associated policies, so those goals are not relevant to this amendment.

***Goal 11: Public Facilities and Services***

*4. Lane County shall maintain an active role to provide the facilities and services needed to make quality health, social and cultural services available and accessible to all Lane County residents . . .*

Transportation facilities are defined as public facilities under statewide land use Goal 11. By adopting this updated TSP, Lane County is maintaining an active role in providing transportation facilities needed to make the referenced services available and accessible to all County residents.

*5. Lane County shall participate in the coordination of planning and development for various public facilities and utility services. The primary means of effecting this policy shall be through a system whereby land use application shall be referred to the various providers of services . . .*

Lane County has primary responsibility for the coordination of planning and development for County-maintained transportation facilities. Coordination with other service providers, including cities, Lane Transit District, utilities, special districts, and other public agencies, has been a high priority of this amendment effort. All known entities listed above were included on mailing lists for informational meetings and public hearings. Applicable agencies and service providers were directly consulted regarding the accuracy of information and policies affecting their operations.

Based upon the above findings, the amendment is consistent with Goal 11 and applicable policies.

***Goal 12: Transportation***

*1. Lane County shall strive for a coordinated and balanced transportation system which complies with LCDC Goal 12 and is responsive to the economic, social and environmental considerations, and which will work toward the following objectives:*

*a. Safe, convenient and economical transportation for all people, materials and services*

The TSP update (TSP) complies with LCDC Goal 12 as demonstrated in the findings for that goal contained above in this document. The TSP is responsive to economic, social and environmental considerations, and works toward the objectives of safety, convenience, and economical transportation for all people, materials and services as demonstrated by all the goals and associated policies in the document.

*b. An effective distribution of transportation options.*

Transportation options are effectively distributed to the extent possible given Lane County's primarily rural character and lack of development in rural areas. The TSP demonstrates consideration for all transportation options available, as required under statewide land use Goal 12.

*c. A transportation system responsive to changing needs and conditions.*

Adoption of the updated TSP is meant to comply with state regulations and to address changing needs and conditions, demonstrating consistency with this policy statement.

*d. Consideration of direct and indirect impacts of proposed transportation projects on the environment, energy resources, economy and general livability.*

The TSP is primarily concerned with rural Lane County which is generally in resource land zoning and use. The findings in this document demonstrate compliance with all statewide planning goals regulating these resource lands and the related environment, energy resources, economy and general livability of these areas. The needs assessment contained in the TSP also demonstrates consideration of unincorporated communities as to access for bicycle and pedestrian travel from residential areas to nearby commercial areas and employment centers. The project list included in the TSP includes projects specifically designed to improve pedestrian access, and policies require provision of bus turnouts. Consideration for freight movement and multiple transportation modes including air, transit, and other modes demonstrates consideration of impacts on the environment, energy resources, economy and general livability.

*e. Public participation in the transportation planning process.*

Findings for statewide Goal 1 and for Lane County Goal 1 demonstrate consistency with this objective. In addition, adopted changes to Lane Manual concerning citizen involvement in the Capital Improvement Program promotes the above objective by allowing for a stakeholder process to enhance public participation in project design.

*f. Coordination with the development of statewide comprehensive transportation plans.*

Coordination was of primary concern in developing the TSP. ODOT was consulted and has testified to being generally satisfied with the updated TSP.

*g. Encouragement of energy-efficient modes of transportation.*

Updated TSP policies associated with, and Goals 6, 7, 8, 10, 11, 12, and 13 promote alternative, energy efficient transportation modes.

*h. Safe and convenient opportunities for bicycle and pedestrian travel throughout population areas of Lane County.*

Updated TSP Goals 6, 7, and 8 and associated policies promote safe and convenient opportunities for bicycle and pedestrian travel. Policy 1-e also accomplishes this by promoting alternative transportation modes when roads are improved, through the provision of sidewalks, bike lanes, and bus stop turnouts. Additionally, the project list includes bicycle- and pedestrian-oriented projects, based upon a needs assessment that specifically considered safe and convenient opportunities for bicycle and pedestrian travel.

*i. An efficient public transportation service, which meets demonstrated needs for alternative transportation.*