

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. PA 1303

IN THE MATTER OF CO-ADOPTING THE CITY OF SPRINGFIELD 2035 TRANSPORTATION SYSTEM PLAN FOR APPLICATION WITHIN THE URBANIZABLE AREA OUTSIDE THE SPRINGFIELD CITY LIMITS, BUT WITHIN THE CITY OF SPRINGFIELD URBAN GROWTH BOUNDARY; AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES. (APPLICANT: CITY OF SPRINGFIELD)

**WHEREAS**, the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) provides the basis for the Transportation Element of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and is a comprehensive 20-year plan to guide transportation investments within a shared Eugene-Springfield Urban Growth Boundary (UGB); and

**WHEREAS**, Ordinance No. 6268 (City of Springfield) and Ordinance No. PA 1274 (Lane County) established a separate City of Springfield UGB pursuant to House Bill 3337 (2006) as codified in Oregon Revised Statute 197.304; and

**WHEREAS**, Oregon Administrative Rules (OAR) Section 660, Division 12, specifies the requirements of the Oregon Transportation Planning Rule that requires cities and counties to prepare and adopt local transportation system plans for lands within their planning jurisdiction as part of their comprehensive plans [OAR 660-12-015(3) & (4)]; and

**WHEREAS**, the City of Springfield 2035 Transportation System Plan (TSP) is a comprehensive 20-year plan to guide transportation investments within the City of Springfield UGB and, upon adoption, will replace TransPlan as the Transportation Element of the Metro Plan for the City of Springfield UGB; and

**WHEREAS**, the City of Springfield Planning Commission conducted a public hearing on December 18, 2013, and provided a recommendation to the Springfield City Council and Board of County Commissioners to adopt the Springfield 2035 TSP as an amendment to the Metro Plan, the City's comprehensive plan; and

**WHEREAS**, the City of Springfield requested Lane County action to co-adopt Volume 1 of the Springfield 2035 TSP as an amendment to the Metro Plan for application within the urbanizable area outside the Springfield City Limits, but within the City of Springfield Urban Growth Boundary; and

**WHEREAS**, Volume 2 and Volume 3 of the Springfield 2035 TSP contain background information and data used to inform Volume 1; and

**WHEREAS**, substantial evidence exists in the record indicating that the proposal meets the applicable requirements of the Metro Plan, Lane Code, and state and local law; and

**WHEREAS**, the Board of County Commissioners conducted a first reading of this Ordinance on January 14, 2014, conducted a joint public hearing with the Springfield City Council on this Ordinance on February 4, 2014, and is now ready to take action.

**NOW, THEREFORE**, the Board of County Commissioners **Ordains** as follows:

1. Volume 1 of the City of Springfield 2035 Transportation System Plan as shown in Exhibit 'B' is hereby co-adopted as an amendment to the Eugene-Springfield Metropolitan Area General Plan.
2. The prior policies and plan designations repealed or changed by this Ordinance remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.
3. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision, and such holding shall not affect the validity of the remaining portions thereof.

**FURTHER**, although not part of this Ordinance, the Board of County Commissioners adopts findings as set forth in Exhibit 'A' attached and incorporated by this reference, in support of this action.

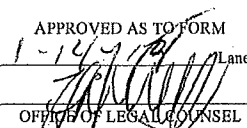
**ENACTED** this 11th day of March, 2014.



Pat Farr, Chair, Lane County Board of Commissioners



Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM  
Date 1-14-14 Lane County  
  
OFFICE OF LEGAL COUNSEL

## **FINDINGS AND CONCLUSIONS IN SUPPORT OF ORDINANCE NO. PA 1303**

### **Co-Adoption of City of Springfield 2035 Transportation System Plan**

#### **Background**

The City of Springfield has prepared the Springfield 2035 Transportation System Plan (TSP) that, upon adoption, will replace TransPlan as the Transportation Element for the Metro Plan for the City of Springfield Urban Growth Boundary (UGB). TransPlan will still serve as the Regional Transportation System Plan (RTSP) for Eugene and Springfield until a new RTSP is adopted. An updated RTSP is being worked on through a regional process as outlined in a work plan agreed to with the Land Conservation and Development Commission. The City of Springfield requested Lane County action to co-adopt Volume 1 of the Springfield 2035 TSP as an amendment to the Metro Plan for application within the urbanizable area outside the Springfield City Limits, but within the City of Springfield UGB.

#### **Approval Criteria and Findings and Conclusions**

Applicable approval criteria for this action are provided below in **bold** text followed by findings and conclusions in regular text.

#### **Lane Code 12.225 Metro Plan – Approval of a Plan Amendment**

**(2) Criteria for Approval of Plan Amendment. The following criteria shall be applied by the Board of Commissioners in approving or denying a plan amendment application:**

- (a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission; and**

#### ***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: This goal was met through an extensive public involvement process. A Public Involvement Program for the update of the 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.

Information was distributed and input solicited throughout the process. Opportunities for engagement included: a project website (including web-based surveys); seven Stakeholder Advisory Committee (SAC) meetings; seven Technical Advisory Committee (TAC) meetings; two public open houses and one listening booth at the Sprout Farmers Market; targeted outreach with local community service organizations and Planning Commission, City Council and Lane County Board of Commissioners public hearings and work sessions .

As part of the Comprehensive Plan Amendment process, public notice of this Planning Commission public hearing was sent to the interested parties list and published in the

December 6<sup>th</sup>, 2013 issue of the Register Guard. Notice will be published again prior to the City Council public hearing. The notice invited public input and included the phone number of a contact person to answer questions. The notice also included the address of the City's webpage where the entire draft of the proposed 2035 TSP could be viewed. As a result of this extensive public involvement process, the proposed Metro Plan amendment meets the requirements of Goal 1.

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

This goal outlines the land use planning process and policy framework.

Finding: This amendment to the Metro Plan is being undertaken to create the TSP in a manner consistent with current conditions and citizen values. The amendment to the Metro Plan to include the 2035 Springfield TSP is being processed as a Type II procedure, which requires any applicable statewide planning goals, federal or state statutes or regulations, Metro regulations, comprehensive plan policies, and City's implementing ordinances be addressed as part of the decision-making process. Upon adoption, this Springfield 2035 TSP will replace TransPlan (amended 2002) as Springfield's local TSP. Because TransPlan will still serve as the Regional Transportation System Plan (RTSP) until the RTSP is updated (per the LCDC work plan), the adopted performance measure in TransPlan will still be applicable to Springfield. Once the Envision Eugene strategies, Eugene's multimodal projects and LTD's final transit network are included in the LCOG travel demand model, both cities and the region can evaluate key performance statistics, such as VMT per capita and mode split to establish appropriate performance standards that allow the cities and the region to monitor over time progress toward this TPR criteria. Through the Springfield TSP planning process, it has become clear that an update of performance measures need to occur at the regional level (through the RTSP update process) to fully assess compliance with the TPR VMT reduction requirements and to address, if necessary, performance measure objectives. The Springfield TSP's consistency with TransPlan, and thus its performance measures are addressed throughout this report.

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 the City's first independent TSP. All noticing requirements have been met. All applicable review criteria have been addressed within this staff report; 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 the 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 amendment does 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, this Metro Plan amendment is 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 amendment does 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. As a result, the proposed Metro Plan amendment is 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 amendment does not alter the City’s acknowledged land use programs regarding water quality and flood management protections. The City is currently a participant in the National Flood Insurance Program administered by the Federal Emergency Management Agency. The amendment does not alter the City’s participation. As a result, the proposed Metro Plan amendment meets 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 Springfield 2035 Transportation System Plan includes 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 recently updated Parks Master Plan and would provide improved access to a variety of destinations within the planning area. Some individual off-street path projects, such as the Glenwood Riverfront Path, meet a recreational need in addition to a transportation need. The proposed Metro Plan amendment is 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 does not alter the City’s compliance with Goal 9. The amendment seeks to provide a multi-modal transportation system to meet the needs of the community into the future, including accommodating economic growth. The amendment is 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 does not alter the City’s compliance with Goal 10. This Metro Plan amendment seeks to provide a multi-modal transportation system to meet the needs of the

community into the future, including accommodating its housing needs. The proposed Metro Plan amendment is 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, *TransPlan*. This amendment will update the transportation element of the Metro Plan by replacing *TransPlan* as the locally adopted TSP. As a result, this amendment to the Metro Plan is 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 amendment adopts the Springfield 2035 Transportation System Plan, which was completed following the rules outlined in the Transportation Planning Rule. As a result, the adoption of this Metro Plan amendment to include the Springfield 2035 Transportation System Plan is 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;	<p>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.</p> <p>The TSP was developed in collaboration with ODOT to ensure consistency with the Oregon Highway Plan, with Lane County to ensure consistency with the County TSP, and with LCOG to ensure consistency with <i>TransPlan</i>. As noted above, despite the difference in horizon years, the total population and total employment used in the identification of needs of <i>TransPlan</i> and Springfield's TSP are consistent, therefore the outcome forecasts of these efforts are consistent. Other findings of specific consistency with <i>TransPlan</i> (the Transportation Element of the Metro Plan which serves as the Regional TSP) are noted later in this report.</p>

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
(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 TSP Stakeholder Advisory Committee (SAC) and Technical Advisory Committee (TAC) 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 requirement that mass transit, transportation, airport and port districts adopt a plan consistent with the requirements of this section.	The TSP TAC included representatives from Lane Transit District (LTD).
<b>660-012-0016 Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas</b>	
(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.	The City of Springfield has been a part of LCOG's Regional Transportation Plan (RTP) Process. The RTP is done, and will be updated when Springfield, Eugene, and Coburg adopt their City TSPs.
<b>660-012-0020 Elements of TSPs</b>	
(2) The TSP Shall include the following elements (a) A determination of transportation needs as provided in OAR 660-012-0030	Transportation needs are included in Appendix C, No Build Analysis and Appendix D, 20-year Needs Analyses.

TPR Requirements	Springfield TSP Compliance
<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 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>Chapter 5 of the TSP outlines the functional classification system. This classification identifies all arterials, collectors and local roadways to meet year 2035 needs. The classification system in the TSP maintains the existing classifications of the state and regional facilities within the City. No changes to the classifications included in the Oregon Highway Plan, Lane County TSP, nor TransPlan are needed to adopt the functional classification plan in Springfield's TSP. Chapter 5 also includes access management and connectivity guidelines. These guidelines are consistent with OHP and Lane County standards, as documented in Chapter 5. Further, the only new roadways proposed that connect to state facilities occur along Franklin Boulevard within the Glenwood Mixed Use neighborhood. The design of the roadways within this corridor is currently the subject of a NEPA process that is being conducted with ODOT and FHWA. This ensures consistency with state and federal guidelines. Additionally, a jurisdictional transfer is in the final stages of completion for Franklin Blvd, after which time ODOT will transfer jurisdiction to the City of Springfield. As noted in Springfield Development Code (SDC) section 4.2-105 et seq, the City also currently meets (b) by requiring bicycle and pedestrian facilities on new collectors and arterials. Roadway standards will be updated subsequent to the TSP update. The intent of the new street standard update is to reanalyze needs of all travel modes and provide greater design flexibility when constructing streets.</p> <p>Arterial and collector standards will continue to include space for sidewalks and bicycle lanes. The standards for the layout of local streets address extensions of existing streets, connections to existing or planned streets, or connections to neighborhood destinations planned within the 20-year TSP timeline.</p> <p>Current local access management guidelines for Springfield are provided in SDC 4.2-120. These standards define how access to local streets needs to occur, including providing specific spacing requirements between driveways and intersections. Section 4.2-105 provides direction for placement of public streets and relates back to overall planning in the local TSP. These guidelines, as currently written, meet requirements set forth in (b).</p>



TPR Requirements	Springfield TSP Compliance
<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>Multimodal improvement projects in Chapter 5 include planned transit lines and stops. Volume 3, Appendix B, Existing conditions inventory and analyses describes existing transit routes, stops, frequency, and park-and-ride locations.</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 of ORS 366.514;</p>	<p>Chapter 4 transportation planning toolbox includes a toolbox for enhancing and increasing non-auto travel modes for bicycle and pedestrian route networks. Chapter 5 includes multi-modal improvement projects with projects to enhance the bicycle and pedestrian network routes in the City.</p>
<p>(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;</p>	<p>Chapter 5 of the TSP includes rail, air, pipeline, and surface water transportation plans. Volume 3, Appendix B, Existing Conditions Inventory and Analysis includes the location of air, rail, water, and pipeline existing conditions which identifies where major facilities are located within the City.</p>
<p>(f) For areas within an urban area containing a population greater than 25,000 persons a plan for transportation system management and demand management;</p>	<p>Chapter 4 Transportation Planning Toolbox includes Transportation System Management and Demand Management sections. Springfield TSP Goal 2 and supporting policies in Chapter 2 also address transportation system management and demand management. The existing SDC provides direction on Transportation System Management and TDM. For example, SDC 4.2-155 addresses Pedestrian Trails in Springfield. The City of Springfield currently meets (f) through SDC 4.2-100 et seq. as well as standards set forth in the City's <i>Engineering Design Standards and Procedures Manual</i>.</p>

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
<p>(g) A parking plan in MPO areas as provided in OAR 660-012-0045(5)(c)</p>	<p>TSP chapter 2, Goals and Policies, includes Policy 2.6 and a supporting action item. Additional guidance for parking requirements and future parking requirement updates in Springfield are located in Chapter 5 (Transportation Plan) of the Springfield TSP. Springfield currently implements parking requirements through parking regulations in SDC 4.6-100 et seq.</p>
<p>(h) Policies and land use regulations for implementing the TSP as provided in OAR 660-012-0045;</p>	<p>The TSP Implementation and Policy language section includes policies, action items and a Development Code change outline to implement the TSP. TSP volume 2 includes the full text of the implementing ordinances, as well as SDC citations which will be evaluated for updating after the TSP is adopted. While the existing SDC meets TPR standards, a full update will implement the updated policies found in Chapter 2 of the TSP. This SDC update process will include stakeholder and public outreach, and will likely take place immediately after adoption of this TSP. The existing SDC links requirements to the local TSP, such as in 4.2-105 (A), where it directs street alignments to those planned in the local TSP.</p>
<p>(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.</p>	<p>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.</p>
<p>(a) An inventory and general assessment of existing and committed transportation facilities and services by function, type, capacity and condition:</p> <p>(A) The transportation capacity analysis shall include information on:</p> <p>(i) The capacities of existing and committed facilities;</p> <p>(ii) The degree to which those capacities have 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>Volume 3, Appendices B and C include an inventory and general assessment of existing and committed transportation facilities and services by function, type, capacity, and condition.</p>

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
(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;	Chapter 5, the transportation plan includes a system of planned transportation facilities, services, and major improvements.
<b>660-012-0025 Complying with the Goals in Preparing TSPs</b>	
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.	In process; to be completed in the adoption process by the City
(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.	Specific findings are contained in this Staff Report to be adopted subject to City Council and Lane County Board approval.
<b>660-012-0030 Determination of Transportation Needs</b>	
(1) The TSP shall identify transportation needs relevant to the planning area and the scale of the transportation network being planned including: (a) State, regional, and local transportation needs; (b) Needs of the transportation disadvantaged; (c) Needs for movement of goods and services to support industrial and commercial development planned for pursuant to OAR 660-009 and Goal 9 (Economic Development).	Volume 3, Appendices B and C, Existing Conditions Inventory and Analyses and the No Build Analyses include a determination of transportation needs in the planning area including state, regional, and local transportation needs. Additionally, the needs of transportation disadvantaged and goods movement to support industrial and commercial development are considered. Reference: Policy 1.4 and demographic analysis in Existing conditions report.
(3) Within urban growth boundaries, the determination of local and regional transportation needs shall be based upon: (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 (b) Measures adopted pursuant to OAR 660-012-0045 to encourage reduced reliance on the automobile.	Volume 3, Appendix D, 20-year Needs Analyses includes population and employment forecasts that are consistent with the Comprehensive Plan and with a 20 year analysis. The Springfield TSP includes bicycle, pedestrian, transit, and multi-use path policies and projects that will help reduce reliance on the automobile. Springfield currently meets these requirements through standards found in SDC 4.2-100 et seq. For example, SDC section 4.2-105 (A)(1)(a)(ii) states, the layout of streets shall not create excessive travel lengths, particularly for pedestrians and cyclists. Another example is SDC 4.2-160 (A) "Accessways allow pedestrians and bicyclists convenient linkages to adjacent streets, residential areas, neighborhood activity centers... Accessways shall be dedicated as public right-of-way during the development review process." Additional requirements may be added to the SDC after the Springfield TSP is adopted.

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
<p>(4) In MPO areas, calculation of local and regional transportation needs also shall be based upon accomplishment of the requirement in OAR 660-012-0035(4) to reduce reliance on the automobile.</p>	<p>The TSP policies in Chapter 2, the transportation planning toolbox and the recommended projects in Chapter 5 are all based on the premise of reducing reliance on the automobile in the future. The majority of the recommended projects are either transit, new off-street pedestrian and bicycle facilities, and/or upgrades to existing streets to add pedestrian and bicycle features. There are very few projects aimed solely at facilitating motor vehicle mobility. Further, the city is exploring alternative mobility standards at key locations to reduce the need for and impact of roadway improvement projects on state facilities.</p> <p>In addition, the land use allocation of jobs and households that serves as the basis for the LCOG travel demand model focusses the majority of the growth in key redevelopment opportunity areas within the City, such as the Glenwood Riverfront Area, Downtown, Gateway, and Jasper-Natron. Noted in TransPlan as nodal areas, these areas are intended as mixed use, high density environments that will require a robust pedestrian, bicycle and transit infrastructure. Once the Envision Eugene strategies, Eugene's multimodal projects and LTD's final transit network are included in the LCOG travel demand model, both cities and the region can evaluate key performance statistics, such as VMT per capita and mode split to determine if these new analyses and project mixes meet the TPR VMT reduction requirements and, if not, affirm existing performance standards or establish appropriate new performance standards that allow the cities and the region to monitor progress toward this TPR criteria through the planning horizon.</p>
<b>660-012-0035 Evaluation and Selection of Transportation System Alternatives</b>	
<p>(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:</p>	<p>Volume 3, Appendix E, Alternatives Evaluation Process includes consideration and evaluation of potential impacts of system alternatives.</p>
<p>(a) Improvements to existing facilities or services;</p>	<p>Improvements to existing facilities and services were considered before new facilities, and are high priorities in this TSP for all modal elements.</p>
<p>(b) New facilities and services, including different modes or combinations of modes that could reasonably meet identified transportation needs;</p>	<p>All new facilities were evaluated based on their ability to include all modes or combinations of travel modes to meet identified transportation needs.</p>
<p>(c) Transportation system management measures;</p>	<p>Chapter 4 Transportation Planning Toolbox includes Transportation System Management measures</p>

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
(d) Demand management measures	Chapter 4 Transportation Planning Toolbox includes Transportation Demand Management measures
(e) A no-build system alternative required by the National Environmental Policy Act of 1969 or other laws.	Volume 3, Appendix C, No Build Analyses documents the “no-build” system alternative.
(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;	Volume 3, Appendices C No Build Analyses and D, 20-year needs analyses document the anticipated land uses and the TSP projects include 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 including the State Implementation Plan under the Federal Clean Air Act and the State Water Quality Management Plan;	The TSP system and network of improvements includes consideration of environmental and ecological impacts, such as nearby wetlands, which informed facility type and alignment decisions. The TSP includes projects and policies to support modes other than the single-occupancy vehicle to help reduce transportation related air-quality impacts.
(c) The transportation system shall minimize adverse economic, social, environmental and energy consequences;	The TSP system and network of improvements includes consideration of minimizing economic, social, environmental, and energy consequences.
(d) The transportation system shall minimize conflicts and facilitate connections between modes of transportation; and	The multimodal projects 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.	The transit, bicycle, pedestrian multi-modal project ideas increase transportation choices to reduce reliance on the automobile.

TPR Requirements	Springfield TSP Compliance
<p>(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.</p>	<p>As previously noted, the 2002 TransPlan will still serve as the Regional Transportation System Plan (RTSP) for Eugene and Springfield until the new RTSP is adopted. An updated RTSP is being worked on through a regional process as outlined in a work plan agreed to with the Land Conservation and Development Commission. This regional process will enable the full effect of Springfield's policies and priorities, the City of Eugene's Envision Eugene strategies and multimodal projects and LTD's final transit network to be appropriately represented within the LCOG travel demand model. At that time, both cities and the region can establish and evaluate key performance statistics to replace and/or supplement those included in TransPlan that allow the cities and the region to monitor over time progress toward this TPR criteria. Although the horizon years for Springfield's TSP and the RTP are different than that of TransPlan, the total population and employment estimates, upon which the recommended multimodal projects and policies in the TSP are based, are consistent. Detailed information received from LCOG provides the following information:</p> <ul style="list-style-type: none"> <li>• The 2002 TransPlan modeled year 2020 total Population estimates for the Metro Area as 325,400; year 2025 total population was forecast as 351,263. The Springfield TSP is based on a total population for the Metro Area of 316,452 people, less than that of TransPlan.</li> <li>• The 2002 TransPlan modeled year 2020 covered employment of 164,100 jobs; year 2025 forecasts reflect 176,004 jobs. The Springfield TSP accounts for only 164,110 in the region.</li> </ul> <p>Based on these population and employment forecast comparisons, it can be concluded that the travel demand forecasts associated with the needs, projects, and policies identified in the 2035 Springfield TSP are less than the 2025 TransPlan travel demand forecasts. As a result, from an operational forecast standpoint, the 2035 Springfield TSP is consistent with TransPlan and can serve as the benchmark for meeting this criterion until such a time that the ongoing regional process is complete.</p>

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
<p>(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 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.</p>	<p>As previously noted, TransPlan will still serve as the Regional Transportation System Plan (RTSP) for Eugene and Springfield until the new RTSP is adopted. Further as discussed in 660-012-0035(4), the needs, projects, and policies identified in the Springfield TSP are consistent with TransPlan population and employment projections and therefore the TSP is consistent with TransPlan. Thus, TransPlan can serve as the benchmark for meeting this criterion until such a time that the ongoing regional process is complete. Until the new RTSP is adopted, Springfield is still held to the adopted performance standards in TransPlan (acting as the RTSP) and nothing in the 2035 Springfield TSP will inhibit or discourage continued achievement of the 2002 TransPlan performance objectives.</p>
<p><b>660-012-0040 Transportation Financing Program</b></p>	
<p>(1) For areas within an urban growth boundary containing a population greater than 2,500 persons, the TSP shall include a transportation financing program.</p>	<p>Chapter 6 Funding and Implementation identifies funding for transportation projects. Full documentation of the financing plan is included in Volume 2, Detailed Cost Estimates and Funding Analyses.</p>
<p>(2) A transportation financing program shall include the items listed in (a)-(d):</p>	
<p>(a) A list of planned transportation facilities and major improvements;</p>	<p>Chapter 5 includes a list of planned transportation facilities and major improvements in the multimodal improvement projects section</p>
<p>(b) A general estimate of the timing for planned transportation facilities and major improvements;</p>	<p>Chapter 5 organizes the multimodal improvements into general time frames</p>
<p>(c) A determination of rough cost estimates for the transportation facilities and major improvements identified in the TSP; and</p>	<p>Chapter 6 Funding and Implementation includes planning level cost estimates for the 20-year needs. Full documentation of the cost estimates is included in Appendix, Detailed Cost Estimates and Funding Analyses.</p>

<b>TPR Requirements</b>	<b>Springfield TSP Compliance</b>
<p>(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.</p>	<p>As previously noted, TransPlan will still serve as the Regional Transportation System Plan (RTSP) for Eugene and Springfield until the new RTSP is adopted. Per the findings in 660-012-0035(4) and (7), the needs, projects, and policies identified in the Springfield TSP are consistent with TransPlan population and employment projections and therefore the TSP is consistent with TransPlan. Thus, TransPlan can serve as the benchmark for meeting this criterion until such a time that the ongoing regional process is complete. Until the new RTSP is adopted, Springfield is still held to the adopted performance standards in TransPlan (acting as the RTSP). Further, the TSP policies in Chapter 2, the transportation planning toolbox and the recommended projects in Chapter 5 are all based on the premise of reducing reliance on the automobile in the future in support of this criteria. The majority of the recommended projects are either transit, new off-street pedestrian and bicycle facilities, and/or upgrades to existing streets to add pedestrian and bicycle features. There are very few projects aimed solely at facilitating motor vehicle mobility. Further, the city is exploring alternative mobility measures at key locations to reduce the need for and impact of roadway improvement projects on state facilities.</p>
<p>(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 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>Chapter 6, Funding and Implementation includes the 20-year estimated revenue stream, along with potential funding sources. More detailed information is in Volume 2, Appendix II, Detailed Cost Estimates and Funding Analyses.</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>Volume II, Appendix E, of the TSP includes a detailed description of the evaluation criteria used to select future transportation projects in Springfield. The Projects in the TSP include the ability to phase.</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 adoption of the City of Springfield 2035 Transportation System Plan does 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 is direction to plan, fund, and develop a multi-modal transportation system that meets the needs of the community and region. The City of Springfield 2035 Transportation System Plan includes facility improvements, both on-street and off-street, intended to provide improved connectivity for pedestrians and bicyclists. The facilities would 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. The amendment is 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: The City is currently in compliance with Goal 14. While the City is currently in the midst of creating a 2030 Plan (comprehensive plan) which may include future UGB expansion areas, this TSP update is for the *existing Springfield UGB* and does not address any future UGB expansion areas that may occur. If expansion areas are eventually approved, the Springfield 2035 Plan will need to be updated to include those areas. The City also has a signed Urban Planning Area Agreement and Urban Services Agreement as required by ORS 195.065 and ORS 197. The adoption of the Springfield 2035 Transportation System Plan does not alter the City's compliance with Goal 14. The amendment updates the transportation section of the Metro Plan through incorporating the Springfield 2035 Transportation System Plan. The Springfield 2035 Transportation System Plan ensures compliance with Oregon Administrative Rule 660-012, which governs transportation system development in the state and requires conformance with the Regional Transportation Plan. The amendment is consistent with this goal.

***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.

Findings: Nearly all of projects in the Springfield 2035 Transportation System Plan are located outside of the Willamette River Greenway area. Individual transportation projects which are located in the Willamette River Greenway, such as the Glenwood Riverfront Path project, are required to conduct an individual analysis of Goal 15 compliance during the project development phase of work. The proposed amendment is 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 amendment.

**CONCLUSION:** Based on the analysis above, the proposed amendment is consistent with the applicable Statewide Planning Goals.

**(b) Adoption of the amendment must not make the Metro Plan internally inconsistent.**

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, and (H) Parks and Recreation Facilities Element. Findings for relevant policies from each element are provided below. Applicable Metro Plan policies are italicized.

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 policies 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).
- Policy 2.3: Expand existing Transportation Demand Management (TDM) programs related to carpooling, alternate work schedules, walking, bicycling, and transit use in order to reduce peak hour congestion and reliance on SOVs.
- Policy 2.5: Coordinate with Lane Transit District (LTD) to increase the transit system’s accessibility and convenience for all users, including the transportation-disadvantaged population. (NOTE Action 2: Monitor and adjust bus stop locations as needed to support surrounding land uses and provide more efficient and safe service).
- 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. (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 and policies are examples of consistency between the Springfield 2035 TSP and relevant Metro Plan policies. The proposed amendment 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 amendment is consistent with this Metro Plan Element.

Finding:

*B. Metro Plan Economic Element*

The Economic Element of the Metro Plan 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 amendment will further support and enhance the Metro Plan’s Economic Element through strengthening freight mobility

and further supporting freight infrastructure. The TSP will also provide a greater range of transportation options for businesses and employees. Other supporting policies listed above will enhance the on and off-street parking system to promote economic development. The proposed amendment is consistent with this Metro Plan Element.

It should be noted that the Springfield Council has provisionally adopted a Springfield specific Economic Opportunity Analysis and a separate Commercial and Industrial Buildable Lands study. These documents, when finally adopted will constitute a new Economic Element of the Springfield Specific 2030 Plan. Those documents confirm the continued viability of the Metro Plan Economic 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 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 amendment 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 2035 will strive to reduce vehicle-related greenhouse gas emissions and look at alternative energy infrastructure. The proposed amendment is 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.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 policies 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 amendment will further support and enhance the Metro Plan's Willamette River Greenway, River Corridors, and Waterways Element through by providing improved access to waterways by implementing projects such as the planned Glenwood

Riverfront Collector and the Glenwood Riverfront Path (identified in Chapter 5 of the TSP). The proposed amendment is 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 policies 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 amendment will further support and enhance the Metro Plan’s Environmental Design Element by providing greater flexibility in future street design. The TSP will also enhance the pedestrian environment for new and redeveloped properties, creating a more livable community. The proposed amendment is 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, 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. The Springfield 2035 TSP is the City's first independent TSP. To that extent it replaces TransPlan as the source of policy guidance on local transportation actions. As noted earlier in this report, TransPlan will still remain as the RTSP for Springfield and other local jurisdictions until the RTSP update is finalized. Local and regional jurisdictions in the Central Lane Metropolitan Planning Organization (MPO) have been and are continuing to go through this RTSP process according to the agreed to work plan developed between the MPO partner agencies and with LCDC. Once adopted, the new Springfield 2035 TSP will guide local transportation decision making through its goals and policies. As previously noted, the Springfield TSP supports the TransPlan (RTSP) alternative performance measures consistent with TransPlan acting as the City TSP, until such time as new performance measures are adopted through the RTSP update process now underway.

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.

Because all of the Metro Plan Transportation Element goals and policies are relevant to this Springfield 2035 TSP, they are hereby incorporated into these findings by reference. However, 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.*

TransPlan policies were used as a starting point for creating the Springfield 2035 TSP. TransPlan policies are arranged into 10 different policy categories, including: Land Use; TDM; TSI System-Wide; TSI Roadway; TSI Transit; TSI Bicycle; TSI Pedestrian; TSI Goods Movement Policies; TSI Other Modes Policies; and, Finance. The Springfield 2035 TSP planning process simplified these overall categories by creating four overarching goals that cover all of these previous TransPlan policy categories. For example, the connection between land use and transportation planning is noted in Policy 1.3 (see further description below). The Springfield 2035 TSP expands upon the TransPlan policy set and provides more specific local direction on creating a true multi-modal transportation system in Springfield.

The Springfield 2035 TSP contains multiple goals and policies which support these Metro Plan/TransPlan policies. 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 2.3: Expand existing Transportation Demand Management (TDM) programs related to carpooling, alternate work schedules, walking, bicycling, and transit use in order to reduce peak hour congestion and reliance on SOVs.
- Policy 2.10: The City of Springfield values a safe and efficient travel experience for bicycle, pedestrian, transit, freight and auto travel. It is the intent of the city to balance the needs of these modes through creation of a multi-modal LOS methodology for all modes and to facilitate and encourage intermodal connections where most appropriate. Multi-modal LOS generally is reflective of the following:
  - Transit –LOS is based on a combination of the access, waiting, and ride experience, as well as travel time, frequency, safety, and reliability.
  - Bicycle –LOS is a combination of the bicyclists' experiences at intersections and on street segments in between the intersections. Safety is also a consideration.
  - Pedestrian - LOS is based on a combination of pedestrian experience, density of land use and other factors including efficiency, safety and pedestrian comfort level.
  - Auto –LOS is based on a combination of travel time, delay, stops, safety and queues.
  - Freight –LOS is based on a combination of travel time, delay, stops, safety and queues.

- Intermodal –LOS is based on an evaluation of the frequency and convenience of connections between different travel modes.
- 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).
- 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 the Metro Plan / TransPlan Transportation Element policies. The proposed amendment will further support multi-modal transportation and its nexus to mixed use development. The proposed amendment is 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 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 the directly relate to the 2035 Springfield Transportation System Plan. However, some TSP multiuse path projects overlap with those in the recent update to the Willamalane Parks Comprehensive Plan, such as the Weyerhaeuser Haul Road path. The planning for this and other similar projects has 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.

This Metro Plan amendment does not alter compliance with the Parks and Recreation Facilities Element of the Metro Plan, and is 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. This Metro Plan amendment does not alter compliance with the Historic Preservation Element of the Metro Plan, and is consistent with this Metro Plan Element.

Finding:

*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 policies 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 amendment 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 TSP will also enhance the pedestrian environment for new and redeveloped properties, creating a more livable community and support mixed uses with high frequency transit. The proposed amendment is consistent with this Metro Plan Element.

Finding:

*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 analysis above, the proposed amendment is consistent with the Metro Plan.



Exhibit 'B'

City of Springfield

2035 Transportation System Plan  
*DRAFT*

City of Springfield  
225 5<sup>th</sup> Street  
Springfield, OR 97477

January 17, 2014

DRAFT





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## Volume 3

- Appendix A Plans and policies review
- Appendix B Existing conditions inventory and analyses
- Appendix C No Build analyses
- Appendix D 20-year needs analyses
- Appendix E Alternatives evaluation process
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# Acronyms and abbreviations

2035 TSP	<i>Springfield 2035 Transportation System Plan</i>
AASHTO	American Association of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
COPR	Central Oregon and Pacific Railroad
DLCD	Oregon Department of Land Conservation and Development
EWEB	Eugene Water and Electric Board
FTN	Frequent Transit Network
HSIP	Highway Safety Improvement Program
I-5	Interstate 5
LCDC	Land Conservation and Development Commission
LID	Local Improvement District
LOS	level of service
LTD	Lane Transit District
<i>Metro Plan</i>	Springfield's current comprehensive planning document, 2004 update
MPO	Metropolitan Planning Organization
<i>MUTCD</i>	<i>2009 Manual of Uniform Traffic Control Devices</i>
NTM	Neighborhood Traffic Management
ODOT	Oregon Department of Transportation
<i>OHP</i>	<i>Oregon Highway Plan</i>
OR 126	Oregon State Highway 126
ORS	Oregon Revised Statutes
OTP	<i>Oregon Transportation Plan</i>
RRFB	rectangular rapid flashing beacon
<i>RTP</i>	<i>Regional Transportation Plan</i>
<i>RTSP</i>	<i>Regional Transportation System Plan, currently being updated</i>
SAC	Stakeholder Advisory Committee
SDC	Systems Development Charge
SOV	single-occupancy vehicle
STIP	State Transportation Improvement Program
TAC	Technical Advisory Committee
TAP	Transportation Alternatives Program
TDM	Transportation Demand Management

TGM	Transportation and Growth Management
TIF	Tax Increment Financing
TPR	Transportation Planning Rule
<i>TransPlan</i>	Joint Transportation System Plan for Eugene and Springfield, last amended in 2002
TSM	Transportation System Management
<i>TSP</i>	<i>Transportation System Plan</i>
UGB	urban growth boundary
UP	Union Pacific Railroad
v/c	volume to capacity

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# Chapter 1: Introduction

The *Springfield 2035 Transportation System Plan (2035 TSP)* meets state requirements for a transportation system plan and is a resource for future transportation decision making. The *2035 TSP* identifies the preferred future multi-modal transportation system and the City's policies related to the transportation system. It also identifies the function, capacity, and location of future facilities, as well as planning-level costs for needed improvements to support expected development and growth and possible sources of funding. This *TSP* provides the City with flexibility as staff, the public, and decision makers prioritize and fund critical transportation investments.

This *TSP* provides:

- A blueprint for transportation investment
- A tool for coordination with regional agencies and local jurisdictions
- Information to ensure prudent and effective land use choices
- Solutions to address existing and future transportation needs for bicycles, pedestrians, transit, vehicles, freight, and rail

The *2035 TSP* is the transportation element of and a supporting document to Springfield's current comprehensive planning document (*Metro Plan, 2004* update) as required by state law. The City updated the *2035 TSP* goals and policies during the planning process and implemented the Goal 12: Transportation element of the *Metro Plan*. The primary purpose of the goals and policies is to guide future transportation related decisions in Springfield. Together with the *Metro Plan*, the *Springfield 2035 TSP* helps the City accommodate new growth, and maintain and rebuild infrastructure over the next 20 years consistent with a long-term vision.



Intersection of Gateway Street and Beltline Road

## Plan overview

This *TSP* identifies the recommended future multi-modal transportation system and the City's policies related to the transportation system.

The recommended set of transportation improvements contained in this Plan are divided into those projects that the City expects to construct in the 20-year planning horizon and those that may not be constructed in this time. Because of uncertainty around transportation funding and land development discussions, some longer-term priority projects could be implemented in the next 20 years.

- **20-year projects** (the *2035 TSP* planning horizon): Projects needed to serve expected transportation growth over the next 20 years. These projects have planning-level cost estimates included in this Plan.
  - **Priority projects:** Higher-cost and scale roadway, urban standards, and pedestrian/bicycle projects that would generally require additional right-of-way.

- **Opportunity projects:** Lower-cost and scale roadway, urban standards, and pedestrian/bicycle projects that would generally not require additional right-of-way and that the City could implement as opportunities arise.
  - **As Development Occurs projects:** Roadway and pedestrian/bicycle projects that the City would generally implement through a partnership between the City, other agencies, and/or private enterprise to support new development or redevelopment.
- **Beyond 20-year projects:** Projects that may be constructed beyond the 20-year planning horizon. These projects do not have planning-level cost estimates included in this Plan.
  - **Study projects:** Projects that need further study and refinement. These projects do not have planning-level cost estimates included in this Plan.
  - **Frequent Transit Network (FTN) projects:** Frequent transit projects that the City has developed through the ongoing metro-wide *Regional Transportation System Plan* process.

## The City's first TSP

In 2001, Eugene and Springfield adopted a shared TSP, *TransPlan* (amended 2002), which guided transportation decisions for both cities inside of a shared urban growth boundary (UGB). In 2006, the Oregon Legislature passed House Bill 3337 requiring the two cities to develop separate UGBs. The State of Oregon's Transportation Planning Rule (TPR) requires Springfield to develop its own TSP, within its own UGB. While the *Springfield 2035 TSP* is an "update" of *TransPlan*, it is the City's first independent TSP.



Cars, buses, bikes, and pedestrians all share the public roadway

The *2035 TSP* ensures the vision for the transportation system meets community needs, communicates the City's aspirations, and conforms to state and regional policies. The City will implement this plan flexibly over time to respond to changes in economic development needs, community values, or regional, state or federal policies. The City will revisit this TSP when conditions change; many cities update their TSPs every five to seven years.

## Regional coordination

To ensure regional consistency as Eugene, Springfield, and Coburg develop their own TSPs, the regional partners, through the Central Lane Metropolitan Planning Organization (MPO), will develop a *Regional Transportation System Plan (RTSP)*. Because mobility needs do not stop at a city border, the RTSP will consider linkages between the cities' and Lane County's transportation systems and ensure that the transportation networks work together. The RTSP will also focus on performance measures that address regional facilities in Springfield. The development of the RTSP, which will replace *TransPlan*, is in process and the MPO will complete it once Eugene, Springfield, and Coburg adopt independent TSPs.

In addition to the state-required *Regional Transportation System Plan (RTSP)*, the Central Lane MPO is also responsible for maintaining a federally required *Regional Transportation Plan (RTP)*. The Central Lane MPO updates the RTP every four years and represents the region's stated transportation investment priorities. The *Springfield 2035 TSP* must be consistent with the RTP.

Throughout the process of developing the *2035 TSP*, the City of Springfield coordinated with the City of Eugene, Lane County, Lane Transit District, Central Lane MPO, and Oregon Department of Transportation (ODOT).

## Transportation project development

This Plan includes projects that will support expected growth in the City. While the Plan does not prioritize projects, the City will prioritize investments through annual updates to the *Capital Improvement Program*. Once the City identifies a project for implementation through the *Capital Improvement Program* and project development begins, the City will conduct project-level planning, public involvement, and engineering to confirm the need, define the project limits and develop a design for the project.

## Public and agency involvement

The public and staff from other partner agencies were extensively involved in the development of the *2035 TSP*. Opportunities for engagement included:

- Project website (including web-based surveys)
- Seven Stakeholder Advisory Committee (SAC) meetings
- Seven Technical Advisory Committee (TAC) meetings
- Two public open houses and one listening booth at the Sprout! Farmers Market
- Targeted outreach with local community service organizations
- Planning Commission, City Council and Lane County Board of Commissioners public hearings, as part of the adoption process

Through these public involvement activities, the City provided the citizens of Springfield with a variety of forums to identify their priorities for future transportation projects. The City's project website (as well as an email list of interested citizens, businesses, City staff, boards/commissions, and agencies) announced public meetings, disseminated information, and solicited input and feedback from the community. In addition, City staff met with the Planning Commission and City Council at each major milestone leading up to the *2035 TSP*.

## Planning context

Opportunities and constraints provided by the physical environment, community vision, City, regional, and state policies, and the current and anticipated financial climate have shaped the *Springfield 2035 TSP*. The sections below describe how these characteristics may influence the implementation of the projects, programs, and policies included in the *TSP*.

### Economic development priority areas

Four areas – Glenwood, Gateway, Downtown, and the Main Street Corridor – represent considerable growth opportunities and significant transportation challenges.

The City is focused on achieving mixed-used development and investing in a multi-modal transportation system that supports transit, walking, and biking in these areas.



## Transportation planning environment

The City of Springfield is located within urban Lane County and is part of the Central Lane MPO area. Springfield's current boundaries are generally defined by the McKenzie River to the north, Interstate 5 (I-5) to the west, the Willamette River to the south, and rural Lane County to the east. Figure 1 presents a map of the Plan area that includes the City of Springfield and sections of unincorporated Lane County that are part of the Springfield UGB. The TPR requires inclusion of these urban unincorporated areas in the *2035 TSP*.

The City of Springfield developed along an east-west spine between the McKenzie and Willamette Rivers. Land use patterns in the City, surrounding areas, and the metro region as a whole are mostly suburban, with relatively low-density residential areas often separated from commercial areas. This development pattern results in heavy travel to and from residential areas during morning and evening rush hours.

The *Springfield 2035 TSP* supports land use strategies to mitigate the strain on the roadways by shortening home-to-work trips, supporting transit service, and making walk/bike trips more practical for working, shopping, and other activities. With Metro Plan's focus on more compact development, significant future residential development is likely to occur in the Glenwood Riverfront District, Jasper-Natron area, and along the Main Street corridor (see Volume 3, Appendix F: *Metro Plan* map).

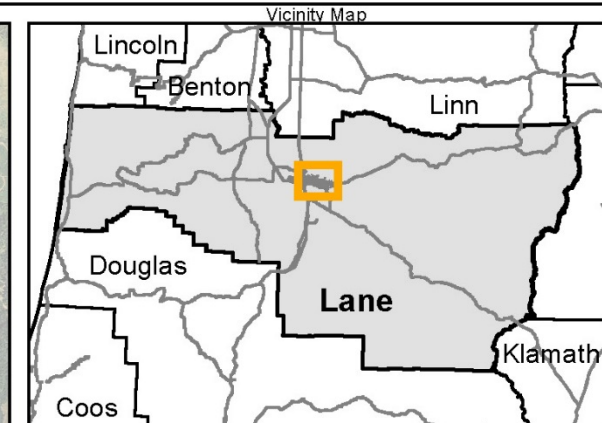
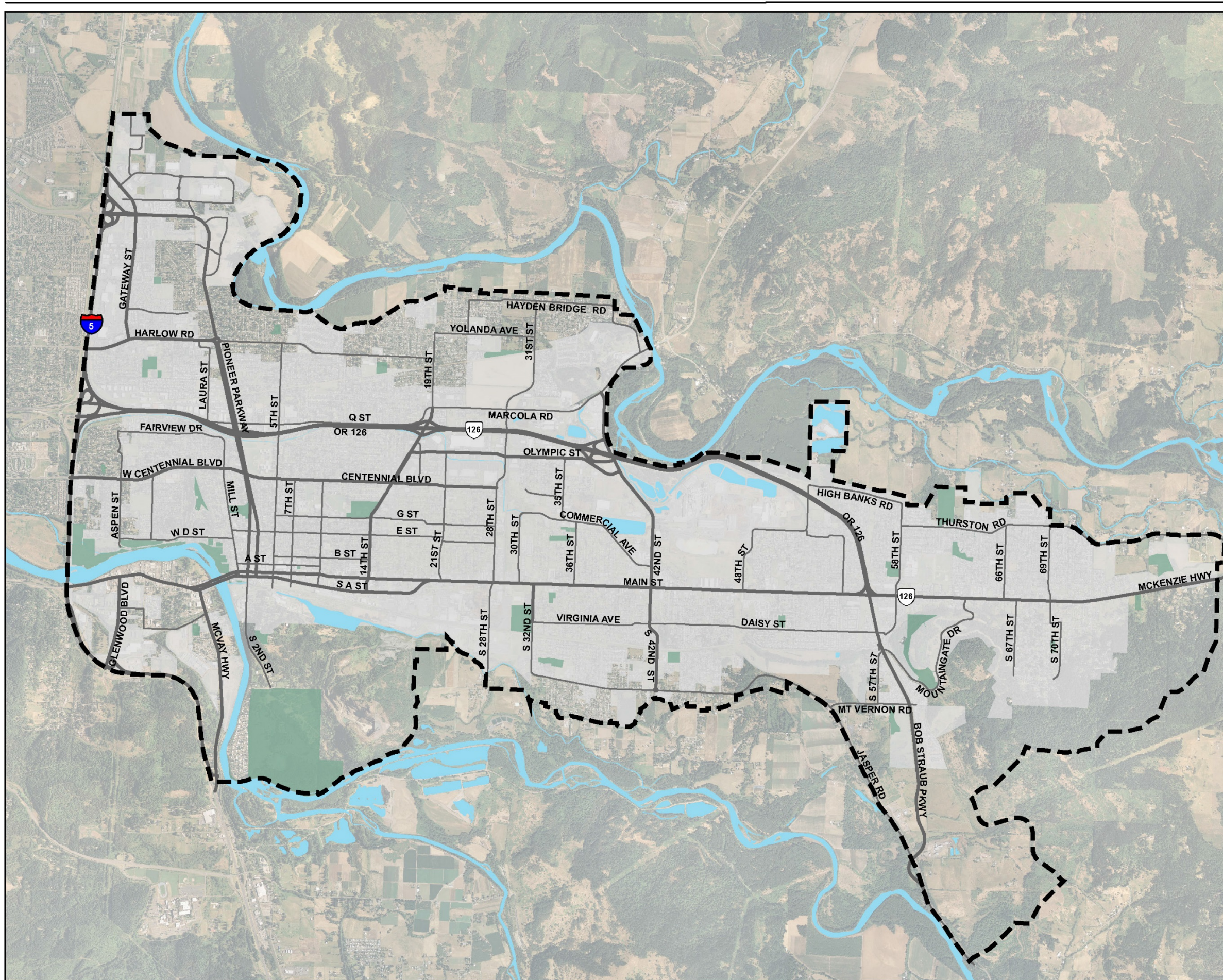
Regional and local travel within Springfield's UGB is shaped by three primary highways: OR 126 Expressway, OR 126 Business Route (Main Street), and Interstate 5 (I-5), which forms the western boundary of the UGB. While these highways provide access to, from, and through Springfield, they also create significant barriers and constraints. ODOT operates and maintains these highways; the City has no direct operational authority over these highways or their interchange ramp areas. OR 126 Expressway and I-5 are both limited access highways. Running the length of the City, OR 126 Business Route (Main Street) provides the primary route for continuous east-west travel in Springfield providing access to hundreds of jobs and homes.

Congestion is commonplace along all of these highways and recorded crash rates on OR 126 Business Route suggest potential safety-related challenges for bicyclists and pedestrians. More information is included in Volume 3, Appendix B: Existing conditions inventory and analysis.







In Springfield, as in the rest of the country, officials, and community members recognize the importance of providing transportation options for local and regional travel and better management of existing facilities. Providing users with non-auto modes and managing existing facilities prior to adding new and/or costly infrastructure reduces congestion, saves money, and provides health benefits for Springfield citizens and visitors. A balanced transportation system with a range of choices that includes both demand and system management techniques can reduce the need for roadway widening projects that can have high costs or significant community impacts.

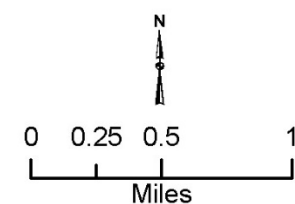


Participants at the first workshop use an interactive mapping tool to list issues and concerns



**Legend**

-  Urban Growth Boundary (TSP Study Area)
-  Arterial
-  Collector
-  City Limits
-  Willamalane Park and Recreation Property
-  Water Body



**FIGURE 1**  
**Transportation System Plan**  
**Study Area**  
 Springfield TSP  
 Springfield, Oregon

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## Financial environment

A combination of federal, state, county, city, and private funds have traditionally supported transportation capital improvements. While this remains the case, the overall funding paradigm at both the state and national levels is currently in flux. The recent national recession, reduction or elimination of federal subsidies for timber counties, state-legislated revenue dedicated to discrete projects, the overhaul of the State Transportation Improvement Program (STIP), and Congress' move away from federal earmarks for infrastructure have all combined to make revenue forecasting an uncertain exercise. Today, as in the past, revenue streams are insufficient to address both the backlog of maintenance and preservation needs across Oregon and the needs of future transportation investments that support the future economic, health, and well-being of its communities.

Given these uncertainties, it is nearly impossible to forecast accurately how much funding is likely to be available for transportation investments and what projects or programs will receive funding. At one end of the financial spectrum, the nation could view future investments in transportation infrastructure as paramount to ensuring America's prosperity. Under this scenario, an infusion of federal transportation funds, unseen since the freeway-building era of the 1950s, could result in a substantial increase in dollars available for state and local projects. This could allow for increased and broader investments in projects that enhance the "active" transportation network as well as those that provide new capacity on the roadway system to benefit freight and private automobile travel. Something similar, although at a much smaller scale, occurred when Oregon received one of the last federal earmarks for the specific purpose of bridge rehabilitation and replacement along the I-5 corridor. The recent Transportation Investments Generating Economic Recovery (TIGER) grant funding is also reflective of this approach.

At the other end of the financial spectrum, the federal government could choose not to invest in transportation infrastructure. Should this be the case, funds available locally from the Highway Trust Fund and other federal funding sources will continue to diminish. This approach will materially affect the ability of state and local governments to make network and system improvements that support all modes of travel.

The most likely financial future for the City, and the nation, lies between these two bookends. It is unclear whether federal, state, and local governments will find the means to reinvest in transportation infrastructure in the future consistent with the vision and priorities in the *Oregon Transportation Plan* (OTP). The level of uncertainty faced by local planners and decision makers is unprecedented in the recent history of transportation planning. Recognizing this context, the *Springfield 2035 TSP* includes the City's best thinking about potential funding sources but acknowledges that adequate funding to implement needed improvements over the next 20 years is unlikely to be available and that predicting the funding streams and types of projects that can be funded is nearly impossible.

It is unlikely that the City will construct every project contained in the *2035 TSP* in the next 20 years. While the *2035 TSP* does prioritize planned projects, the City may choose to advance any of the identified projects as opportunities arise. These opportunities may present themselves as:

- changes in policy or funding at the federal, state, or local level
- local development priorities
- public-private or public-public partnerships

Projects are sorted into a 20-year list versus those that could occur beyond 20-years to allow the City the flexibility to make wise investments consistent with the overall vision contained in the 2035 TSP and to leverage opportunities as they arise. The TSP goals and policies can serve as a guide when making these decisions over the life of the Plan.

## Organization of the 2035 TSP

The *Springfield 2035 TSP* is comprised of a main document (Volume 1) and two volumes of technical appendices (Volumes 2 and 3). A separate Executive Summary was also created.

Volume 1 (this document) is the “final report” and includes items that will be of interest to the broadest audience. It is also the portion of the Plan, which is officially “adopted.” The main volume includes:

- **Chapter 1:** Provides a brief overview of the planning context for the 2035 TSP and the public process that supported its development
- **Chapter 2:** Discusses the goals and policies that express the City’s long-range vision for the transportation system
- **Chapter 3:** Summarizes the process undertaken to develop the 2035 TSP, including the detailed analysis of existing and future conditions and the screening and evaluation of transportation strategies and projects
- **Chapter 4:** Provides a transportation planning “tool box” of principles and strategies that can guide future project implementation
- **Chapter 5:** Includes recommended policy guidelines and standards and multi-modal improvement projects to address existing and forecast transportation needs
- **Chapter 6:** Provides a summary of transportation revenues and expenses, past trends, and forecasts of potential future trends
- **Chapter 7:** Summarizes required changes in the Springfield codes and policies to needed to implement the TSP

Volume 2 includes technical information that directly supplements Volume 1, including the specific implementing ordinances for the 2035 TSP and elements from related plans.

Volume 3 includes the technical memoranda that were prepared in the development of the *Springfield 2035 TSP* as well as the detailed data and analysis used to prepare the final report.



## Chapter 2: Goals and policies

### Creating goals, policies, and action items

The 2035 Transportation System Plan (TSP) goals reflect the community's vision for Springfield's future transportation system and offer a framework for policies and action items. The goals are aspirational and are unlikely fully attained within the 20-year planning horizon.

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.

The action items offer direction to the City about steps needed to implement recommended policies. Not all policies include action items. Rather, action items outline specific projects, standards, or courses of action for the City and/or for its partner agencies to take to implement the TSP. These action items will be updated over time and provide guidance for future decision-makers to consider. Many of the action items respond directly to the needs and deficiencies identified in the TSP (Volume 3, Appendix C: No Build analysis and Appendix D: 20-year needs analysis). Other action items reflect the need for future transportation planning efforts, such as refinement plans, updating ongoing studies, etc.

The City vetted the goals, policies, and action items through an extensive engagement process. Previously adopted goals, objectives, and policies found in the joint TSP for Eugene and Springfield (*TransPlan*; amended 2002) were used as a foundation to begin the update. Staff also incorporated City Council and Planning Commission input from previous work sessions, as well as input from the Stakeholder Advisory Committee (SAC), Technical Advisory Committee (TAC), City staff, and the public to develop goals, policies, and action items. The City revised the goals, policies, and action items several times during the planning process. Specific details of this process are in Volume 3 of this Plan.

#### Goals

**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.

### 2035 TSP goals, policies, and action items

#### 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.
  - **Action 1:** When evaluating needed roadway improvements, consider the economic viability of existing commercial and industrial areas.
- **Policy 1.2:** Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features.
  - **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.
- **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 1.4:** Strive to increase the percentage of bicycle and pedestrian system users by planning, designing, and managing systems to support the needs of diverse populations and types of users, including meeting Americans with Disabilities Act (ADA) needs.
  - **Action 1:** Create a network of bicycle and pedestrian routes and way-finding signage that guides users to destination points.

## 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.

- **Policy 2.1:** Manage the roadway system to preserve safety, longevity, and operational efficiency.
  - **Action 1:** Evaluate, update, and implement access management regulations for new or modified access to the roadway system.
  - **Action 2:** Monitor and adjust signal timing along key corridors as needed to improve traffic flow and safety.
  - **Action 3:** Evaluate and adjust traffic control systems to optimize bicycle travel along strategic bicycle routes.
  - **Action 4:** Coordinate with LTD and Oregon Department of Transportation (ODOT) to provide auto, pedestrian, and bicycle connections to the transit network.
- **Policy 2.2:** Manage traffic operation systems for efficient freight and goods movement along designated freight, truck, and rail routes in Springfield.
  - **Action 1:** Adjust traffic control systems to discourage through truck traffic on residential streets.<sup>1</sup>

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<sup>1</sup> "Residential Streets" are commonly defined as those with a street classification of "local" passing through a residentially zoned area.

- **Action 2:** Coordinate with rail providers to upgrade at-grade rail crossing treatments to improve traffic flow and manage conflict points; create grade-separated rail crossings when possible
- **Policy 2.3:** Expand existing Transportation Demand Management (TDM) programs related to carpooling, alternate work schedules, walking, bicycling, and transit use in order to reduce peak hour congestion and reliance on SOVs.
  - **Action 1:** Coordinate with adopted strategies in the *Regional Transportation Options Plan* to increase opportunities for transportation options in Springfield.
  - **Action 2:** Coordinate with Springfield Public Schools to implement the solutions outlined in Safe Routes to School Action Plans.
- **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.
  - **Action 2:** Prioritize lighting in strategic areas with high pedestrian and bicycle traffic.
- **Policy 2.5:** Coordinate with LTD to increase the transit system's accessibility and convenience for all users, including the transportation-disadvantaged population.
  - **Action 1:** When possible, manage traffic control systems to reduce travel time for transit and other high-occupancy vehicles along key corridors.
  - **Action 2:** Monitor and adjust bus stop locations as needed to support surrounding land uses and provide more efficient and safe service.
  - **Action 3:** Coordinate with LTD to reflect LTD's long-range plans in Springfield's transportation system.
- **Policy 2.6:** Manage the on-street parking system to preserve adequate capacity and turnover for surrounding land uses.
  - **Action 1:** Implement Springfield's adopted *July 2010 Downtown Parking Management Plan*.
- **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.
  - **Action 1:** Modify parking requirements to assure that they are appropriate for land uses. The purpose of this action is to reduce parking requirements to utilize land for economic development.
  - **Action 2:** Consider bike parking recommendations from the 2013 *Regional Bike Parking Study* when updating Springfield's bike parking standards.
- **Policy 2.8** Maximize the use and utility of existing infrastructure through efficient management of traffic control devices.
- **Policy 2.9:** Use motor vehicle LOS standards to evaluate acceptable and reliable performance on the roadway system. These standards shall be used for:
  - Identifying capacity deficiencies on the roadway system.



- Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the Transportation Planning Rule (TPR; Oregon Administrative Rules [OAR] 660-12-0060).
- Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.
- Under peak hour traffic conditions, acceptable and reliable performance is defined as LOS D.
- Performance standards from the *Oregon Highway Plan* (OHP) shall be applied on state facilities in the Springfield metropolitan area and alternative mobility targets will be sought as necessary.
- **Policy 2.10:** The City of Springfield values a safe and efficient travel experience for bicycle, pedestrian, transit, freight, and auto travel. It is the intent of the City to balance the needs of these modes through creation of a multi-modal LOS methodology for all modes and to facilitate and encourage intermodal connections where most appropriate. Multi-modal LOS generally is reflective of the following:
  - Transit –LOS is based on a combination of the access, waiting, and ride experience, as well as travel time, frequency, safety, and reliability.
  - Bicycle –LOS is a combination of the bicyclists' experiences at intersections and on-street **and off-street** segments in between the intersections. Safety is also a consideration.
  - Pedestrian –LOS is based on a combination of pedestrian experience, density of land use, and other factors including efficiency, safety, and pedestrian comfort level.
  - Auto –LOS is based on a combination of travel time, delay, stops, safety, and queues.
  - Freight –LOS is based on a combination of travel time, delay, stops, safety, and queues.
  - Intermodal –LOS is based on an evaluation of the frequency and convenience of connections between different travel modes.
- **Action 1:** Develop and adopt a multi-modal LOS methodology based on stakeholder input and considerations for land use decisions. Policy 2.9 in the 2035 TSP will apply until the new standard is adopted and in areas where the evaluation of a multi-modal LOS is not necessary.
- **Action 2:** Once developed, multi-modal LOS methodology will apply to Gateway, Glenwood, and Downtown and may apply to other specific geographic areas in the future subject to City Council review and approval. The intent of this action is to encourage diverse development types such as more mixed-use development and higher densities in these high-priority economic growth areas of Springfield and to provide a balanced approach to measuring LOS beyond just motor vehicles.
- **Action 3:** Develop a process to allow for alternative means of meeting LOS standards as part of public project development and the land use decision-making process.

### Goal 3: System Design

Enhance and expand Springfield's transportation system design to provide a complete range of transportation mode choices.

- **Policy 3.1:** Adopt and maintain a Conceptual Street Map
  - **Action 1:** Update and maintain the Conceptual Street Map to address transportation system deficiencies, goals, and policies. The Conceptual Street Map should provide flexibility in connecting destination points, while also providing assurance to adjacent property owners to the degree possible.
  - **Action 2:** The Conceptual Street Map will indicate the approximate location of planned "local" classified streets on the adopted map. These "local" streets are not intended to be adopted on the map. Rather, they are shown as reference. Streets classified as collectors and arterials will be adopted on the map and are considered part of the 2035 TSP.
  - **Action 3:** Ensure that land use decisions conform to the Conceptual Street Map.
- **Policy 3.2:** Expand and enhance Springfield's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.
  - **Action 1:** Require bike lanes and/or adjacent paths along new and reconstructed arterial and major collector streets.
  - **Action 2:** Provide bike lanes on collector and arterial streets; provide parallel routes and bike boulevards on adjacent streets where appropriate.
  - **Action 3:** Create frequent bike and pedestrian crossings on wide or high-speed streets using approved design techniques.
  - **Action 4:** Require bike lanes and paths to connect new development with nearby neighborhood activity centers and major destinations. Connectivity should include connecting bike facilities to each other as well as to major destinations.
  - **Action 5:** Install shared-roadway facilities, markings, and/or signage for bicyclists along roadways with slow vehicular traffic. On-street pavement markings and traffic calming measures should be considered along such routes.
  - **Action 6:** Create city-wide bike parking stations in strategic locations such as along major transit routes and in Springfield's central business district.
  - **Action 7:** Design bike transportation routes that separate bicycle traffic from large volumes of fast-moving automobile traffic.
- **Policy 3.3:** Street design standards should be flexible and allow appropriate-sized local, collector, and arterials streets based upon traffic flow, geography, efficient land use, social, economic, and environmental impacts
  - **Action 1:** Conduct a comprehensive review and update of Springfield street standards, and develop code to address transportation system deficiencies, adopted goals, and policies.
  - **Action 2:** Consider effects of stormwater runoff in street design and reduce runoff through environmentally sensitive street designs for new and reconstructed streets.
  - **Action 3:** Incorporate traffic calming measures into street designs and standards where appropriate, considering the needs of emergency services vehicles. Traffic

calming measures should reduce vehicular speeds and bypass traffic while encouraging safe bicycle and pedestrian travel.

- **Action 4:** Integrate pedestrian amenities into street designs that create pedestrian refuges and allow safe and continuous pedestrian travel.
- **Action 5:** Provide mid-block pedestrian crossings where appropriate between major pedestrian destinations and along major pedestrian corridors.
- **Action 6:** Develop criteria in which to evaluate alternative street design concepts.
- **Policy 3.4:** Provide for a continuous transportation network with reasonably direct travel routes to destination points for all modes of travel.
  - **Action 1:** Design new streets to provide a connected grid network, including alleyways, when technically feasible.
  - **Action 2:** Construct sidewalks or other suitable pedestrian facilities along local streets and along urban area arterial and collector roadways, except freeways.
- **Policy 3.5:** Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, freight, and the needs of emergency vehicles when planning and constructing roadway system improvements.
  - **Action 1:** Ensure that current design standards address mobility needs and meet ADA standards.
- **Policy 3.6:** Preserve corridors, such as rail rights-of-way, private roads, and easements that are identified for future transportation-related uses.
- **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.
  - **Action 1:** Update and maintain the *ADA Transition Plan* to address deficiencies in the existing system and to assist in planning for new system improvements.
  - **Action 2:** Utilize safety studies such as the *Main Street Safety Study* and the *City of Springfield Safety Study* to improve pedestrian conditions along major pedestrian corridors.
- **Policy 3.8:** Coordinate the design of Springfield's transportation system with relevant local, regional, and state agencies.
  - **Action 1:** Work with ODOT, Lane County, and LTD to improve pedestrian and bicycle facilities along state highways and major transit routes where appropriate.
  - **Action 2:** Coordinate with Springfield Public Schools to provide key bicycle, pedestrian, and transit facilities near schools to ensure safe, convenient, and well-connected routes to schools.
  - **Action 3:** Partner with LTD to provide frequent transit network<sup>2</sup> connections along major corridors. Frequent transit network should connect to local neighborhood

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<sup>2</sup> The Frequent Transit Network (FTN) represents the highest orders of transit service within the region. The FTN represents corridors where transit service would be provided, but does not presume specific street alignments. Street alignments will be determined in future studies. FTN stops will be located closest to the highest density development within the corridor.

bus service and major activity centers to provide viable alternatives to vehicle trips.

- **Action 4:** Coordinate existing and planned transportation system and land uses with LTD to expand the park-and-ride system where appropriate within Springfield.
- **Action 5:** Coordinate with the Willamalane Park and Recreation District to address bicycle and pedestrian system deficiencies and address new transportation system goals and policies in the *Willamalane Park and Recreation District Comprehensive Plan*, including providing improved connectivity to parks and open space areas.
- **Action 6:** Develop and implement criteria that trigger jurisdictional phasing and transfer of roads, highways, and other applicable transportation facilities.
- **Action 7:** Coordinate with Lane County to ensure transition between rural and urban transportation facilities within the Springfield urban growth boundary (UGB).
- **Action 8:** Coordinate with ODOT and the City of Eugene to ensure regional transportation system connectivity.
- **Policy 3.9:** Support provision of rail-related infrastructure improvements as part of the Cascadia High-Speed Rail Corridor project.
  - **Action 1:** In coordination with agency partners, develop a *Passenger Rail Plan* in support of *Springfield's Downtown District Urban Design Plan*. Areas in Springfield outside of Downtown should be considered, as appropriate.
  - **Action 2:** Further consider regional high speed passenger rail needs coordinated with the *Springfield Downtown District Urban Design Plan* and implementation strategy.
- **Policy 3.10:** When a project includes planning, reconstructing, or constructing new intersections, all intersection control types are to be evaluated including statutory control, sign control, geometric control, and signal control. The City's recommended alternative will be selected primarily on safety and operational efficiency in the context of mobility needs for all users, adjacent existing and planned land uses, access considerations, site constraints, availability of right-of-way, environmental factors, phasing, future needs, safety, construction, and operational costs.

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FTN Corridors will have the following characteristics:

- Enables a well-connected network that provides regional circulation
- Compatible with and supportive of adjacent urban design goals
- Operates seven days a week in select corridors
- Service hours are appropriate for the economic and social context of the area served
- Coverage consists of at least 16 hours a day and area riders trip origins or destinations are within ¼ of a mile-straight line distance
- Frequency is at least every 10-15 minutes in peak travel times
- Speed is no less than 40 percent of the roadway speed limit
- Coverage throughout the region is geographically equitable and serves Title VI protected populations
- Transit service is reliable and runs on schedule
- Transit vehicles are branded
- Transit stations are of high quality with amenities, including bicycle and pedestrian connections to stations and end-of-trip facilities, such as bike parking. Park and rides are provided at key termini.

- **Action 1:** When analyzing the appropriate treatment for a new or reconstructed intersection, the City will consider the needs consistent with policy 3.10.

#### Goal 4: System Financing:

Create and maintain a sustainable transportation-funding plan that provides implementable steps towards meeting Springfield's vision.

- **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*.
  - **Action 1:** Develop criteria that support adopted *2035 TSP* goals and policies and that help prioritize transportation maintenance, preservation, and construction projects.
  - **Action 2:** Give funding priority to bicycle and pedestrian projects that address significant gaps in the network and that provide key linkages to other transportation modes.
  - **Action 3:** Give funding priority to safety actions and operations to maximize use and utility of existing system.
  - **Action 4:** Provide financial incentives, improvements and programs at discretion of City to new and existing local businesses that encourage multi-modal transportation options to employees and/or customers.
  - **Action 5:** Require that new development pay for its proportional capacity impact on the transportation system through ongoing rate updates of Springfield's system development charge and through proportional exactions as part of the land development process.



## Chapter 3: Transportation System Plan process

The *Springfield 2035 Transportation System Plan (TSP)* was developed collaboratively with City of Springfield staff, a Technical Advisory Committee (TAC), and Stakeholder Advisory Committee (SAC). In addition, the Planning Commission and City Council provided policy direction throughout the process. The overall vision developed out of extensive public involvement and with direct input from the TAC, SAC, Planning Commission, and Council. Project staff worked closely with City Council and the public to identify core community values to be included in goals and policies that helped shape the evaluation criteria used to develop the *2035 TSP* project lists. This chapter summarizes the process used to develop and prioritize *2035 TSP* projects as well as the key themes from the needs analysis that framed the development of project ideas.

### Existing and future needs

The *2035 TSP* recommendations are based on input received from the community, City staff, partner agency staff, City policy-makers, a review of existing multi-modal transportation conditions, forecast deficiencies, and a multi-step evaluation of improvement options. Decision-making included both analysis of potential transportation improvement options and a detailed review of relevant state, regional, and local plans and policies. The following sections outline the key findings from the existing and future needs analyses that helped shape the improvement options evaluated.

### Existing conditions analyses

Inventory of the multi-modal transportation system characteristics identified existing needs, opportunities, and constraints. This inventory reviewed all major transportation-related facilities and services within the UGB. Key roadway features, traffic conditions, safety performance, bicycle and pedestrian facilities, and transit service, among other topics, were analyzed. Detailed findings of the technical analysis are summarized in Volume 3, Appendix B: Existing conditions inventory and analysis. Key findings of the analyses include:

- The City is currently working with Point2point Solutions on a regional Safe Routes to School program. As part of these efforts, the City may want to prioritize solutions for the Centennial Road corridor.
- The City and ODOT should continue to prioritize funding and implementation of the pedestrian safety improvements identified along the Main Street corridor.
- Overall, the City has good sidewalk coverage on arterials and collectors. However, improvement of the quality and continuity of these facilities could enhance the walking



A typical roadway (collectors and arterials) in Springfield has multiple lanes of car traffic, a bike lane, and a sidewalk.

and cycling experience within the City. In addition, sidewalk gaps on routes that provide direct access to schools, such as Yolanda Road, are notable deficiencies in the network.

- Approximately half of the City’s arterials and collectors have some form of designated bike facility. Notable gaps include Game Farm Road, sections of Harlow Road, 28<sup>th</sup> Street, 30<sup>th</sup> Street/Commercial and Jasper Road. The Glenwood mixed use area also has minimal bicycle facilities. The most significant gaps are along Franklin and Glenwood boulevards.
- The shared-use path system is an asset to the community for both pedestrian and bicycle travel and recreation. However, connections to and between paths could be improved city-wide. Limited wayfinding at critical points (such as from the I-5 Pedestrian and Bicycle Bridge at Gateway Mall) limits usefulness. A connection between the eastern terminus of the EWEB path and the McKenzie Levee path could expand access to both paths and provide a separated facility to improve east/west travel.
- Existing land uses north of Main Street and west of Thurston present barriers for pedestrians and cyclists. Given the current location of large industrial uses and the OR126 Expressway, pedestrians and cyclists are forced to travel east-west on Main Street, which presents logistical and potential safety challenges. A new multi-use path connection at the oxbow of the McKenzie River, near OR126 Expressway would provide an essential east-west connection north of Main Street.
- The majority of the intersections studied meet applicable performance standards under existing conditions. Five intersections studied would require modification if the performance standards remain as they are today (Laura/Q streets, Pioneer Parkway/OR 126 eastbound, Mohawk Boulevard/OR 126 eastbound ramps, 42<sup>nd</sup> Street/OR 126 westbound ramps, and S 42<sup>nd</sup>/Daisy streets).

## 2035 forecast analysis

Consistent with Goal 2, Eugene and Springfield, Lane County and Lane Council of Governments (LCOG) staff worked collaboratively to estimate year 2035 population and employment growth within the region. This interagency collaboration ensures that the Eugene, Springfield, and Coburg TSP analyses are based on the same fundamental assumptions and that the population and employment forecasts are “coordinated” for compliance with state transportation and land use planning requirements. Table 1 shows the existing and future population and employment estimates for the City of Springfield.

TABLE 1  
Land use estimates

	Year 2010	Year 2035*	Growth
<b>Population</b>	67,683	84,830	17,147 (25%)
<b>Households</b>	28,300	35,490	7,190 (25%)
<b>Employees</b>	29,300	40,240	10,940 (37%)

\*For the purposes of the TSP, land use growth was concentrated only in the existing Urban Growth Boundary (UGB). Although the City is considering possible expansions to the UGB, decisions on whether and/or where to expand the UGB have not been made at the time of adoption of this TSP. The impact of growth occurring outside the existing UGB will be addressed in an update to the TSP once these decisions have been made.

## No Build transportation system assumptions

City of Springfield plans, *TransPlan* and the *Regional Transportation Plan* (RTP) have previously identified a variety of street, pedestrian, bicycle, and transit projects that could be implemented in the future. At this point, there are no guaranteed funding sources for any major projects that will materially affect traveler behaviors and traffic volumes on the City's street network in the future. As such, the No Build assumes that the existing street, pedestrian, bicycle and transit system is in-place in the year 2035.

## Traffic Volume Development

Based on estimates of future job and household growth, LCOG developed traffic volume forecasts for the City's collector and arterial street system, using an "emme" travel demand model. This model is calibrated to actual traffic volume counts recently measured on streets within the City. In addition to land use and street network inputs, the model also relies on information about existing traveler behavior and trip-making characteristics to forecast how people might use the transportation system in the future.

Based on information obtained from LCOG, coupled with measured traffic counts at 44 intersections and roadways within the City, year 2035 intersection and roadway volumes were analyzed using a procedure consistent with guidance from ODOT's Analysis and Procedures Manual (APM).

## No Build analyses

The results of the year 2035 No Build analyses are summarized in Volume 3, Appendix C: No Build analysis. A summary of the key findings include:

- **Glenwood Mixed Use Neighborhood:** Franklin Boulevard, Glenwood Boulevard, and McVay Highway and the primary intersections along these streets are anticipated to experience congestion in the future given the role that they serve in both the regional and local transportation system.
- **42nd Street Corridor:** Five of the seven intersections along this corridor are anticipated to exceed performance standards. Additionally, congestion is projected in the vicinity of OR 126 as well as Main Street.
- **OR 126 Expressway:** This corridor is anticipated to experience congestion throughout much of its length between I-5 and 58<sup>th</sup> Street. This corridor serves as a key east-west route for intracity, intercity, and statewide trips to/from Central Oregon.
- **Main Street (OR 126 Business):** The 42<sup>nd</sup> Street, OR 126, and 58<sup>th</sup> Street intersections are forecast to exceed capacity. In addition, the corridor segments between 21<sup>st</sup> and 48<sup>th</sup> Streets as well as in the vicinity of the OR 126 intersection are anticipated to experience congestion.
- **Centennial Boulevard:** The intersections and corridor are forecast to operate acceptably although the recorded crash history indicates that the corridor experiences higher than typical rear-end crashes, especially between Pioneer Parkway and Mohawk Boulevard.
- **Corridor Strategies:** In addition to projected levels of congestion at intersections and along corridors, the No Build analyses also include the identification of a variety of possible strategies related to improving the walking and cycling environment, improving



connectivity, enhancing freight mobility, improving the efficiency of the existing roadway system (i.e., transportation system management measures) and reducing the need for single occupancy vehicle travel through transportation demand management.

## Evaluation process

Using the existing and No Build opportunities and constraints analysis and input from the public, the team identified potential projects ideas. The multistep process used to screen and evaluate projects is described below.

## Evaluation framework

Early in the 2035 TSP process, the project team worked with the SAC, TAC, Planning Commission, and City Council to develop an evaluation framework. The City translated the draft 2035 TSP policies into evaluation criteria to help determine the relative priority of projects. Table 2 presents the evaluation framework.

TABLE 2  
Evaluation framework

Goal 1. Community development	
1A	Is consistent with community development goals and vision in <i>Metro Plan</i> and the draft <i>Springfield 2030 Plan</i>
1B	Minimizes impacts on natural resources, scenic and historic areas and open spaces as reflected in the City's Goal 5 Resource inventory
1C	Enhances connectivity within and between major activity centers including employment centers, high density residential areas and community resources like major parks
1D	Minimizes negative impacts to existing and future neighborhoods from transportation projects and policies
1E	Reduces greenhouse gas emissions from passenger vehicle travel through provision of services and facilities that reduce reliance on single-occupancy vehicle travel
1F	Minimizes negative impacts to developable and developed commercial and industrial sites
1G	Supports safe and efficient multi-modal access to major developable employment centers, City redevelopment priorities (e.g., Glenwood, Downtown, Gateway and Jasper-Natron), and other key destinations
1F	Maintains the economic viability of existing commercial and industrial areas
Goal 2. System management	
2A	Improves mobility on designated freight, truck and rail routes over no build scenario
2B	Improves mobility for through-traffic on highways and freeways over no build scenario
2C	Manages access on state, county and city roadways toward relevant standards
2D	Supports roadway improvements that provide safe access for all users, regardless of age, ability or mode of transportation
2E	Provides bike and pedestrian connectivity to transit corridors
2F	Provides support for reliable transit service on key routes
2G	Reduces delay at key arterial intersections
2H	Addresses known safety issues

Goal 3. System design	
<b>3A</b>	Closes key gaps in the bike system
<b>3B</b>	Closes key gaps in the pedestrian system
<b>3C</b>	Addresses known safety issues
<b>3D</b>	Supports or enhances ability to implement key state or regional projects/priorities
<b>3E</b>	Promotes intermodal connectivity
<b>3F</b>	Addresses pedestrian and bike connectivity gaps and safety issues that affect key routes to schools (as defined in Safe Routes to Schools programs) and parks
<b>3G</b>	Provides transit, bike, and pedestrian connections to multiuse paths
<b>3H</b>	Reduces trip lengths for all users
<b>3I</b>	Closes key gaps in the roadway system
<b>3J</b>	Closes key gaps in the transit system
Goal 4. System financing	
<b>4A</b>	Prioritizes investments that provide maximum benefit for the associated cost
<b>4B</b>	Considers future operation and maintenance costs in investment choices
<b>4C</b>	Leverage investments in the existing system where the existing system can meet future needs

## Project identification and screening

The City identified potential 2035 TSP projects (project ideas) from a variety of sources, including:

- Existing plans such as the *Regional Transportation Plan* and the *Willamalane Park and Recreation District Comprehensive Plan*
- Planning Commission and City Council work sessions
- TAC and SAC
- City staff
- Community members through online comment maps or at public meetings

Through this process, more than 100 project ideas were identified for further refinement and screening. Five maps illustrated these ideas generally showing different geographic areas of the City. Ideas were grouped into the following general categories:

- Connectivity or multi-modal roadway improvement
- Bicycle or pedestrian improvement
- Transit improvement
- Off-street path improvement
- Safety or congestion improvement
- Ongoing studies
- Intersection or capacity improvement

Initially, “fat lines” graphically represented these project ideas. The ideas were not developed into specific projects. Rather, City staff, the TAC, and SAC discussed the ideas conceptually.

Once a complete initial list of ideas was developed, City staff and the project team screened project ideas based on the following questions:

- Does the project idea address a transportation problem?
- Is the project idea within the control/influence of the City to implement?
- Is the project idea technically and politically feasible?
- Could the project idea be constructed at a reasonable cost?

If the answer to any question was “no,” the project idea was set aside; all others were advanced for further study. The SAC and TAC reviewed the screened set of project ideas.

In addition to this formal screening process, staff eliminated a few projects later in the process because they recognized that a project did not meet one of the evaluation criteria. Generally, this was because more detailed transportation operations analysis showed that a project did not address a transportation need. In addition, staff added a few project ideas later to respond to transportation needs that were not identified initially.

## Project evaluation

The City moved several types of projects forward without applying the evaluation criteria. These projects fell into the following categories:

- Study projects

Frequent transit network projects The team then qualitatively applied the evaluation criteria to the remaining projects, including all urban standards projects, higher cost and scale roadway projects, and higher cost and scale pedestrian and bicycle projects. The team initially considered all evaluation criteria, but the following criteria were most useful in differentiating among projects:

- Impacts to developable parcels, developed properties, and neighborhoods
- Support for new development and redevelopment priorities
- Mobility benefits for freight, through-traffic, and local traffic
- Connectivity for all modes, particularly around major activity centers
- Closing gaps on pedestrian and bicycle routes and improving pedestrian and bicycle routes near major activity centers and schools
- Safety benefits for all users

Using the qualitative evaluation, the team differentiated projects as those that could be implemented in the next 20 years and those that could be implemented beyond the 20-year planning horizon. The SAC, TAC, Planning Commission, and City Council reviewed the results of the evaluation. The outcomes of this process are presented in Chapter 5.



## Chapter 4: Transportation planning tool box

This chapter summarizes a range of transportation-related strategies and solutions for the City to consider as it implements projects and makes policy and financial decisions in the future. The type of solutions included are intended to help the community maximize prior investments in the existing infrastructure, enhance the quality and availability of the pedestrian and bicycle facilities, and plan for the long-term transportation needs of the community.

This “tool box” provides context for the recommended projects included in Chapter 5. The tool box can guide the City as it evaluates projects that were not contemplated at the time the *TSP* was written, and provide tools specifically applicable for the management of local streets and neighborhood traffic issues.

### Tool box

The tool box measures fall into the following categories:

- Land use
- Connectivity of the transportation network
- “Active” transportation (i.e., walking, cycling, and transit)
- Transportation demand management
- Transportation system management and operations
- Intersection control
- Neighborhood traffic management

### Land use

The types and intensities of land uses are important factors influencing travel demand and the way that people get around. Low-density development tends to be linked to high motor vehicle use compared to dense, mixed-use developments, which usually lead to shorter trips and use of a greater variety of modes.

In Eugene and Springfield, these dense, mixed-use neighborhoods are sometimes referred to as “nodes.” The “nodal concept” was accepted by the Land Conservation and Development Commission (LCDC) as a regional measure to reduce vehicle miles traveled in compliance with the 2001 Oregon Transportation Planning Rule (TPR). As described in Springfield’s current comprehensive planning document (*Metro Plan*; 2004 update), the nodal concept calls for mixed-use, pedestrian-friendly developments that increase the density of people and jobs along major transportation corridors to combine a mix of diverse and compatible land uses with public and private improvements designed to be pedestrian- and transit-oriented.

The 2002 update of *TransPlan* identified more than 50 potential neighborhood node sites throughout the Eugene-Springfield metropolitan area. Currently there are about 430 acres of mixed-use zoning in the nodes designated at Riverbend, Mohawk, Marcola Meadows, Downtown, and Glenwood. An additional node is planned for the Jasper-Natron area in southeast Springfield. Implementation Action 2.4 in the 2011 adopted Springfield 2030

*Refinement Plan Residential Land Use and Housing Element* calls for Springfield to increase opportunities for mixed-use nodal development.

Along with the strategies identified below, the City's plans to increase density in these nodes, especially in Glenwood, could move more residences closer to jobs, increase mixed-use development, and help mitigate the strain on east-west streets by shortening home-to-work trips, supporting transit service, and making walk/bike trips more viable for work, shopping, and other activities.

## Connectivity

A well-connected network reduces the need for "out-of-direction travel" while supporting efficient distribution of travelers among multiple travel ways (roads, trails, sidewalks, etc.). Connectivity improvements for bicycle and pedestrian networks are effective enhancements to the transportation system, including improved access to transit. A common example of efficient street connectivity is the traditional grid system, with north-south and east-west streets spaced at generally equal distances.

In Springfield, the existing arterials and collectors, along with topography, natural resources, and land development patterns preclude this type of network on a large scale. However, it is possible to plan for improved connectivity by preserving right-of-way for future connections and prioritizing funding to alleviate existing and future bottlenecks at key crossing locations. In fact, the 2012 *Phase I Glenwood Refinement Plan* calls for establishing a grid block pattern of streets to support redevelopment in the Glenwood Riverfront to provide multi-modal internal circulation, disperse traffic, facilitate walking and biking, orient development to a public realm, and enable clear and direct physical and visual routes between major arterials and the riverfront.

## Enhancing and increasing non-auto travel modes

The following outlines examples of pedestrian, bicycle, and transit improvements that can enhance the quality of travel experience, provide more travel options, reduce the number of automobile trips, and improve overall safety of the transportation system.

### Pedestrian system

Pedestrian facilities enable people to walk (or use mobility devices) safely and efficiently between their homes, work, shopping, schools, and recreational activities. A well-planned pedestrian network includes walkways (sidewalks, mixed-use paths), safe crossing locations, and convenient connections to other modal facilities, such as transit stops.

Sidewalks and multiuse pathways and trails provide the backbone of the walkway and multi-modal facility connections. A variety of pedestrian crossing treatments are available for implementation, each applicable under a different range of factors. Below is a brief description of the various pedestrian crossing types.

### Common terms

**Connectivity** – the roads, trails, sidewalks, etc. that are available and how easy it is to get from place to place; a grid system (like Downtown) is the most connected

**Low-density development** – this type of land use is spread out and usually easier to get around in a car or bus

**Mixed-use development** – a combination of uses nearby one another; such as employment, dining, and housing within walking or biking distance (called nodes or nodal development)

**Multi-modal** – walking, biking, taking transit, or using other ways to get around beyond cars

**Single occupancy vehicle (SOV)** – when people drive alone



Marked crosswalks with a raised pedestrian refuge



Rectangular Rapid Flash Beacon (RRFB)



A speed bump serves as a crosswalk



Grade-separated crossing over I-5

- **Unmarked crosswalks** – Under Oregon law, pedestrians have the right-of-way to cross at any unsignalized intersection.
- **Marked crosswalks** – Street markings that indicate the location of a crosswalk to motorists. These markings may occur at intersections or mid-block locations. Marked crosswalks can be accompanied by signs, curb extensions, pedestrian hybrid beacons, rectangular rapid flashing beacons (RRFBs), pedestrian signals, and/or median refuge islands. They may also be raised (such as the speed bump photo example).
- **Pedestrian hybrid beacon signal** – A pedestrian-activated beacon that interrupts car traffic to provide a signalized protected crossing for pedestrians at an otherwise unsignalized location.
- **Signalized Intersection** – Signalized intersections typically include a WALK signal that can be automatically triggered or push-button activated.
- **Rectangular Rapid Flashing Beacon (RRFBs)** – User-activated amber lights that have an irregular flash pattern similar to emergency flashers on police vehicles. These supplement warning signs at unsignalized intersections or mid-block crosswalks.
- **Raised Pedestrian Refuge** – Space within a street median to allow pedestrians to easily cross one direction of traffic, wait for a gap in traffic, and then proceed to cross the other direction of traffic.
- **Grade-Separated Crossing** – Underpasses or overpasses that allow pedestrians to entirely avoid conflicts with automobiles when crossing a busy street. When used as part of a multi-use path, grade-separated crossings also accommodate bicycles.

## Bicycle system

Bicycle facilities include public infrastructure (bicycle lanes, mixed-use paths, signage, and striping), as well as supporting private facilities (secure bike parking, changing rooms, and showers at worksites). Each plays a role in developing a comprehensive bicycle network.

Many different bicycle facility types comprise a complete bicycle network that connects people to their destinations and allows bicyclists to feel safe riding. Currently, Springfield’s bicycle network primarily includes bicycle lanes, shared roadways, and multi-use paths. Examples of the various bicycle facility types available for consideration by the City in the future are provided below.



Shared roadway, with a bike sharrow



Low-traffic bikeway, includes a neighborhood traffic circle to slow car traffic



Bike lane next to the car travel lanes, includes green paint where cars turn into a parking lot

- Shared Roadway** – Any street without dedicated bicycle facilities is a shared street. In Springfield, shared streets include all public streets without striped bicycle lanes. Where traffic volumes are low, shared streets are generally safe and comfortable facilities for bicyclists. Some streets may have “sharrow” pavement markings that remind both drivers and cyclists to share the road. While “sharrows” are not required for automobiles and cyclists to share the road, they are a good reminder to both, especially on popular or signed on-street bike routes for cyclists.
- Low-Traffic Bikeway (aka Bike Boulevard)** – Low-traffic bikeways are also known as bike boulevards and provide high-quality bicycle facilities on continuous street corridors with low vehicular traffic volumes. Typically, low-traffic bikeways occur on local streets which are configured to prioritize bicycle trips and reduce through automobile trips. Local automobile access is retained. Bicycling conditions are improved by reducing stop signs to a minimum along the route and providing way-finding information specific to bicyclists. The purpose of a bike boulevard is to improve comfort and safety for bicyclists while still allowing local automobile access. Bike boulevards have a distinctive look that includes a variety of traffic calming elements.

Low-traffic bikeways are best used when they parallel arterials and collectors and can provide bicyclists with a low-volume alternative route. Low-traffic bikeways are used extensively in Portland and many areas of Eugene, and recent rider surveys indicate that bicyclists overwhelmingly prefer them compared to major streets with bicycle lanes.



Bicycle parking



Cycle track, traveling in both directions, separated from vehicle traffic with paint and parked cars

- **Bicycle Lane** – Bicycle lanes are striped lanes on the street dedicated for the exclusive use of bicycles. Typically, bicycle lanes are placed at the outer edge of pavement, but to the inside of right-turn lanes and/or on-street parking. The intent of bicycle lanes is to improve bicycle safety by providing a clearly marked separate area for cyclists. They can provide direct connection between origins and destinations where a separate multi-use path is not available.
- **Bicycle Crossings** – These treatments are used to connect bicycle facilities at high traffic intersections, multi-use path connections, or other bike routes. Typical treatments include bicycle detectors at traffic signals, bicycle-only signals, or preferential movements for bicyclists, such as only allowing bikes to make a through movement.
- **Bicycle Parking** – Bicyclists also benefit from several other types of bicycle support facilities, such as secure bicycle parking, either open or covered racks, and storage lockers for clothing and gear. The City currently requires bicycle parking to be included in new development and redevelopment as a condition of approval. Lane Transit District buses are outfitted with bicycle racks that allow bicyclists to bring their bikes with them on transit. Allowing bicycles on transit vehicles increases the range of trips possible by both transit and bicycling and reduces bicyclists' fears of being stranded in the event of a mechanical or physical breakdown.
- **Buffered bike lanes** - These wider bike lanes with more space between the curb and car travel lane provide bicyclists greater comfort than a typical on-street bike lane. They either can be painted the same as a bike lane or can have diagonal paint between the car and bike lane, which can visually signal drivers that there is more space for bikes and prevent cars from driving in the bike lane.
- **Cycle tracks** – A bike lane (or two) on the street but physically separated from car traffic by paint, parked cars, or even elevated at sidewalk height. It is a combination of a separated path and bike lane, but is separate from car traffic and the sidewalk.



## Multi-use pathways

Multi-use pathways are separated facilities dedicated to pedestrians, bicyclists, and other non-motorized uses. In Springfield, the Willamalane Park and Recreation District owns, operates, and maintains several multi-use paths and the City of Springfield owns, operates, and/or maintains a few paths. In both cases, Willamalane Park and Recreation District and the City of Springfield closely coordinate operation, maintenance, planning, funding, and constructing multi-use paths in Springfield.

These pathways have an integral role in recreation, commuting, and accessibility for residents. Springfield’s off-street paths are located throughout the City, including along open space areas and through residential and industrial neighborhoods. Existing and planned pathways serve and connect several neighborhoods in Springfield but there are some significant remaining gaps in the system, most notably safe and efficient east-west connections. Future projects implemented by both the City and in coordination with Willamalane Park and Recreation District can help provide a comprehensive system of pathways.



Rosa Parks multi-use path

## Transit system

Transit service is an important part of a balanced transportation system, providing an alternative to private automobile travel for distances too far to walk or bike. The City’s partnership with the Lane Transit District (LTD), as well as with other agencies in the region, is essential to the development of a more comprehensive transit system. The City can also play a direct role in improving transit service by providing facilities that support transit use, such as transit stop amenities and safe and efficient pedestrian connections.



An EmX bus stop

Supporting an environment in which transit is a convenient travel option for the Springfield community requires more than direct investments in transit service. Land use, connectivity, and streetscape features have a major influence on the success of transit service. For this reason, potential local strategies to improve transit service include planning for land uses that are transit supportive and providing connections to transit stops from surrounding neighborhoods and commercial areas.

## Transportation demand management

Transportation Demand Management (TDM) measures include any method intended to allow travelers to do one or more of the following:

- shift travel demand from single occupancy vehicles (SOVs) to active modes (biking, walking, or taking transit) or carpooling
- travel at less congested times of the day
- avoid the trip entirely through telecommuting or mixed land uses

Some common examples of TDM strategies include:

- programs such as carpool matching assistance or flexible work shifts
- parking management strategies
- direct financial incentives, such as transit subsidies
- facility or service improvements, such as bicycle lockers or increased bus service

Some of the most effective TDM strategies are best implemented by employers and are aimed at encouraging non-SOV commuting, such as preferential carpool parking, subsidized transit passes, and flexible work schedules. Cities and other public agencies can play a critical role in support of TDM through provision of facilities and services, as well as development policies that encourage TDM.

## Transportation system management

Transportation System Management (TSM) refers to a wide range of strategies that improve operations of an existing roadway system to avoid costly and/or undesirable roadway widening. TSM measures can be focused on improving transportation “supply” through enhancing capacity and efficiency, typically with advanced technologies to improve traffic operations. Alternatively, they may be focused on reducing transportation demand through promoting travel options and on-going programs intended to reduce demand for drive-alone trips, especially during peak travel periods. The goals and policies (Chapter 2) of the *2035 TSP* address system management and propose specific actions to improve how Springfield’s transportation system operates. Other regional and local plans in the Eugene-Springfield area address system management, including the *Regional Transportation Plan (RTP)*, *LTD’s Long Range Transit Plan (LRTP)*, and the *Central Lane MPO ITS (Intelligent Transportation System) Plan*. Some of the key strategies identified for consideration in Springfield are summarized in the following sections.

### Signal retiming/optimization

Signal retiming and optimization refers to updating timing plans to better match prevailing traffic conditions and coordinating signals. The City can apply timing optimization to existing systems or may include upgrading signal technology, including signal communication infrastructure or signal controllers or cabinets. Signal retiming can reduce travel times and be especially beneficial to improving travel time reliability. In some strategic areas, the City could implement signal retiming to improve or facilitate pedestrian movements during each cycle in high pedestrian or desired pedestrian traffic areas, eliminating the need to push pedestrian crossing buttons. The City could facilitate bicycle movements by installing bicycle detection along major bicycle routes. Signal upgrades often come at a higher cost and usually require further coordination between jurisdictions.



A push button allows pedestrians to safely cross a busy road

### Advanced signal systems

Advanced signal systems incorporate various strategies in signal operations to improve the efficiency of a transportation network. Strategies may include coordinated signal operations across jurisdictions, as well as centralized control of traffic signals. Advanced signal systems can reduce delay, travel time and the number of stops for vehicles. In addition, these systems may

help reduce vehicle emissions and have a high impact on improving travel time reliability. Examples of advanced signal systems include adaptive or active signal control, traffic responsive control, and transit or freight priority signal systems.

### Roundabouts

Roundabouts can serve as an effective TSM strategy. A roundabout is a circular intersection with yield control on all approaches, islands to separate flows of traffic from each other and pedestrians, and geometric features to slow down traffic. Roundabouts have many benefits over stop-controlled and signalized intersections. They have proven safety benefits, often have lower delays, can lead to less congestion, can reduce the need for widening, reduce speeds in and around the roundabout, and as a result can benefit the surrounding community.



A roundabout serves cars, pedestrians, bikes, and other vehicles

Although roundabouts can be more costly to design and install when compared to other intersection control types, they have a lower operating and maintenance cost than traffic signals. Topography must be carefully evaluated in considering a roundabout, given that slope characteristics at an intersection may render a roundabout infeasible. Recently, several new roundabouts have been successfully built in Springfield, including the multi-lane Pioneer Parkway / Hayden Bridge roundabout.

While there are many benefits to roundabouts, some challenges can also exist. These often include increased need for right-of-way and additional landscape maintenance.

### Real-time traveler information

Real-time transportation system information can provide the traveling public with information on current traffic and road conditions, availability of parking supply; traffic; interruptions due to roadway incidents, street maintenance, and construction; and weather conditions. Traveler information is collected from street sensors, traffic cameras, vehicle probes, and, recently, media access control devices such as cell phones and laptops. Data from these sources are sent to a central system and subsequently disseminated to the public so that drivers can track conditions specific to their route and can use historical and real-time traffic conditions in making travel decisions.



Real-time transit information

When travelers are supplied with information on their trips, they may be able to avoid heavy congestion by altering a travel path, delaying the start of a trip, or changing which mode they choose to use. This can reduce overall delay and tail pipe emissions.

### Real-time transit information

Transit agencies or third-party sources can disseminate both schedule and system performance information to travelers through a variety of applications, such as in-vehicle, wayside, or in-terminal dynamic message signs, as well as the Internet or wireless devices. Coordination with regional or multi-modal traveler information efforts can increase the availability of transit schedules and system performance information to both regular and potential transit riders. LTD

has implemented real-time transit information at some EmX stations and is continuing to expand this service through their website and mobile site.

These systems enhance passenger convenience and may increase the attractiveness of transit to the public by encouraging travelers to consider transit because of ease of use, lower costs for wear and tear to a car, and time to read or do work instead of driving. They do require cooperation and integration between agencies for disseminating the information.

## Access management

Access management describes a practice of managing the number, placement, and allowed turn movements of intersections and driveways that provide access to adjacent land uses. Access points are considered in context with traffic flow, safety, capacity, and speed on the surrounding street system. Within developed areas, access management strategies may include shared or consolidated access points, restrictions on access point turn movements (medians, channelized movements), or closing access points. Access management provides several potential benefits, such as reducing crashes and crash rates, as well as increasing capacity on arterial and collector streets by maintaining vehicle flows and travel time.

In addition, well-deployed access management strategies can improve travel conditions for pedestrians and bicycles. Eliminating the number of access points on streets reduces the number of potential interruptions and conflict points between pedestrians, bicyclists, transit, and cars.

Access management is adopted typically as a policy in development guidelines. Springfield's specific access management standards are provided in the Springfield Development Code. The *Oregon Highway Plan* (OHP) should be referenced for state highway access requirements.

## Neighborhood traffic management

Neighborhood Traffic Management (NTM) describes a set of tools applicable for use in residential neighborhoods to slow traffic or possibly reduce the volume of traffic. NTM is often called 'traffic calming' due to its ability to contribute to neighborhood livability. 2035 TSP goals and policies found in Chapter 2 of the 2035 TSP support traffic calming measures being further developed in Springfield, in close coordination with emergency management officials. Some local and regional examples of traffic calming that can potentially be used more in Springfield are as follows:

- Speed trailer (reader board that displays vehicle speeds)
- Speed table
- Speed humps
- Mini roundabouts
- Entrance treatments
- Raised crosswalks
- Raised intersections
- Traffic diverters
- Medians
- Landscaping and trees

- Chicanes
- Chokers (narrow roadways in short sections)
- Narrow streets
- Closing streets
- Half street closure
- Photo radar
- On-street parking
- On-street protected bicycle facilities
- Selective enforcement
- Neighborhood watch
- Curb extensions
- Pavement texturing
- Tighter intersection curb radii
- Channelization

There are many opportunities, as well as challenges, with NTM. If planned and implemented correctly, NTM can provide safer, more convenient bike and pedestrian routes on low-traffic volume streets, and can help reduce automobile speeds. On the contrary, if not planned and implemented correctly, NTM can create challenges for emergency vehicles attempting to respond to an emergency and can result in shifting a problem from one neighborhood to another. Measures are available to enable effective NTM deployment while also allowing necessary emergency response time to neighborhoods. A number of streets in Springfield are identified in the functional classification as neighborhood routes. These streets are typically longer than the average local street and might otherwise attract cut-through traffic. These may be appropriate locations for NTM applications.



## Chapter 5: Transportation plan

This chapter presents the multi-modal *Springfield 2035 Transportation System Plan (TSP)*. The elements included in the *2035 TSP* support the goals and policies presented in Chapter 2 by logically providing for the efficient care and expansion of the City's multi-modal transportation system. This chapter provides regulatory framework to guide the expansion of the system and improvement projects identified to meet the future travel needs within the community.

This chapter includes the:

- State and regional planning context
- Regulatory elements for management and design of roadways
- Multi-modal improvement projects

### Plan area

The City of Springfield is located within urban Lane County and is part of the Central Lane Metropolitan Planning Organization (MPO) area. In general, Springfield's current boundaries are defined by the McKenzie River to the north, Interstate 5 (I-5) to the west, the Willamette River to the south, and rural Lane County to the east.

Figure 1 presents a map of the Plan area that includes the City of Springfield and sections of unincorporated Lane County that are part of the Springfield urban growth boundary (UGB). The unincorporated areas within the City's UGB are required to be included in the *2035 TSP* by the Transportation Planning Rule (TPR).

The City of Eugene, located directly west of the Springfield Plan area, is currently undertaking its own *TSP* process. The City of Springfield coordinated its *TSP* directly with City of Eugene, and other appropriate public agencies, to ensure coordination for regional facilities and issues.

### State and regional planning context

While the focus of the *Springfield 2035 TSP* is the transportation system within the Springfield UGB, the transportation facilities within the Plan area also have an important role in the state and regional transportation system. In keeping with statewide planning goals related to interagency coordination, the *TSP* is consistent with statewide, county, and regional transportation plans, policies, and requirements.

The Oregon Revised Statutes (ORS) require that the *2035 TSP* addresses the City's current comprehensive plan (*Metro Plan*; update 2004) land uses and that it provide for a transportation system that accommodates the expected growth in population and employment that will result from implementation of the land use plan. Development of the *2035 TSP* was guided by ORS 197.712 and the Oregon Department of Land Conservation and Development (DLCD) Transportation Planning Rule (TPR) (Oregon Administrative Rules [OAR] 660-012).

The TPR requires that the *2035 TSP* include provisions for safe and efficient travel by all travel modes. City prioritization of enhancing the walking, biking and transit systems is essential to the implementation of the *TSP*. The TPR also requires that local jurisdictions adopt land use and subdivision ordinance amendments to protect transportation facilities and to provide bicycle

and pedestrian facilities between residential, commercial, and employment/institutional areas. It is further required that local communities coordinate their respective plans with the applicable county, regional, and state transportation plans.

The *2035 TSP* is further consistent with the *Central Lane 2035 Regional Transportation Plan (RTP)*, which is a federally required plan that provides a regional framework for transportation planning, coordination, and investment. The *Springfield 2035 TSP* has been developed in close coordination with the *2035 RTP* update process to ensure consistency at the state and regional levels. A memorandum summarizing how the *2035 TSP* and implementing ordinances are compliant with the TPR and other regulatory requirements is provided in Volume 3, Appendix A: Plan and policies review.

## Facilities

Four major regional transportation facilities are located within or adjacent to the City of Springfield: I-5, OR 126 Business Route, Pioneer Parkway (between South A Street and OR 126), and OR 126 Expressway. These are state highways under the jurisdiction of the Oregon Department of Transportation (ODOT) and subject to State operational and design requirements. Plans for improvements to the highways and interchanges, as well as changes to adjacent land uses and access points must be developed in a manner consistent with ODOT plans, guidelines, and standards.

## Related plans and policies

City of Springfield staff reviewed relevant plans and policies in current state, regional, and local documents that could affect transportation planning in Springfield.

This review highlighted guidelines and procedures relevant to the development of the *2035 TSP* and provided a baseline to begin forming policies for the *2035 TSP*. In addition to reviewing relevant state and regional plans such as *TransPlan* and the *Metro Plan* (2004 update), the following local plans (including refinement plans) were reviewed:

### Local

- *Lane County Transportation Plan* (2004)
- *Springfield Bicycle Plan* (1998)
- *Springfield Capital Improvement Program* (2014-2018 – updated annually)
- *Springfield Development Code* (2010-2013 – periodically updated)
- *Willamalane Park and Recreation Plan* (2013)

### Non-City facility implications

This Plan, including the Plan's project lists, does not have any legal or regulatory effect on right-of-way or transportation facilities that the City does not own.

However, the planning process evaluated some facilities that are not under the City's jurisdiction. As such, the Plan includes proposed improvements to non-City facilities. Without additional action by the governmental entity that owns the subject facility or right-of-way (i.e., Lane County) any project in this Plan that involves a non-City facility is merely a recommendation.

As in most facility planning efforts, moving towards and planning for, a well connected network depends on the cooperation of multiple jurisdictions; the Plan is intended to facilitate discussions between the City and its governmental partners as we work together to achieve a well-connected network. The Plan, however, does not obligate its governmental partners to take any action or construct any projects.

## Refinement plans

- *East Kelly Butte Neighborhood* (1982)
- *East Main* (1988)
- *Gateway* (1995)
- *Glenwood Refinement Plan* (1999)
- *Glenwood Refinement Plan Phase I Update* (2012)
- *Mid-Springfield* (1986)
- *Q Street* (1987)
- *Springfield Downtown District Urban Design Plan and Implementation Strategy* (2010)

A full list of applicable plans, goals, and policies, including the ones listed above, are in Volume 3, Appendix A: Plan and policies review. Highlights of regional plans are listed below.

### **Central Lane MPO Regional Transportation Plan (RTP): 2011**

The Central Lane MPO RTP meets federal requirements for the plan area and guides regional transportation system planning and agency coordination. The RTP currently has a planning horizon that goes beyond the planning horizons of the *Metro Plan* and *TransPlan*. The RTP is updated every four years. The *Springfield 2035 TSP* must be consistent with the most currently updated RTP.

### **Central Lane MPO Regional Transportation System Plan (RSTP): In process**

The *Central Lane MPO RSTP* will update the policies, projects, and strategies that guide transportation planning and investments within the Central Lane MPO, through 2031 (a new plan building from *TransPlan* and serving the same regional purpose). The *RTSP* will be updated after Eugene, Coburg, and Springfield complete their *TSP* processes.

### **Lane County Transportation System Plan (TSP): 2004**

The 2004 *Lane County TSP* is an update to the County's 1980 *Transportation Plan*. The *TSP* is a 20-year planning document used to facilitate the orderly and efficient management of the County's transportation system. The *Lane County TSP* is a component of the County's *Comprehensive Plan*, which includes all City-adopted comprehensive plans and transportation system plans (e.g., *TransPlan*). The County *TSP* looks to the *TransPlan*, until the Springfield *TSP* is adopted, when decisions are needed regarding transportation facilities within the Springfield UGB. County roads within the UGB must comply with the *Lane County TSP* and applicable Lane County rules, regulations, and standards.

### **Eugene-Springfield Metropolitan Area General Plan (Metro Plan): 2004 update**

*Metro Plan* serves as the comprehensive plan for both Eugene and Springfield. The 2004 *Metro Plan* is the third update since 1990. The plan serves as Eugene, Springfield, and metropolitan Lane County's long range policy document; guiding land use for all three jurisdictions within the plan's boundaries. *Metro Plan* addresses all applicable statewide planning goals either in the plan itself or through supporting facility or master plans such as local *TSPs* and parks plans. To comply with state regulations, *Metro Plan* provides a 20-year land supply. After Eugene and Springfield created separate UGBs, each city is now creating separate, city-wide refinement plans to *Metro Plan*.



*Metro Plan* outlines regional goals, findings, objectives, and policies. Those policies with the most impact on Springfield's overall transportation system are listed in Volume 3, Appendix A: Plan and policies review. These policies are grouped into three sections: Growth Management, Transportation, and Citizen Involvement.

## **Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan): amended 2002**

Because *TransPlan* served as the locally adopted *TSP* for Springfield during the creation of the 2035 *TSP*, the City analyzed all of its policies as part of the 2035 *TSP*. Upon adoption, the 2035 *TSP* replaces *TransPlan* as the City's *TSP*. For now, *TransPlan* is in place until a new plan is approved by the local jurisdictions.

*TransPlan* is the transportation element of *Metro Plan*. *TransPlan* is a system plan that guides local and regional transportation system planning and development in the Eugene-Springfield metropolitan area. *TransPlan* also serves as the City's facilities plan (or *TSP*) to identify projects needed to meet transportation needs over a 20-year planning horizon, while addressing transportation issues and proposing changes that can contribute to improvements in the region's quality of life and economic vitality. In addition to roadway facilities, *TransPlan* also calls for significant increases in the amount and convenience of transit service, bikeways, sidewalks, and an expansion of the existing program of transportation demand management (TDM) travel incentives. *TransPlan* is a jointly adopted document that serves as a local transportation system plan for both Springfield and Eugene. 2007 legislation allowed the two cities to develop separate UGBs; Springfield's was adopted in 2011.

The *TransPlan* theme, 'Improving Our Transportation Choices,' reflects the plan's focus to provide citizens with a range of safe, convenient, and efficient transportation options characterized by smooth connections between modes. *TransPlan* strives to support the need to diversify transportation choices, while avoiding reliance on any one transportation mode or method of managing the transportation system. *TransPlan* establishes the framework upon which all public agencies can make consistent and coordinated planning decisions regarding inter- and intra-jurisdictional transportation.

## **Coordination with plans and infrastructure**

The planning efforts noted above and other future efforts by neighboring jurisdictions may have an impact on Springfield's transportation system. In the future, the City of Springfield will coordinate and collaborate with other planning efforts, as appropriate, to ensure integration of any recommended transportation related projects with the future vision for the City. Coordinating these plans with implementation of other 2035 *TSP* elements can provide opportunities for additional efficiencies in funding, construction, and system impacts during project construction.

To the extent possible, the City of Springfield will coordinate transportation system infrastructure improvements with other types of infrastructure projects within the City (e.g., water, storm drainage, sewer, power, and other utilities) to save costs and minimize disruptions to residents, businesses, and travelers.

## Guiding principles for street design and operations

A number of additional transportation related elements will guide development review and project development in Springfield in the future. These elements are discussed in more detail below:

- Functional classification of roadways
- Street design standards
- Truck routes
- Intersection performance standards
- Access management guidelines
- Connectivity guidelines
- Transit service
- Parking
- Safety

### Functional classification of roadways

Functional classification defines a roadway's primary role in terms of providing mobility and access for all modes of travel. Mobility refers to the actual physical travel that occurs between destinations like home, shopping, and work, whereas access is the ability for travelers to access those land uses to meet daily needs. For example, a freeway provides the highest level of mobility (high speeds) with access limited to interchange ramps that may be a mile apart or more. A neighborhood street is on the opposite end of the spectrum, providing the highest level of access (driveways accessing every property) and with very low mobility (low traffic volumes and speeds).

#### Common terms

**Access** - the ability for travelers to enter/leave land uses and destinations

**Mobility** - actual physical travel that occurs between destinations

**Functional classification** - defines a roadway's primary role in terms of providing mobility and access for all modes of travel, directing the design and management of the roadway

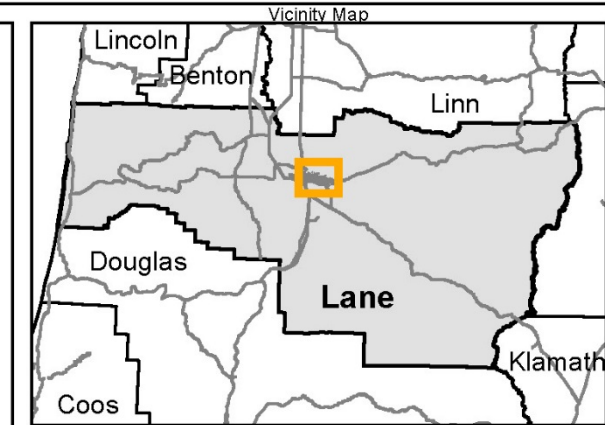
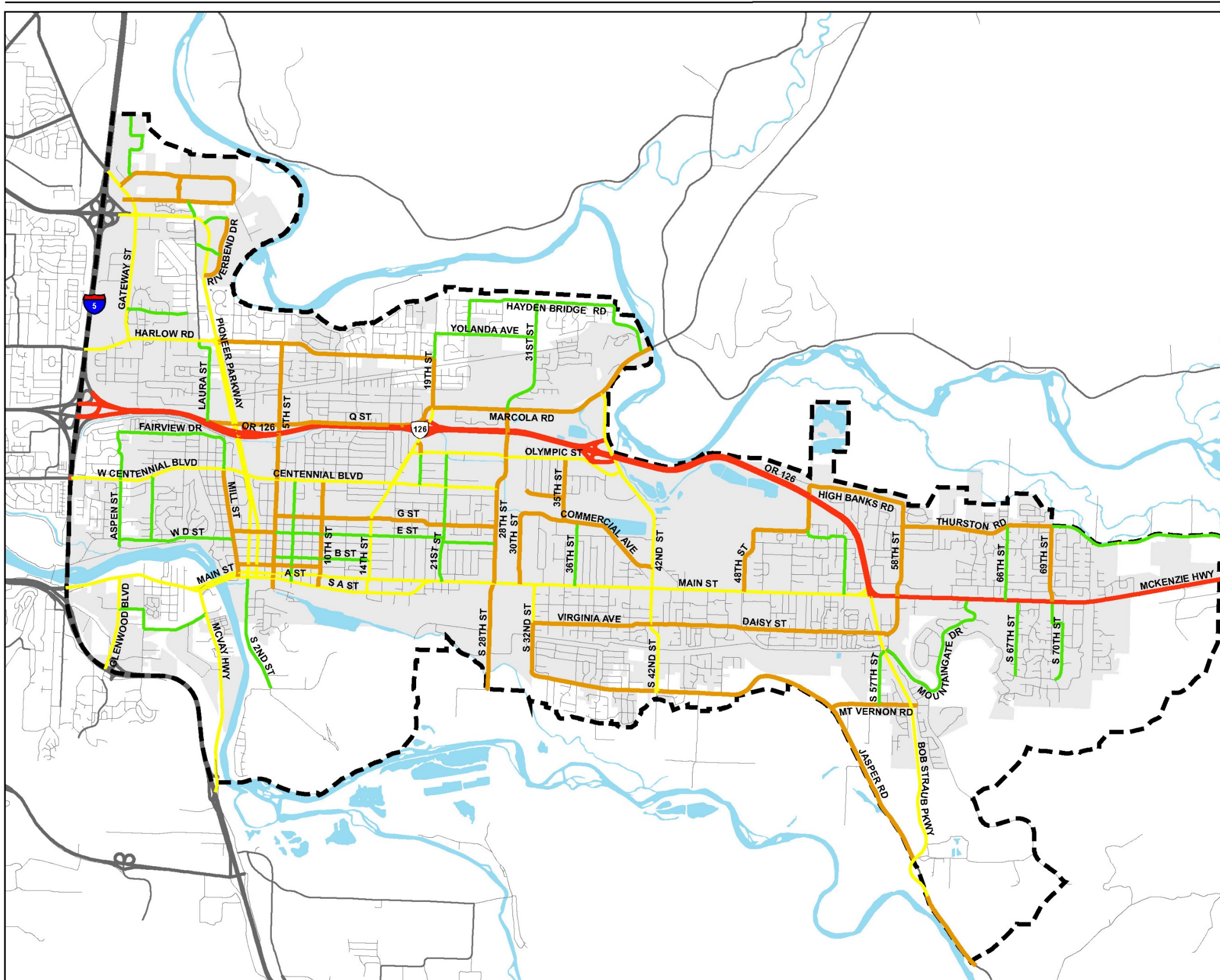
An individual street's classification directs the design and management of the roadway, including right-of-way needs, the number of travel lanes, bicycle and pedestrian facilities, on-street parking, and access management guidance. Figure 2 shows the functional classification for each roadway in Springfield.

The functional classification system for streets within Springfield is generally guided by this *TSP*, the *Regional Transportation Plan (RTP)*, the *Oregon Highway Plan (OHP)*, and the City of Springfield Development Code (see Figure 2). A general description of functional classifications is provided below:

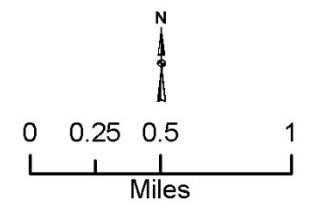
- **Interstate highways:** These facilities provide for travel among major cities, regions of the state, and areas outside the state. The primary objective for interstate highways is mobility. Within urban areas such as Springfield, the secondary function of interstate highways is to provide for regional trip -making.

- **Major arterials:** These facilities are intended to carry high volumes of traffic and primarily provide mobility and not access. Major arterials provide continuity for intercity traffic through the urban area and are often multi-lane highway facilities.
- **Minor arterials:** These facilities interconnect with and augment the major arterial system and accommodate trips of somewhat shorter length. Minor arterials interconnect residential, shopping, employment, and recreational activities within the community.
- **Major and minor collectors:** These streets provide both land access and movement within residential, commercial, and industrial areas. They gather traffic from local streets and serve as connectors to arterials.
- **Local streets:** These facilities have the primary function of providing access to adjacent land uses. Local streets often have several driveways along them and are not intended for long-distance trips. Through traffic on local streets is managed by street design. They also often serve as ideal bicycle and pedestrian routes given their often low traffic volumes.
- **Alleys:** These provide local access and services for residences and businesses.

The City of Springfield roadway functional classification system is intended to organize the roadway network as a balanced system that provides a hierarchy of mobility and access to, through and between different types of land uses. Some of the factors that are considered in setting a roadway's functional class are land use patterns, roadway volumes, density of accesses along a particular segment, the mix and amounts of different modes on a typical segment (i.e. freight, bikes), safety trends, traffic speeds, intersection spacing distances and intersection types, and right of way availability and constraints. Over time, as the community continues to grow and mature, the functional classification should periodically be revisited to insure that particular classifications are most appropriate to current and forecast conditions.



- Legend**
- Functional Classification**
- Major Arterial
  - Minor Arterial
  - Major Collector
  - Minor Collector
  - Local Road/Alley
  - City Limits
  - Urban Growth Boundary
  - Water Body



**FIGURE 2**  
**Functional Classification**  
 Springfield TSP  
 Springfield, Oregon

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## Street design standards

Street design standards provide information on how streets “look and feel.” These standards indicate how existing streets can be modified and new streets can be constructed to accommodate the needs of people with disabilities, riding bicycles, riding transit, walking, and driving automobiles and freight vehicles. Chapter 2 of the 2035 TSP, Policy, 3.3, Action 1 states that citywide street standards will be updated subsequent to the 2035 TSP. The goals, policies, and action items in the 2035 TSP provide overall guidance for the street standards update.

The City should consider the following as part of the street standards update:

- **Travel lanes:** When arterial and collector streets are improved to City standards, travel and turn lanes should be consistent with best practices at the time of improvements unless flexibility is required to minimize impacts or better accommodate expected users.
- **Bicycle and pedestrian facilities:** As discussed in Chapter 4, bicycle facilities on arterials and collectors can be constructed as bike lanes, buffered bike lanes, shared lanes, or cycle-tracks, depending on context. Minimum widths of bicycle lanes and multi-use paths should use best practice standards found in National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide, AASHTO, and the *Oregon Bike and Pedestrian Plan*.
- **Landscaping:** Both collectors and arterials may include landscaped medians and/or street trees.
- **Green streets:** Green street treatments, such as bioswales, may also be used in place of the landscaping strip or tree wells. Bioswales can help slow the flow of stormwater, ensuring that drainage systems are not overwhelmed during heavy rain, which can result in improved statewide water quality. In many areas of Springfield, landscaping strips may be replaced with swales that will absorb stormwater runoff.
- **Context sensitive variation:** The street sections should vary depending on whether they are located in a mixed use, higher density, or more suburban part of Springfield. Some variations may be allowed, subject to City Traffic Engineer and City Engineer approval, depending on case specific issues such as topography and environmental constraints.



Landscaping along the Gateway EmX bus line

## Truck routes

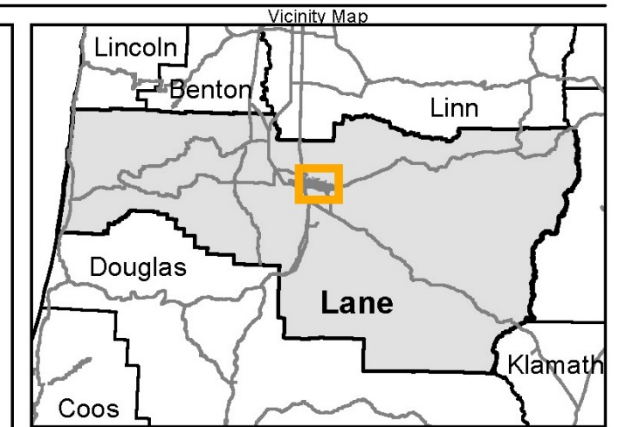
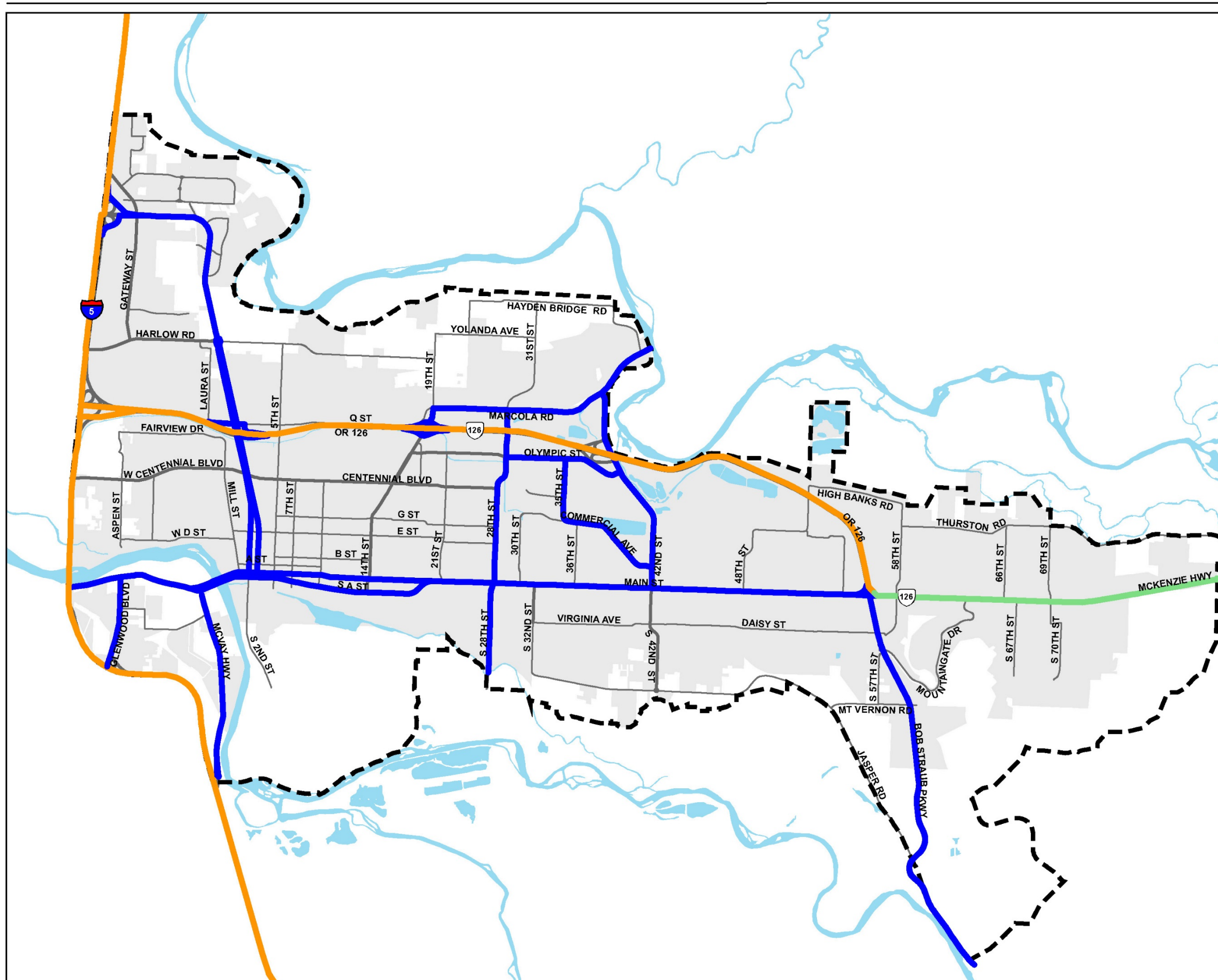
Both *TransPlan* and the *Oregon Transportation Plan* (OTP) recognize the role that an efficient and reliable transportation system plays in supporting the region’s economy, growth, and quality of life. Within the Eugene-Springfield area, highways, city streets, air, pipeline, and railways provide freight mobility. Each of these modes must function together to ensure the efficient and timely movement of freight to, within, and through the community.

Within Springfield, “through” truck freight travel occurs primarily on I-5 and OR 126 Expressway. Both OR 126 Expressway and I-5 have federal truck route designations and are identified as state freight routes. For I-5, both the federal and state designations apply throughout the UGB. For OR 126, the federal designation applies throughout the UGB and the state freight designation is applicable from I-5 to the intersection with Main Street. The state and federal freight

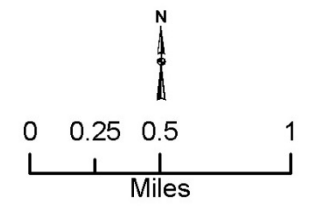
designations necessitate more stringent design and mobility standards for these facilities to accommodate goods movement.

Within Springfield, truck freight travel occurs primarily on the designated City truck routes. These local truck routes are shown in Figure 3.

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- Legend**
- Arterial
  - Collector
  - City Limits
  - Urban Growth Boundary
  - Water Body
  - City Truck Route
  - Federal Truck Route
  - Federal and State Truck Route



**FIGURE 3**  
**Recommended Truck Routes**  
 Springfield TSP  
 Springfield, Oregon



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## Intersection performance standards

Although most intersections in Springfield are under the City's jurisdiction, many of the larger volume intersections are under state jurisdiction. Some unincorporated area intersections are under Lane County jurisdiction, as are some intersections within the City that are at least partially under the County's jurisdiction (e.g., Glenwood Boulevard and 17<sup>th</sup> Avenue).

Policy 2.9 of this *TSP* (Chapter 2) notes that the City of Springfield will use motor vehicle LOS standards to evaluate for acceptable and reliable performance on the roadway system. Lane County facilities in Springfield use the volume to capacity ratio (v/c) as the peak hour performance standard for evaluation. LOS analysis may also be required pursuant to Lane Code 15.696.. Under peak hour traffic conditions, acceptable and reliable performance is defined as LOS D.

The *Oregon Highway Plan* (OHP) outlines specific performance measures to be maintained along ODOT facilities in the Springfield metropolitan area as part of adopted Highway Mobility Standards. These standards are aimed at maintaining mobility along important road corridors and vary according to functional classification, location, posted speed, and role within the National Highway System (NHS). The mobility standards are based on a calculated volume to capacity (v/c) ratio.

Per the OHP, the following intersection performance measures are applicable for facilities within Springfield (subject to change with any future ODOT planning effort):

- For I-5, v/c ratio of 0.80 because of its classification as an interstate facility within a Metropolitan Planning Organization (MPO). For the I-5 ramp terminals, the applicable v/c ratio is dependent on the crossroad standard. If the crossroad requires a v/c less than 0.85, then the crossroad dictates the ramp terminal standard; otherwise the applicable ramp terminal standard is a v/c of 0.85.
- For OR 126 Expressway, v/c of 0.80 given its classification as a statewide Expressway within a MPO.
- For the OR 126 ramp termini and OR 126 Business (McKenzie Highway, ODOT Highway No. 15, Main Street), v/c ratio of 0.85.
- For OR 528 (Pioneer Parkway) and OR 225 (McVay Highway), v/c ratio of 0.90 given their classification as District Highways within a MPO.

The highway standards above are for signalized intersection performance standards. At stop-controlled intersections, the appropriate mobility standard is based on the classification of the intersecting roadway. Recognizing that some intersections on the state system will fail to meet Oregon Highway Plan targets, the City will need to request alternate mobility targets from the Oregon Transportation Commission.

## Access management guidelines

The City of Springfield's access management standards are listed in the City's *Engineering and Design Standards and Procedures Manual* (EDPSM). The *Springfield Development Code* identifies the spacing standards for roadways. Driveway access spacing is measured from the center of each driveway to the center of the upstream or downstream driveway or intersection on one side of the roadway. These ideal standards can be difficult to achieve on roadways with existing development.

Lane County Code also outlines access regulations for roads under the County's jurisdiction (Chapter 15.130 through 15.140). The OHP includes guidance and requirements for all ODOT facilities within the City, including OR 126 Business Route (i.e. Main Street); OR 126 Expressway; Pioneer Parkway (OR 528); McVay Highway; and Franklin Boulevard (McKenzie Highway).

## Connectivity guidelines

In order to promote the development of a well-connected transportation network while maintaining desirable neighborhood characteristics, the following strategies can be used for new development within the City of Springfield:

- Where feasible, new developments should include a highly connected network of local streets to provide direct access to local destinations, such as schools, parks, and neighborhood amenities.
- The City should limit the use of cul-de-sacs and dead-end streets in new developments, except where topographical or natural features constraints make connections infeasible.
- New developments should connect to the stub streets of prior developments to provide continuous streets and include stub streets for connection with future development.
- The City can design block size in new developments to maximize connectivity. Smaller block sizes, from 250-500 feet, provide better access for all modes.

Increased connectivity in existing areas can occur over time. The following strategies can be implemented to enhance connectivity in currently developed areas:

- In updating refinement plans or creating corridor plans in Springfield, the City should consider local street connectivity as a primary goal in the development of the street network.
- Multi-use paths and sidewalk connections should be used as a way to provide additional connectivity for pedestrians and bicyclists.
- The City should consider using traffic calming strategies in existing residential areas to minimize traffic impacts.

## Common terms

**Access** – the ability for travelers to access/leave destinations, like a driveway into a business

**Access management** – a set of measures regulating access to streets, roads, and highways from public roads and private driveways

**Access points** – driveways, median openings, interchanges, roundabouts, and street connections to a roadway

**Capacity** – the amount of vehicles that a street can handle

**Conflict points** – while there may be crashes (or near misses) anywhere for cars, bikes, pedestrians, and transit, these conflict points are more dangerous sections of the road

**Functional classification** – defines a roadway's primary role in terms of providing mobility and access for modes of travel, directing the design and management of the roadway

**Mobility** – actual physical travel that occurs between destinations

**Stub streets** – dead-end or cul-de-sac streets that do not provide connections to the rest of the transportation system

**Upstream/Downstream** – the direction of travel on the road either in the same direction (upstream) or opposite direction (downstream)

- In existing neighborhoods with cul-de-sac or dead end streets, the City should work with property owners to establish right-of-way easements for pedestrian and bicycle connections, prioritizing completion of pedestrian and bicycle routes to destinations (see Chapter 4 for more information on these treatments).

## Transit service

Transit plays an important role in providing a balanced transportation system within the City. Transit can provide an alternative to private automobile travel for distances too far to walk or bike and for transportation-disadvantaged travelers. Existing transit service in the City of Springfield is limited to areas north of Main Street. Lane Transit District (LTD) provides public transit service in Springfield and throughout the region.

The City of Springfield will continue to work with LTD to identify suitable transit corridors as development and land use densities create demand. Potential corridors for future transit improvements may include:

- Centennial Boulevard – I-5 to Mohawk Boulevard
- Franklin Boulevard/Main Street/South A Street to OR 126/Main Street
- Franklin Boulevard – McVay Highway to 30th Ave. (a portion of this route is outside the Springfield UGB)
- Mohawk Boulevard – Centennial Boulevard to 19th Street
- Marcola Road – 19th to 28th
- Olympic – Mohawk to 42nd Street
- 32nd/Jasper Road to Main Street – South 32nd/Jasper Road/Bob Straub Parkway/Main Street

To support convenient transit service, future development of potential transit corridors must consider transit-supportive land-use, connectivity, and streetscape features, such as:

- Residential density of at least 4-5 dwelling units per acre to provide enough ridership to support local transit service or densities of about 15 units per acre to support frequent service
- Commercial activity nodes with a mix of uses to provide access to multiple amenities within walking distance of a single transit stop
- A highly connected street network that enables people to easily access transit stops on foot or by bicycle
- Streetscaping with comfortable space for people on foot, bicycle, and waiting at transit stop locations, including wide sidewalks, bike lanes or cycle tracks, street trees, and benches or shelters

LTD bases system development on a number of considerations, with service priority focused on affordable housing, medical service centers, major employment centers, and major commercial activity centers. Routing is also based on dense housing areas and concentrations of student populations. LTD strives to respond to opportunities depending on resources available.

Planned transit improvements in Springfield include the development of the Frequent Transit Network (FTN). Springfield, along with its regional partners, is developing the FTN through the *Regional Transportation System Plan (RTSP)* process. The FTN consists of average frequent service of 15 minutes or better all day long. The purpose of the FTN is to use it as a policy tool to define

corridors where this level of service can be expected in the future as development occurs. Investment in the FTN requires the following set of principles to be in place:

- Residential and commercial development along a corridor achieves the minimum density required to support high capacity transit.
- Street design and City ordinances permit the operation of high capacity transit, as well as maximizing pedestrian and bicycle access to transit stations along the corridor.
- Funding sources for high capacity transit grow at a rate to permit investment.

Chapter 2, goals and policies, provides further explanation of the FTN (Policy 2.1, 2.3, 2.5, 3.5).

## Parking

Cities set policies related to parking requirements for new developments, as well as for public parking on city streets. In order to allow developments that encourage multi-modal transportation, cities can set parking maximums instead of minimums and/or allow for shared parking between uses. Goals and policies in Chapter 2 of this *TSP* provide guidance and direction for parking requirements in Springfield, such as providing guidance to help reduce off-street parking needs in Springfield through a combination of shared, leased, and new off-street parking facilities and TDM programs (Policy 2.6 and 2.7).

In addition to vehicular parking needs, the *Springfield Development Code* includes provisions to ensure that large parking lots include adequate pedestrian facilities to provide safe, attractive connections to buildings and adjacent sidewalks. The City of Springfield also recently participated in a *Regional Bike Parking Study* with Point2point Solutions, LTD, and City of Eugene to identify bike parking needs along major transit routes, for public buildings (i.e. the Springfield Public Library and City Hall), and major employment areas. The City is working with its agency partners to implement the recommendations of this study.



Solar powered parking meter near the University of Oregon

Parking plays a large role in transportation demand management and effective management of parking resources can encourage use of non-single occupancy vehicle (SOV) modes. Cities can tailor policies to charge for public parking in certain areas and impose time limits on street parking in retail centers. Cities can also monitor public parking supply and utilization to inform future parking strategies. The City of Springfield has started moving in this direction, with the 2010 *Downtown Parking Study* recommending various time-stay requirements in the Downtown core area. At the time of adoption of this *TSP*, the City is moving toward implementation of that study (*Policy 2.6* from Chapter 2 of this *TSP*). As development in Springfield continues to intensify, the City may consider additional parking management strategies that would be consistent with transportation and land use policies in the *Metro Plan*.

## Safety

The ability to move safely throughout the City on foot, by bike, and in a vehicle is critical to providing a well-planned and designed transportation system for the future of Springfield.

As part of 2035 *TSP* development, safety and operational information was collected at 44 specific locations throughout the City (Volume 3, Appendix D: 20-year Needs Analyses). This data was supplemented with information about the operational and safety performance at intersections along Gateway Street, Main Street and OR 126, as summarized in the *OR 126 Main*

*Street Safety Study, the I-5/Beltline Interchange Area Management Plan, and the Draft OR 126 Expressway Management Plan.*

The Main Street (OR 126B) corridor has been a focal point of safety concerns for many years. Because of the continued occurrence of pedestrian/vehicle collisions between 20<sup>th</sup> Street and 73<sup>rd</sup> Street (including nine pedestrian fatalities within the last 10 years), there is particular public concern for pedestrian safety. The 2011 *OR 126 Main Street Safety Study* completed by ODOT, City of Springfield, and LTD outlines multiple strategies to improve safety along this vital transportation and land use corridor. Pedestrian safety improvements such as mid-block pedestrian crossings, vehicular speed reduction, and improved street lighting were just some of the many recommendations from the study. The City of Springfield is working closely with ODOT to implement the study recommendations.

In addition to the Main Street safety issues, analysis of recent crash history at key collector/arterial intersections throughout Springfield helped identify potential improvement projects for the *2035 TSP*. The City of Springfield will continue to monitor the safety of the system and will plan and prioritize transportation system improvements with safety as a priority.

## Multi-modal improvement projects

Over the next 20 years, a variety of multi-modal transportation improvement projects can support the continued economic development and vitality of the City of Springfield. These improvements are intended to enhance the movement of people, goods, and services within the City and the region, as well as provide people of all ages and abilities with a variety of ways to access their neighborhoods, schools, places of work, shopping, and recreational opportunities.

The recommended projects vary in terms of physical size, geographic area, type of users, and project cost but all work together to meet the vision of the community as expressed through its plans and policies. The actual construction timing of the projects will depend on future development within the City and region, the ability to secure funding through partnerships with other agencies and with the private sector, and overall community priorities.

Some of the projects have been identified to support key redevelopment opportunity areas within the City, such as the Glenwood Riverfront Area, Downtown, Gateway, and Jasper-Natron. Other projects serve more localized needs such as specific intersections or segments of a multi-use path. Over the next 20 to 40 years, the implementation of these projects will help support the overall economic health and well-being of Springfield.

Within the *2035 TSP*, improvement projects have been divided into the following categories (project lists):

- **20-year projects** (the *2035 TSP* planning horizon): projects needed to serve expected transportation growth over the next 20 years. These projects have planning-level cost estimates included in this Plan.
  - **Priority projects:** Higher-cost and scale roadway, urban standards, and pedestrian/bicycle projects that would generally require additional right-of-way (Table 3, Figure 4).
  - **Opportunity projects:** Lower-cost and scale roadway, urban standards, and pedestrian/bicycle projects that would generally not require additional right-of-way and the City could implement as opportunities arise (Table 4, Figure 5).

- **As Development Occurs projects:** Roadway and pedestrian/bicycle projects that the City would generally implement through a partnership with the City, other agencies, and/or private enterprise to support new development or redevelopment (Table 5, Figure 6).
- **Beyond 20-year projects:** projects that may be constructed beyond the 20 year planning horizon. These projects do not have planning-level cost estimates included in this Plan (Table 6, Figure 7).
- **Study projects:** Projects that need further study and refinement (Table 7, Figure 8).
- **Frequent Transit Network (FTN) projects:** Frequent transit projects that the City and LTD have developed through the ongoing *Regional Transportation System Plan* process (Table 8, Figures 8 and 9).

Members of the community, the Stakeholder Advisory Committee (SAC), and Technical Advisory Committee (TAC) screened and evaluated the projects included in each of these categories. The process used to identify, screen, and evaluate the projects is described in Volume 3, Appendix E: Alternative evaluation process.

Approximately 136 projects comprise the project lists. These projects address existing and future multi-modal transportation system deficiencies and can serve as direction for future transportation investments. Many of these projects are necessary under current conditions, while the list identifies others to address the transportation needs that will become more important as the community grows. The project lists may identify proposed changes to the transportation system or may recommend further study related to topography, environmental, right-of-way, and construction constraints; value engineering; and practical design review to identify specific treatments and alignments. New facilities and roadway alignments, as well as major upgrades, will require City Council review and approval before construction.

The projects are listed (Tables 3 to 5) and mapped by category (Figures 4 to 6). In adopting the 2035 TSP project list, the City's objective is to be in the best position to build or implement projects when the timing is right and funding is available. Examples of this type of opportunity are changes to federal and state funding and policy priorities, public-private partnerships, agency partnerships, work on subsurface infrastructure systems that leverage a transportation project, and City development priorities that may change over time. This approach to transportation investments will allow the City the greatest degree of efficiency and creativity in making transportation investment decisions. More information about the cost estimates is provided in Volume 2, Appendix II: Detailed cost estimates and funding analysis.

Within the tables and figures, each project list is subdivided into the following categories:

- **Roadway** - these projects generally are needed to meet capacity needs or to serve connectivity for multi-modal travel. This project category includes the construction of a new collector or arterial to City standards and the modification of existing streets and intersections. All new construction would incorporate bicycle facilities, sidewalks, vehicle travel lanes, planter strips (where appropriate), and other street design features commensurate with the intended functional classification of the street. To view only the roadway improvements see Figure 10.
- **Bicycle and pedestrian** - these projects are needed to improve pedestrian and bicycle connectivity between primary destinations within the City or to fill in gaps in the off-street trail system; coordination with Willamalane Park and Recreation District will be important to implementing these projects. To see only bike and pedestrian projects refer to Figure 11.

- **Urban standards** - these projects include the modification of existing streets to include facilities for pedestrians, cyclists, and motorists. These projects will help contribute to a safe and efficient multi-modal environment in the future.

## 20-year projects

TABLE 3  
Priority projects in the 20-year project list

Roadway projects		Cost
<b>R-3</b>	<b>Game Farm Road - East to International Way</b> (Construct a new collector with a three-lane cross-section with sidewalks and bicycle facilities)	\$6,300,000
<b>R-9</b>	<b>Laura Street to Pioneer Parkway</b> (Construct a new collector with a three-lane cross-section with sidewalks and bicycle facilities in or near the EWEB powerline corridor with a right-in/right-out intersection at Pioneer Parkway; coordinate with PB-7)	\$3,300,000
<b>R-10</b>	<b>Q Street/Laura Street and Laura Street Interchange Area</b> (Construct traffic controls at Laura Street/Q Street intersection, extend the second westbound through-lane through the Laura Street intersection, and construct a westbound right-turn lane; coordinate with S-3 and PB-7; conduct study [S-3] prior to implementing project)	\$1,600,000
<b>R-13</b>	<b>Franklin Boulevard Multi-modal Improvements</b> (Construct multi-modal improvements on Franklin Boulevard, from I-5 to the railroad tracks south of the Franklin Boulevard/McVay Highway intersection, and construct a roundabout at the Franklin Boulevard/Glenwood Boulevard intersection)	\$35,000,000 <sup>1</sup>
<b>R-14</b>	<b>Franklin Boulevard/McVay Highway Multi-lane Roundabout</b> (Construct a multi-lane roundabout)	\$7,000,000
<b>R-19</b>	<b>McVay Highway and East 19<sup>th</sup> Avenue</b> (Construct a two-lane roundabout)	\$2,500,000
<b>R-20</b>	<b>McVay Highway - East 19<sup>th</sup> Avenue to I-5</b> (Construct a two- or three-lane cross-section as needed with sidewalks, bicycle facilities, and transit facilities consistent with Main Street/McVay Highway Transit Feasibility study and project T-3)	\$47,000,000
<b>R-34</b>	<b>Centennial Boulevard/Industrial Avenue - 28<sup>th</sup> Street to 35<sup>th</sup> Street</b> (Extend Centennial Boulevard/Industrial Avenue with a three-lane cross-section with sidewalks and bicycle facilities)	\$9,500,000
<b>R-36</b>	<b>42<sup>nd</sup> Street - Marcola Road to Railroad Tracks</b> (Modify 42 <sup>nd</sup> Street to a three-lane cross-section and traffic controls at Marcola Road and the OR 126 westbound ramps)	\$6,000,000
<b>R-39</b>	<b>Extend South 48<sup>th</sup> Street to Daisy Street</b> (Extend South 48 <sup>th</sup> Street with a three-lane cross-section with sidewalks and bicycle facilities)	\$3,200,000
<b>R-40</b>	<b>OR 126/52<sup>nd</sup> Street Interchange Improvements</b> (Construct a grade-separated interchange on OR 126 at 52 <sup>nd</sup> Street with ramps and traffic controls at ramp terminals on 52 <sup>nd</sup> Street consistent with the <i>Interchange Area Management Plan</i> )	\$40,000,000 <sup>2</sup>
<b>R-41</b>	<b>South 54<sup>th</sup> Street - Main Street to Daisy Street</b> (Construct a new two-lane collector with sidewalks and bicycle facilities)	\$960,000
<b>R-43</b>	<b>OR 126/Main Street Interchange Improvements</b> (Construct a grade-separated interchange with ramps and traffic control at ramp terminals on Main Street consistent with the <i>Interchange Area Management Plan</i> ; needs further study)	\$50,000,000 <sup>2</sup>



<b>R-50</b>	<b>Gateway/Beltline Phase 2 Project</b> (As defined in the 2003 Revised Environmental Assessment including Kruse/Hutton couplet, Gateway Road improvements)	\$12,000,000
Urban standards projects		<b>Cost</b>
<b>US-1</b>	<b>Game Farm Road South - Mallard Avenue to Harlow Road</b> (Modify and expand Game Farm Road South with a cross-section to include bicycle facilities)	\$4,100,000
<b>US-3</b>	<b>Aspen Street - Centennial Boulevard to West D Street</b> (Change Aspen Street to a three-lane cross-section with sidewalks and bicycle facilities)	\$2,800,000
<b>US-4</b>	<b>21<sup>st</sup> Street - D Street to Main Street</b> (Modify 21 <sup>st</sup> Street to a three-lane cross-section with sidewalks and bicycle facilities)	\$2,300,000
<b>US-5</b>	<b>28<sup>th</sup> Street - Centennial Boulevard to Main Street</b> (Change 28 <sup>th</sup> Street to include sidewalks and bicycle facilities)	\$4,300,000
<b>US-6</b>	<b>South 28<sup>th</sup> Street - Main Street to South F Street</b> (Modify South 28 <sup>th</sup> Street to a three-lane cross-section with sidewalks and bicycle facilities)	\$6,000,000
<b>US-11</b>	<b>Clearwater Lane - south of Jasper Road within UGB</b> (Modify and expand Clearwater Lane with a cross-section to include sidewalks and bicycle facilities)	\$470,000
<b>US-14</b>	<b>Thurston Road - Weaver Road to UGB</b> (Change Thurston Road to a three-lane cross-section with sidewalks and bicycle facilities)	\$4,800,000
Pedestrian/bicycle projects		<b>Cost</b>
<b>PB-2</b>	<b>Flamingo Avenue to Gateway Street</b> (Construct a 12-foot wide path west from Flamingo Avenue to Gateway Street south of Game Bird Park)	\$70,000
<b>PB-17</b>	<b>Glenwood Area Willamette River Path – I-5 to Willamette River bridges</b> (Construct a new multi-use 12-foot wide path from the end of the existing path, east of I-5 to the Willamette River bridges)	\$2,500,000
<b>PB-18</b>	<b>Glenwood Area Willamette River Path – Willamette River Bridges to UGB</b> (Construct a new multi-use 12-foot wide path from the Willamette River bridges to the UGB)	\$2,900,000
<b>PB-19</b>	<b>Bridge between Downtown and Glenwood or modify Willamette River Bridges</b> (Construct a new pedestrian and bicycle bridge between Downtown Springfield and Glenwood, or modify the existing Willamette River bridges)	\$10,300,000
<b>PB-29</b>	<b>Mill Race Path</b> (Construct a new multi-use 12-foot wide path from South 2 <sup>nd</sup> Street to South 32 <sup>nd</sup> Street/UGB)	\$7,100,000
<b>PB-32</b>	<b>McKenzie River Path - McKenzie Levee Path to 52<sup>nd</sup> Street</b> (Construct a new multi-use 12-foot wide path from the existing McKenzie Levee path at 42 <sup>nd</sup> Street to 52 <sup>nd</sup> Street)	\$3,700,000
<b>PB-37</b>	<b>Booth Kelly Road - South 28<sup>th</sup> Street to South 49<sup>th</sup> Place</b> (Construct a new multi-use 12-foot wide path from South 28 <sup>th</sup> Street to South 49 <sup>th</sup> Place )	\$2,817,000
<b>PB-46</b>	<b>Haul Road path - South 49<sup>th</sup> Place to UGB</b> (Construct a new multi-use 12-foot wide path from South 49 <sup>th</sup> Place to the UGB)	\$3,600,000

<sup>1</sup> Cost developed as part of the current Franklin Boulevard project development process.

<sup>2</sup> Cost developed as part of the Regional Transportation Plan.

**TABLE 4  
Opportunity projects in the 20-year project list**

Roadway projects		Cost
<b>R-2</b>	<b>Gateway Road/International Way to UGB</b> (Construct five-lane cross-section consistent with 2003 Revised Environmental Assessment)	\$950,000
<b>R-11</b>	<b>5<sup>th</sup> Street/Q Street</b> (Construct right-turn lanes to the eastbound and northbound approaches or a roundabout)	\$550,000
<b>R-30</b>	<b>Marcola Road/19<sup>th</sup> Street</b> (Construct right-turn lane on westbound approach or a roundabout)	\$320,000
<b>R-31</b>	<b>28<sup>th</sup> Street/Marcola Road</b> (Construct a roundabout)	\$1,900,000
<b>R-32</b>	<b>42<sup>nd</sup> Street/Marcola Road</b> (Construct a roundabout)	\$2,800,000
<b>R-33</b>	<b>Centennial Boulevard/28<sup>th</sup> Street</b> (Construct a roundabout)	\$1,800,000
<b>R-38</b>	<b>South 42<sup>nd</sup> Street/Daisy Street</b> (Construct a traffic signal or a roundabout)	\$1,800,000
<b>R-48</b>	<b>Mountaingate Drive/Main Street</b> (Install a new traffic signal)	\$900,000
Pedestrian/bicycle projects (all on-street)		Cost
<b>PB-3</b>	<b>Oakdale Street/Pheasant Street/et.al. - Game Farm Road to Gateway Road</b> (Add signing and striping for bicycle facilities)	\$80,000
<b>PB-5</b>	<b>Hartman Lane/Don Street - south of Harlow Road to OR 126</b> (Add signing and striping for bicycle facilities and construct sidewalks to fill gaps)	\$180,000
<b>PB-8</b>	<b>Hayden Bridge Way/Grovedale Drive, Hayden Bridge Way/3<sup>rd</sup> Street, Hayden Bridge Way/Castle Drive</b> (Add a crosswalk with a rapid rectangular flashing beacon)	\$260,000
<b>PB-9</b>	<b>EWEB Path crossings of 2<sup>nd</sup> Street, 9<sup>th</sup> Street, 11<sup>th</sup> Street, Rose Blossom Drive, Debra Street, 15<sup>th</sup> Street, 33<sup>rd</sup> Street, and 35<sup>th</sup> Street</b> (Improve path crossings to emphasize path priority and to improve safety)	\$50,000
<b>PB-10</b>	<b>2<sup>nd</sup> Street/Q Street</b> (Add a crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-13</b>	<b>Anderson Lane - By-Gully path to Centennial Boulevard</b> (Add signing and striping on Anderson Street and Quinalt Street for bicycle facilities and construct 12-foot wide multi-use path between Anderson Lane and Quinalt Street)	\$90,000
<b>PB-14</b>	<b>Rainbow Drive - Centennial Boulevard to West D Street</b> (Restripe for bicycle facilities with signing)	\$60,000
<b>PB-15</b>	<b>West D - Mill Street to D Street Path</b> (Add bicycle facility signing and striping)	\$10,000
<b>PB-16</b>	<b>West D - Aspen Street to D Street Path</b> (Add bicycle facility signing and striping; construct sidewalks to fill gaps)	\$190,000
<b>PB-20</b>	<b>Mill Street - Centennial to Main Street, south of Main Street to Mill Race Park</b> (Restripe for bicycle facilities with signing)	\$90,000
<b>PB-21</b>	<b>Pioneer Parkway at D, E, and F Streets</b> (Add crosswalks on Pioneer Parkway with signage)	\$80,000

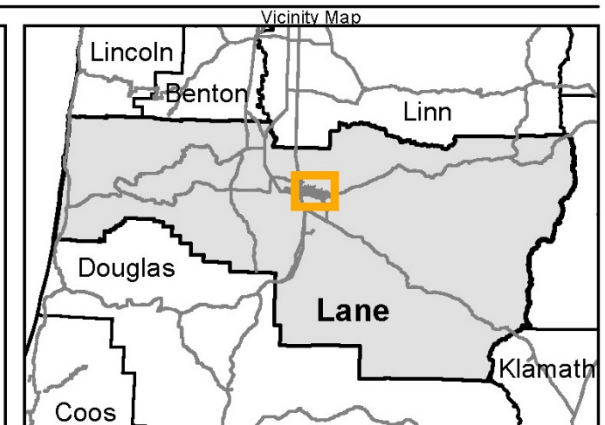
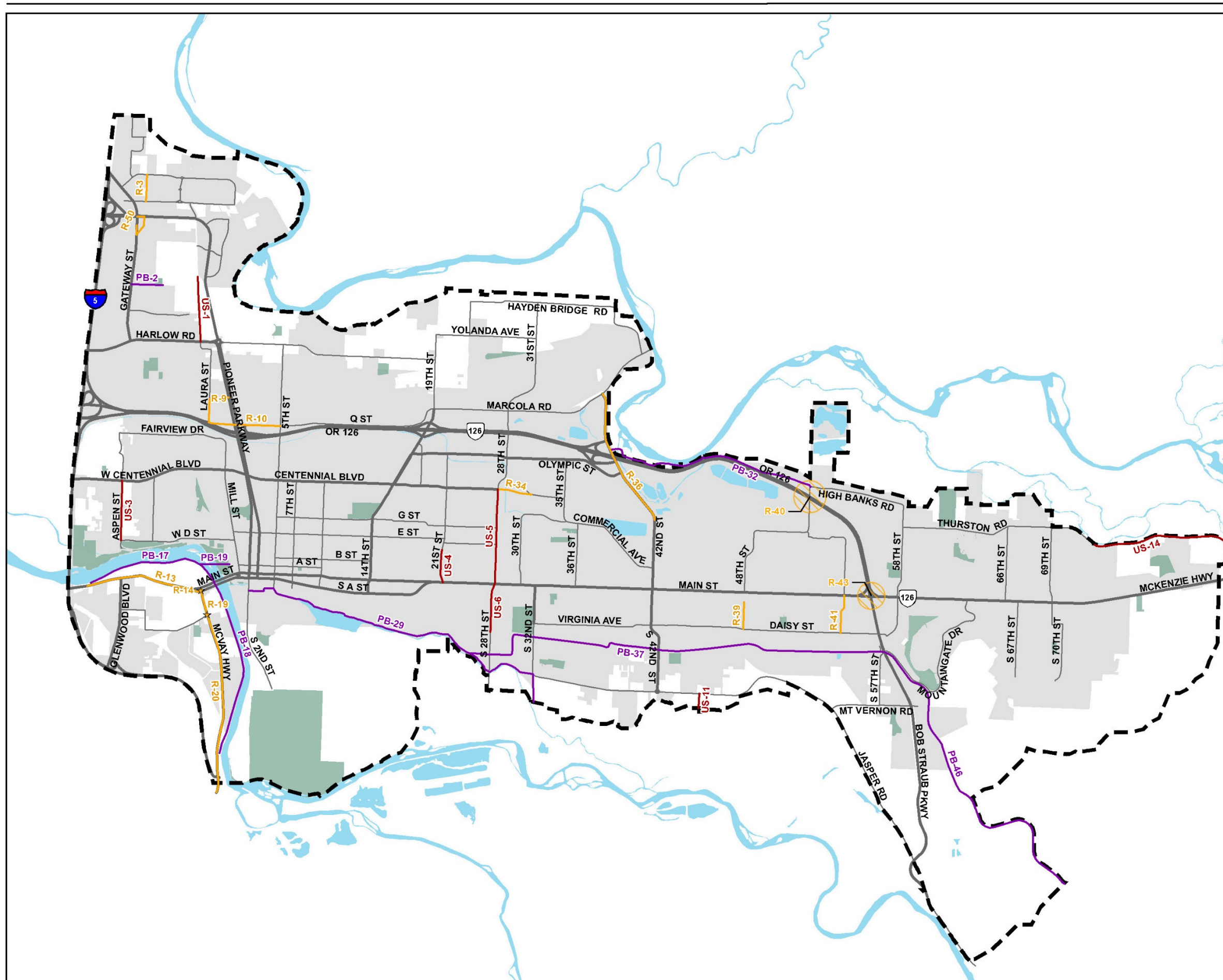
<b>PB-22</b>	<b>5<sup>th</sup> Street/Centennial Boulevard Intersection</b> (Add bicycle facilities through the intersection area)	\$560,000
<b>PB-23</b>	<b>5<sup>th</sup> Street - Centennial Boulevard to A Street</b> (Add bicycle facility signing and striping)	\$50,000
<b>PB-24</b>	<b>D, E, or F Streets from 5<sup>th</sup> Street to 28<sup>th</sup> Street</b> (Add bicycle facility signing and striping)	\$190,000
<b>PB-25</b>	<b>5<sup>th</sup> Street/D Street</b> (Add bicycle facility signing and striping to improve visibility)	\$10,000
<b>PB-26</b>	<b>A Street - 5<sup>th</sup> Street to 10<sup>th</sup> Street</b> (Restripe for bicycle facilities with signing)	\$40,000
<b>PB-30</b>	<b>33<sup>rd</sup> Street - V Street to EWEB Path</b> (Add shared-use signing and striping)	\$10,000
<b>PB-33</b>	<b>Main Street - 34<sup>th</sup> Street to 35<sup>th</sup> Street</b> (Add a mid-block crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-34</b>	<b>Pedestrian crossing improvement on Main Street/38<sup>th</sup> Street</b> (Add a mid-block crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-35</b>	<b>Main Street/ 41<sup>st</sup> Street</b> (Add a mid-block crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-36</b>	<b>Virginia Avenue and Daisy Street - South 32<sup>nd</sup> Street to Bob Straub Parkway</b> (Add bicycle facility signing and striping)	\$130,000
<b>PB-39</b>	<b>Main Street - 48<sup>th</sup> Street to 49<sup>th</sup> Street</b> (Add a mid-block crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-40</b>	<b>Main Street/ 51<sup>st</sup> Street</b> (Add a crosswalk with signing)	\$10,000
<b>PB-41</b>	<b>Main Street /Chapman Lane</b> (Add a mid-block crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-42</b>	<b>Main Street /57<sup>th</sup> Street</b> (Add a mid-block crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-43</b>	<b>Bob Straub Parkway/Daisy Street</b> (Add a pedestrian/bicycle signal and crossing)	\$90,000
<b>PB-44</b>	<b>Mountaingate Drive - Mountaingate Entrance to Dogwood Street</b> (Add shared-use signing and striping; construct sidewalks and drainage improvements to fill gaps)	\$260,000
<b>PB-45</b>	<b>Mt. Vernon Road/Bob Straub Parkway</b> (Add crosswalks at three or four approaches with signing and striping and install pedestrian hybrid beacon on the north-south leg)	\$390,000
<b>PB-47</b>	<b>Thurston Road/ 66<sup>th</sup> Street</b> (Add a crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-48</b>	<b>Thurston Road/ 69<sup>th</sup> Street</b> (Add a crosswalk with a rapid rectangular flashing beacon)	\$90,000
<b>PB-49</b>	<b>South 67<sup>th</sup> Street - Ivy Street to Main Street</b> (Add shared-use signing and striping and construct sidewalks to fill gaps)	\$160,000
<b>PB-50</b>	<b>Ivy Street - South 67<sup>th</sup> Street to South 70<sup>th</sup> Street</b> (Add shared-use signing and striping)	\$20,000
<b>PB-51</b>	<b>South 70<sup>th</sup> Street - Main Street to Ivy Street</b>	\$50,000

	(Add shared-use signing and striping)	
<b>PB-52</b>	<b>City-wide Rectangular Rapid Flashing Beacons</b> (Install mid-block crossings City-wide with rapid rectangular flashing beacons)	\$4,400,000

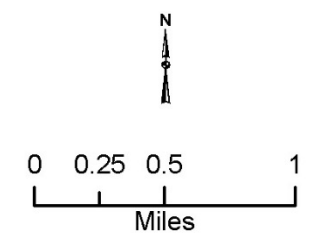
TABLE 5  
As development occurs projects in the 20-year project list

Roadway projects		Cost
<b>R-1</b>	<b>North Gateway Collector - Maple Island Road/Royal Caribbean Way to International Way</b> (Construct a new collector with a three-lane cross-section with sidewalks and bicycle facilities)	\$4,300,000
<b>R-4</b>	<b>Maple Island Road – Game Farm Road/Deadmond Ferry Road to Beltline Road</b> (Extend Maple Island Road with a two-lane cross-section with sidewalk, bicycle facilities, and an intersection at Beltline)	\$3,100,000
<b>R-5</b>	<b>Extend Riverbend Drive to International Way (Northeast Link)</b> (Extend Riverbend Drive with a three-lane cross-section with sidewalks and bicycle facilities)	\$1,600,000
<b>R-6</b>	<b>Improvements to serve Riverbend Hospital</b> (Improve Baldy View Lane, construct a McKenzie-Gateway Loop connector/new collector and construct off-street path connections)	\$10,200,000
<b>R-8</b>	<b>Mallard Avenue - Gateway Street to Game Farm Road</b> (Change Mallard Avenue to a two-lane cross-section with sidewalks and bicycle facilities and extend Mallard Avenue to Gateway Street with a two-lane cross-section with sidewalks and bicycle facilities)	\$4,530,000
<b>R-12</b>	<b>Franklin Boulevard Riverfront Collector</b> (Construct a new collector as shown in the <i>Glenwood Plan</i> ; two travel lanes with on-street parking, sidewalks, and bicycle facilities)	\$7,700,000
<b>R-16</b>	<b>East 17<sup>th</sup> Avenue - Glenwood Boulevard to Henderson Avenue</b> (Change East 17 <sup>th</sup> Avenue to a three-lane cross-section with sidewalks and bicycle facilities)	\$1,900,000
<b>R-17</b>	<b>Henderson Avenue - Franklin Boulevard to East 19<sup>th</sup> Avenue</b> (Modify Henderson Avenue with a three-lane cross-section with sidewalks and bicycle facilities)	\$3,400,000
<b>R-18</b>	<b>East 19<sup>th</sup> Avenue - Henderson Avenue to Franklin Boulevard</b> (Change East 19 <sup>th</sup> Avenue to a three-lane cross-section with sidewalks and bicycle facilities)	\$3,500,000
<b>R-24</b>	<b>19<sup>th</sup> Street - Hayden Bridge to Yolanda Avenue</b> (Extend 19 <sup>th</sup> Street with a two-lane cross-section with sidewalks and bicycle facilities)	\$2,400,000
<b>R-25</b>	<b>Hayden Bridge Road - 19<sup>th</sup> Street to Marcola Road</b> (Change Hayden Bridge Road to a two-lane cross-section with sidewalks and bicycle facilities)	\$12,000,000
<b>R-26</b>	<b>Yolanda Avenue - 23<sup>rd</sup> Street to 31<sup>st</sup> Street</b> (Modify Yolanda Avenue to a two-lane cross-section with sidewalks and bicycle facilities)	\$460,000
<b>R-27</b>	<b>Yolanda Avenue to 33<sup>rd</sup> Street</b> (Construct Yolanda Avenue from 31 <sup>st</sup> to 33 <sup>rd</sup> Street with sidewalks and bicycle facilities)	\$9,400,000
<b>R-28</b>	<b>Marcola Road to 31<sup>st</sup> Street</b> (Construct a new collector with a three-lane cross-section with sidewalks and bicycle facilities)	\$9,000,000
<b>R-29</b>	<b>31<sup>st</sup> Street - Hayden Bridge to U Street</b> (Change 31 <sup>st</sup> Street to a two-lane cross-section with sidewalks and bicycle facilities)	\$3,800,000
<b>R-37</b>	<b>Commercial Avenue - 42<sup>nd</sup> Street to 48<sup>th</sup> Street, north of Main Street and North-South</b>	\$19,000,000

	<b>Connection</b> (Extend Commercial Street and add a north-south connection; three-lane cross-section with sidewalks and bicycle facilities)	
<b>R-42</b>	<b>Glacier Drive - 48<sup>th</sup> Street/Holly to South 55<sup>th</sup> Street</b> (Construct a new collector with a two-lane cross-section with sidewalks and bicycle facilities)	\$6,300,000
<b>R-45</b>	<b>Improvements within the Jasper-Natron Area</b> (Construct multiple roadways in the Jasper-Natron area between Bob Straub Parkway, Jasper Road, and Mt. Vernon Road)	\$67,000,000
<b>R-46</b>	<b>Bob Straub Parkway to Mountaingate Drive</b> (Construct a new collector with a three-lane cross-section with sidewalks and bicycle facilities)	\$2,500,000
<b>R-47</b>	<b>Haul Road - Mt. Vernon Road to UGB</b> (Construct a two-lane green street in the Haul Road right-of-way; coordinate with PB-46)	\$11,000,000
<b>R-49</b>	<b>79<sup>th</sup> Street - Main Street to Thurston Road</b> (Extend 79 <sup>th</sup> Street with a two-lane cross-section with sidewalks and bicycle facilities)	\$8,200,000
<b>Pedestrian/bicycle projects (all off-street)</b>		<b>Cost</b>
<b>PB-1</b>	<b>McKenzie Gateway Path - Existing Path to Maple Island Road</b> (Construct a new multi-use 12-foot wide path from the end of the existing Riverbend Hospital path to Maple Island Road)	\$3,000,000
<b>PB-4</b>	<b>Wayside Lane/Ann Court to Riverbend Path</b> (Construct a new multi-use 12-foot wide path from Wayside Lane/Ann Court to the existing Sacred Heart Medical Center-Riverbend path)	\$80,000
<b>PB-27</b>	<b>South 2<sup>nd</sup> Street to Island Park</b> (Construct a new multi-use 12-foot wide path along the Mill Race from South 2 <sup>nd</sup> Street to Mill Street at Island Park)	\$3,100,000



- Legend**
- ★ Roadway Project
  - Roadway Project
  - ▨ Roadway Project
  - Urban Standards Project
  - Pedestrian/Bike Off-Street Path Project
  - Arterial
  - Collector
  - ▭ City Limits
  - ▭ Urban Growth Boundary
  - ▭ Willamalane Park and Recreation Property
  - ▭ Water Body

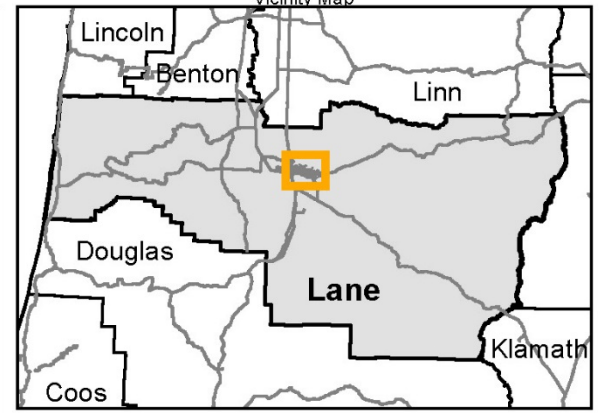
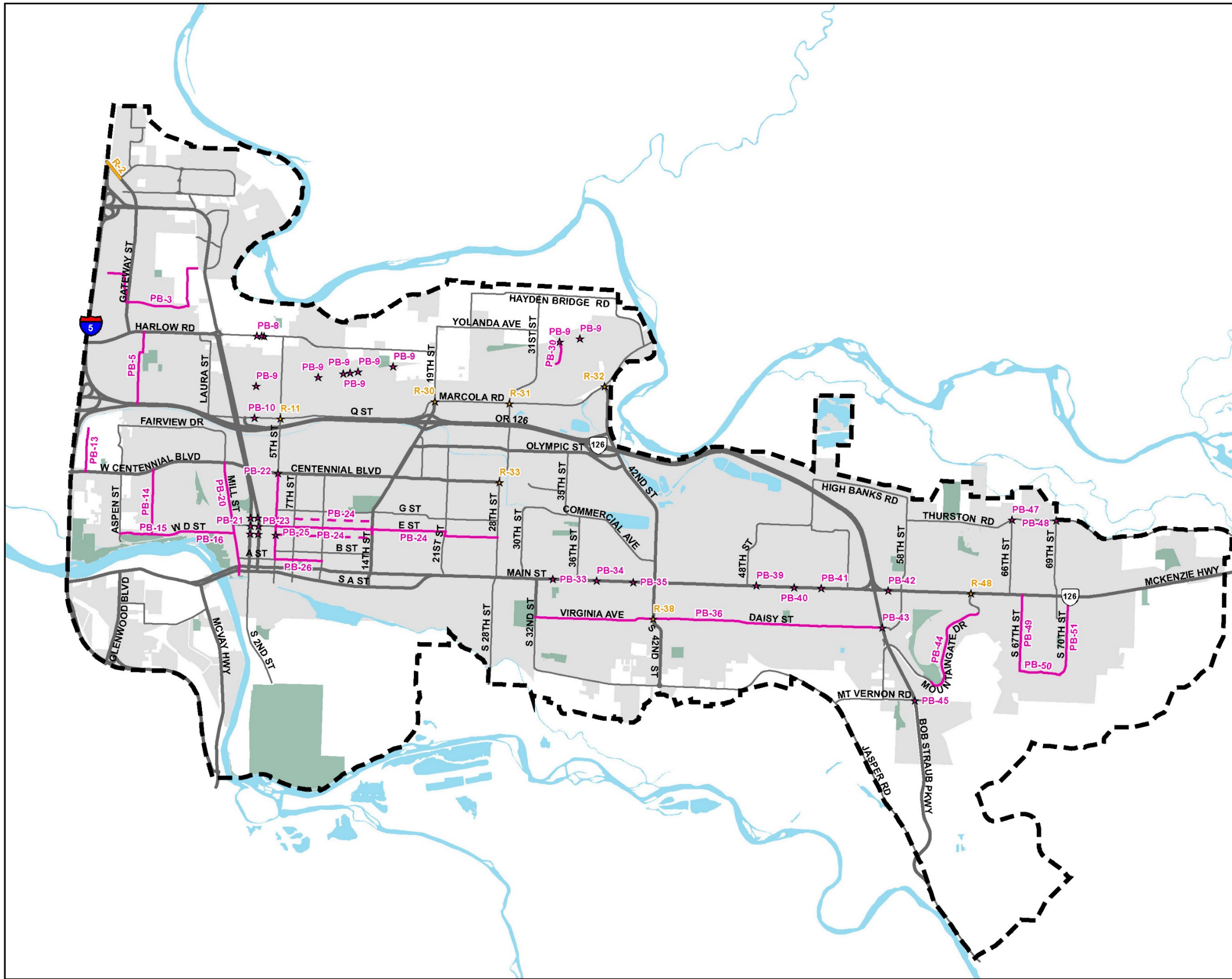


Note: All new alignments are conceptual. Actual alignments will be determined during project development.

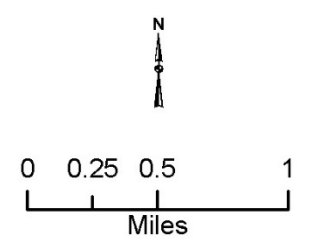


**FIGURE 4**  
**20-Year Improvement Projects:**  
**Priority Projects**  
 Springfield TSP  
 Springfield, Oregon

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- Legend**
- ★ Roadway Project
  - Roadway Project
  - ★ Pedestrian/Bike Project
  - Pedestrian/Bike Project
  - - - Pedestrian/Bike - Alternative Project
  - Arterial
  - Collector
  - City Limits
  - Urban Growth Boundary
  - Willamalane Park and Recreation Property
  - Water Body



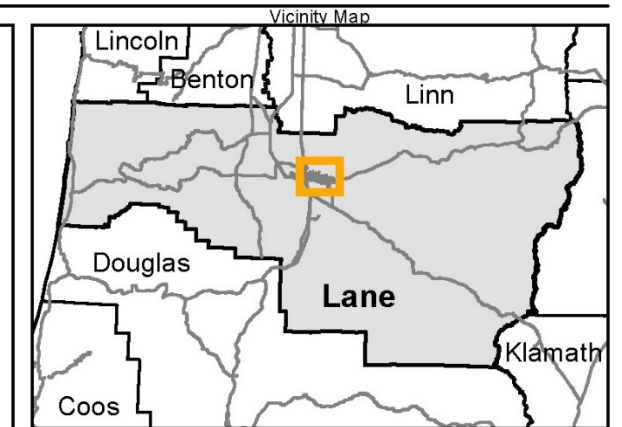
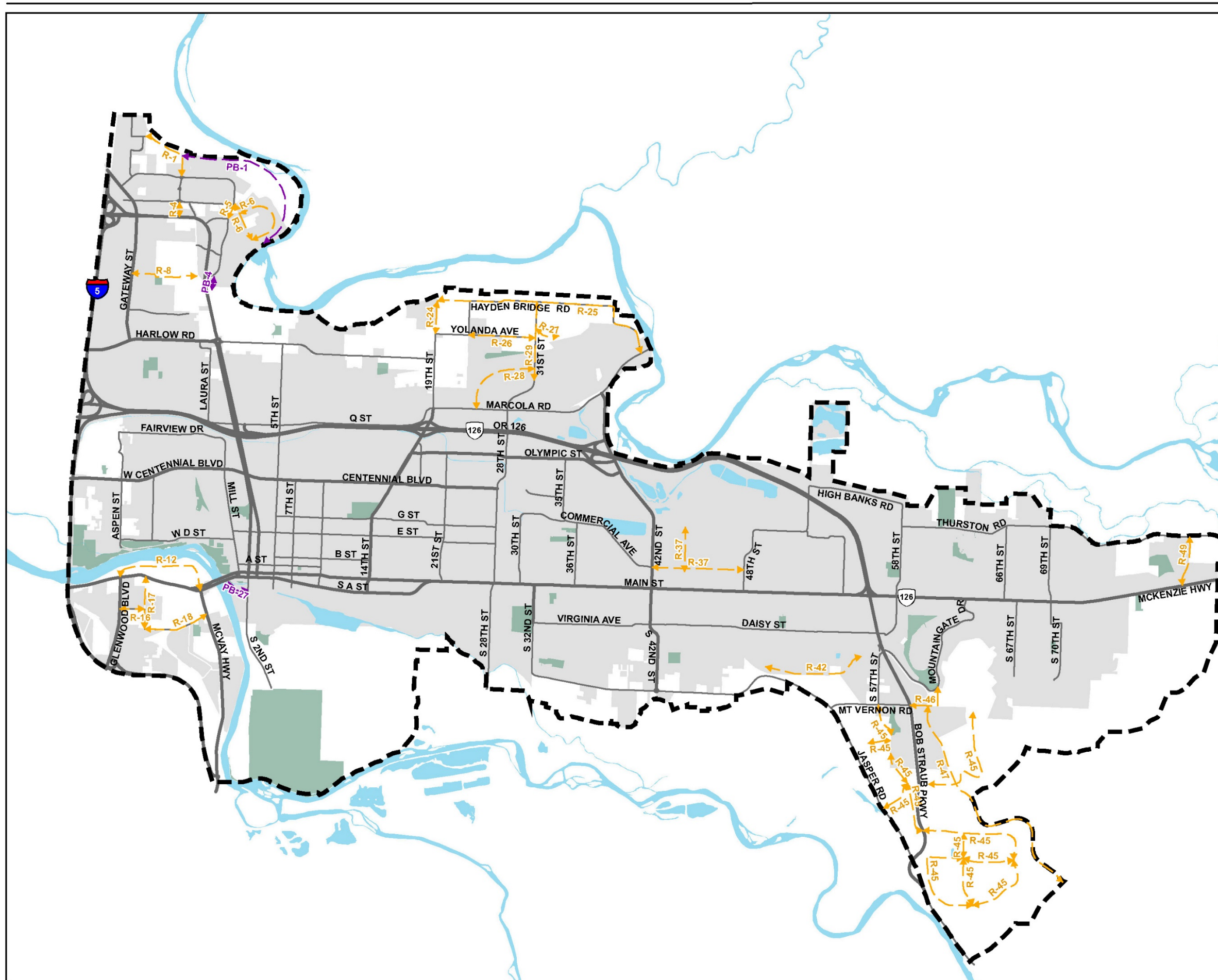
Note: All new alignments are conceptual. Actual alignments will be determined during project development.



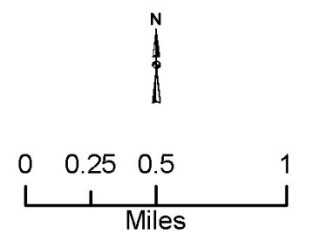
**FIGURE 5**  
**20-Year Improvement Projects:**  
**Opportunity Projects**  
 Springfield TSP  
 Springfield, Oregon



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- Legend**
- Conceptual Roadway Project
  - Conceptual Pedestrian/Bike Off-Street Path Project
  - Arterial
  - Collector
  - City Limits
  - Urban Growth Boundary
  - Willamalane Park and Recreation Property
  - Water Body



Note: All new alignments are conceptual. Actual alignments will be determined during project development. As development occurs projects will be identified as part of the development review process.



**FIGURE 6**  
**20-Year Improvement Projects**  
**As Development Occurs Projects**  
 Springfield TSP  
 Springfield, Oregon

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## Beyond 20-year projects

A number of projects have been identified that may be implemented beyond the 20-year planning horizon (Table 6 and Figure 7). The timing of these projects depends on the pace and location of development in the City and the surrounding areas; as such, these projects may become a higher priority as conditions change. The inclusion of these projects into the 2035 TSP allows the City to pursue a variety of funding sources and opportunities for their implementation. At this point, the City has not identified cost estimates for the projects, given their long-term nature.

TABLE 6  
Beyond 20-year projects

Roadway projects	
<b>R-7</b>	<b>South of Kruse Way and east of Gateway Road</b> (Construct a new roadway to improve local connectivity south of Kruse Way/east of Gateway Road area)
<b>R-15</b>	<b>Glenwood Boulevard - I-5 to Franklin Boulevard</b> (Convert Glenwood Boulevard from three-lane to five-lane cross-section)
<b>R-21</b>	<b>Pioneer Parkway to South 2<sup>nd</sup> Street</b> (Construct a new collector between Pioneer Parkway and South 2 <sup>nd</sup> Street)
<b>R-22</b>	<b>Extend South 14<sup>th</sup> Street South of Railroad Tracks</b> (Extend South 14 <sup>th</sup> Street south of the Union Pacific Railroad mainline with a three-lane cross-section with sidewalks and bicycle facilities)
<b>R-23</b>	<b>South B Street - South 5<sup>th</sup> to South B Street</b> (Extend South B Street with a three-lane cross-section with sidewalks and bicycle facilities)
<b>R-35</b>	<b>OR 126/42<sup>nd</sup> Street Interchange Improvements</b> (OR 126/42 <sup>nd</sup> Street interchange improvements)
<b>R-44</b>	<b>Daisy Street crossing of Bob Straub Parkway</b> (Construct an at-grade crossing or undercrossing of Bob Straub Parkway)
Urban standards projects	
<b>US-2</b>	<b>Laura Street - EWEB powerline corridor to Game Farm Road</b> (Change Laura Street to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-7</b>	<b>South 28<sup>th</sup> Street - F Street to UGB</b> (Modify South 28 <sup>th</sup> Street to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-8</b>	<b>35<sup>th</sup> Street - Olympic to Commercial Avenue</b> (Change South 35 <sup>th</sup> Street to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-9</b>	<b>Commercial Avenue - 35<sup>th</sup> to 42<sup>nd</sup> Street</b> (Modify Commercial Avenue to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-10</b>	<b>36<sup>th</sup> Street - Commercial Avenue to Main Street</b> (Change 36 <sup>th</sup> Street to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-12</b>	<b>Jasper Road - South 42<sup>nd</sup> Street to northwest of Mt. Vernon Road</b> (Modify Jasper Road to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-13</b>	<b>Bob Straub Parkway - Mt. Vernon Road to UGB</b> (Change Bob Straub Parkway to a three-lane cross-section with sidewalks and bicycle facilities)
<b>US-15</b>	<b>Main Street east of 72<sup>nd</sup> Street to UGB</b> (Modify Main Street to a three-lane cross-section with sidewalks and bicycle facilities)

Pedestrian/bicycle projects (all off-street)	
<b>PB-6</b>	<b>Springfield Christian School Channel Path - Dornoch Street to Laura Street</b> (Construct a new multi-use 12-foot wide path from Dornoch Street to Laura Street)
<b>PB-7</b>	<b>Extend EWEB Trail - Pioneer Parkway to Don Street</b> (Construct a new multi-use 12-foot wide path in the EWEB powerline corridor from Pioneer Parkway to Don Street with a crossing of Pioneer Parkway and Laura Street)
<b>PB-11</b>	<b>By-Gully Path Extension - Pioneer Parkway to 5<sup>th</sup> Street</b> (Construct a new multi-use 12-foot wide path from the existing By-Gully path at Pioneer Parkway to 5 <sup>th</sup> Street)
<b>PB-12</b>	<b>I-5 Path – Willamette River Area Path to By-Gully Path</b> (Construct a new multi-use 12-foot wide path parallel to I-5 from Willamette River area path/Eastgate Woodlands to the end of the By-Gully path)
<b>PB-28</b>	<b>South 3<sup>rd</sup> Street to South 5<sup>th</sup> Street</b> (Construct a new multi-use 12-foot wide path from South 3 <sup>rd</sup> Street to South 5 <sup>th</sup> Street)
<b>PB-31</b>	<b>Quarry Ridge Lane to Marcola Road</b> (Construct a new multi-use 12-foot wide path Quarry Ridge Lane to Marcola Road)
<b>PB-38</b>	<b>Haul Road - Daisy Street to Booth Kelly Road</b> (Construct a new multi-use 12-foot wide path in the Haul Road right-of-way from Daisy Street to Booth Kelly Road)

## Study projects

The 2035 TSP has identified a number of potential projects that need more study before the community and local decision-makers considers specific recommendations (Table 7 and Figure 8). This TSP cannot cover the issues and level of detail that would be needed to create project recommendations for these concepts. Therefore, the City of Springfield would need to create individual refinement plans for each project as timing allows and funding becomes available. These refinement plans can identify specific recommendations, cost estimates, potential funding sources, and the timing for implementation.

TABLE 7  
Study projects

Projects	
<b>S-1</b>	<b>Phase 2 of Beltline/Gateway improvements</b>
<b>S-2</b>	<b>OR 126 Expressway Management Plan</b>
<b>S-3</b>	<b>Pioneer Parkway/Q Street/Laura Street circulation study to improve Q Street/Laura Street/Ramp safety, access, and capacity</b>
<b>S-4</b>	<b>Study a new crossing of OR 126 between 5<sup>th</sup> and 15<sup>th</sup> Streets</b>
<b>S-5</b>	<b>Centennial Boulevard - Prescott Lane to Mill Street operational improvements study</b>
<b>S-6</b>	<b>Pioneer Parkway/Centennial Boulevard intersection study to improve pedestrian safety</b>
<b>S-7</b>	<b>Centennial Boulevard - Mohawk Boulevard to Pioneer Parkway operational improvements study</b>
<b>S-8</b>	<b>Study safety and operational improvements in Mohawk Boulevard/Olympic Street/18<sup>th</sup> Street/Centennial triangle</b>
<b>S-9</b>	<b>Study a new bridge - Walnut Road/West D Street to Glenwood Boulevard/Franklin Boulevard intersection</b>

<b>S-10</b>	<b>Study Main Street/South A Street improvements - Mill Street to 21<sup>st</sup> Street</b>
<b>S-11</b>	<b>Refinement study for Glenwood industrial area</b>
<b>S-12</b>	<b>Pedestrian/bicycle bridge study between Glenwood and Dorris Ranch</b>
<b>S-13</b>	<b>Access plan study on Main Street between 21<sup>st</sup> Street and 48<sup>th</sup> Street</b>
<b>S-14</b>	<b>Study east-west connectivity between 28<sup>th</sup> Street and 32<sup>nd</sup> Street</b>
<b>S-15</b>	<b>Study a new crossing of OR 126 near Thurston High School</b>
<b>S-16</b>	<b>Connectivity study south of OR 126 and Jessica Street</b>

## Transit projects

The Springfield 2035 TSP incorporates the frequent transit network (FTN) projects included in the RTSP (Table 8 and Figure 9). No additional capital transit projects were identified as part of the Springfield 2035 TSP. The FTN projects are listed below in Table 8.

At this point, cost estimates for the frequent transit network projects have not been identified.

TABLE 8  
Frequent transit network projects

Projects	
<b>T-1</b>	<b>Transit on Centennial Boulevard - I-5 to Mohawk Boulevard</b>
<b>T-2</b>	<b>Transit on Franklin Boulevard/Main Street/South A Street to OR 126/Main Street (east-west)</b>
<b>T-3</b>	<b>Transit on Franklin Boulevard and McVay Highway to 30<sup>th</sup> Avenue (north-south)</b>
<b>T-4</b>	<b>Transit on Mohawk Boulevard - Centennial Boulevard to 19<sup>th</sup> Street/Marcola Road to 28<sup>th</sup> Street/ Olympic Street to Mohawk Boulevard</b>

Note: These projects are included in the current *Regional Transportation System Plan*. The final transit network will be developed through the *Regional Transportation System Plan* process.

## Other travel modes

This section addresses the rail, air, pipeline, and surface water plans for the City of Springfield. Each subsection below describes the respective network and how it operates within the City. No future projects have been identified for these modes as the service is provided by other entities beyond the City's jurisdiction.

### Rail service

There are two freight rail service providers in Springfield: Central Oregon and Pacific (COPR), and Union Pacific (UP). COPR provides east-west freight service on track located just south of Main Street and crossing over to slightly north of Franklin Boulevard west of the UGB. UP operates freight service on a north-south line east of I-5 that intersects with the COPR line near the OR 126/OR 225 junction (near Franklin Boulevard/E 19<sup>th</sup> Avenue). The tracks run north to the Portland metropolitan area and southeast to Oakridge, Klamath Falls, and into California. UP operates approximately 20 freight trains per day along these tracks.

Amtrak also provides passenger service through Springfield to the Eugene station in Downtown Eugene. Amtrak provides intercity passenger rail service between the City of Eugene and cities north and south. The Amtrak Cascades route travels from Eugene to Vancouver, Canada and the Coast Starlight route travels from Seattle to Los Angeles. Amtrak operates on the UP line. Current higher speed rail plans may consider a station in Downtown Springfield, consistent with the policies and actions in this *TSP* (Chapter 2).

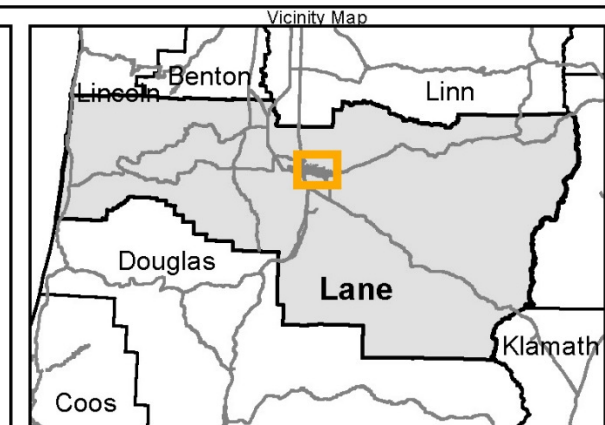
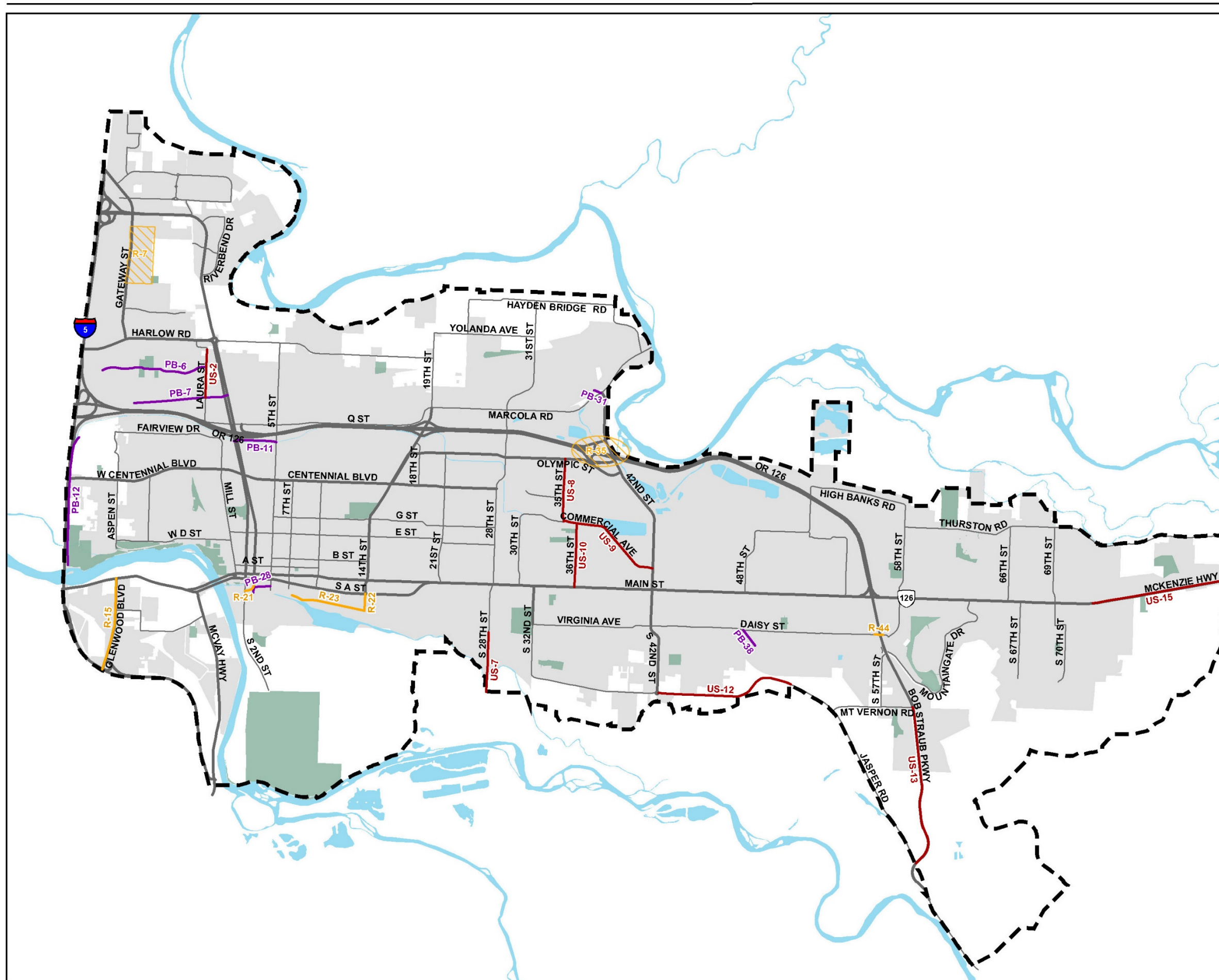
### Air service

There are no public or private airports in Springfield. The Eugene Airport at Mahlon Sweet Field (EUG), the closest airport that provides commercial service, is located near Oregon Highway 99 about 11 miles northwest of Downtown Springfield.

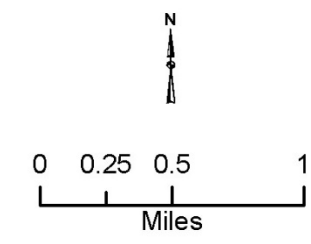
### Pipeline service and surface water transportation

Waterways and pipelines also provide transportation opportunities in Springfield. Because the Willamette River and McKenzie River are not navigable waterways, there are no ports or navigational facilities within Springfield. The public primarily uses these waterways for recreational purposes, as neither river is a major stream for commercial activity. The McKenzie River is frequented by anglers and rafters. Neither of these waterways provides direct access to the ocean.

Springfield has no major pipelines. Natural gas is available to residential and commercial sites throughout the community on a regular service-line basis.



- Legend**
- Roadway Project
  - ▨ Roadway Project
  - Urban Standards Project
  - Pedestrian/Bike Off-Street Path Project
  - Arterial
  - Collector
  - City Limits
  - Urban Growth Boundary
  - Willamalane Park and Recreation Property
  - Water Body



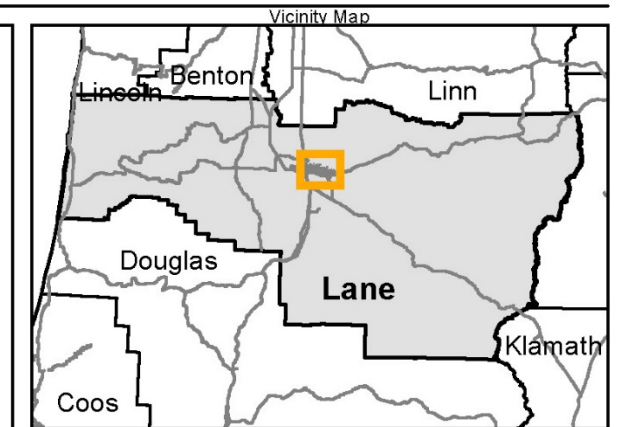
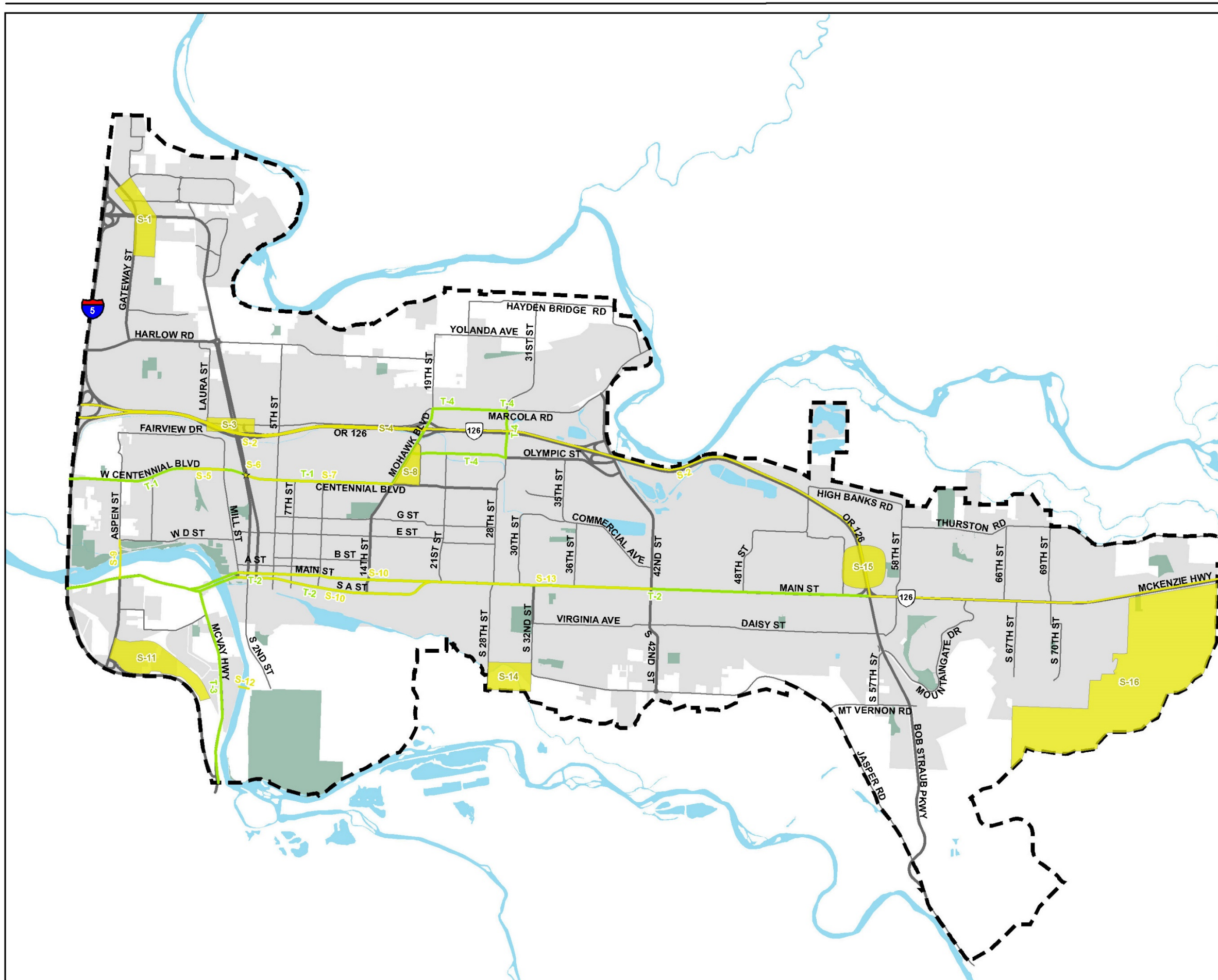
Note: All new alignments are conceptual. Actual alignments will be determined during project development.



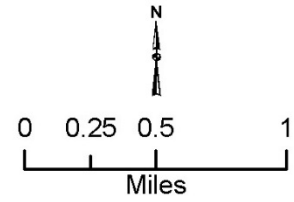
**FIGURE 7**  
**Beyond 20-Year**  
**Improvement Projects**  
 Springfield TSP  
 Springfield, Oregon



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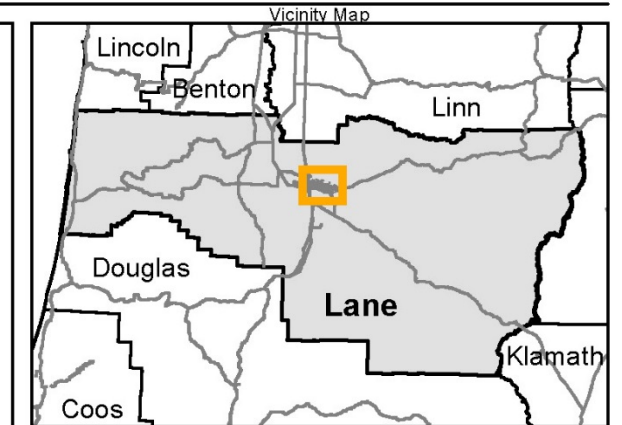
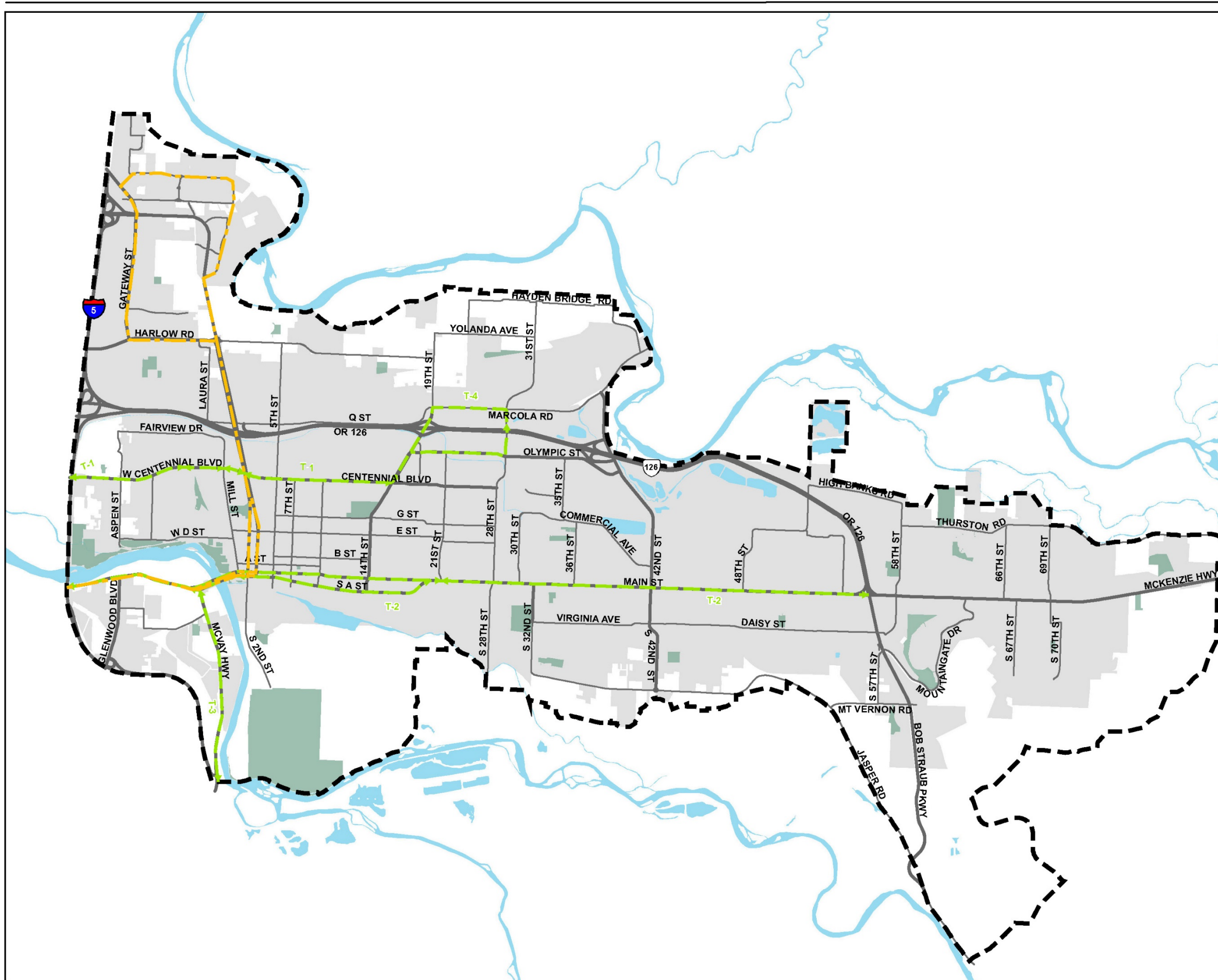


- Legend**
- Study Project
  - Study Project
  - Transit Project
  - Arterial
  - Collector
  - City Limits
  - Urban Growth Boundary
  - Willamalane Park and Recreation Property
  - Water Body

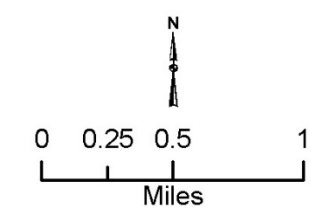


**FIGURE 8**  
**Transit and Study Projects**  
 Springfield TSP  
 Springfield, Oregon

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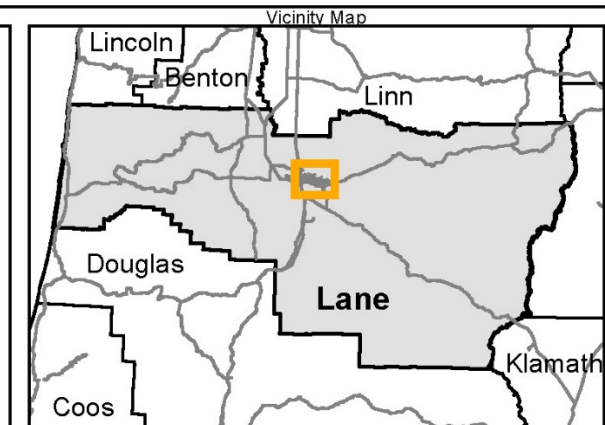
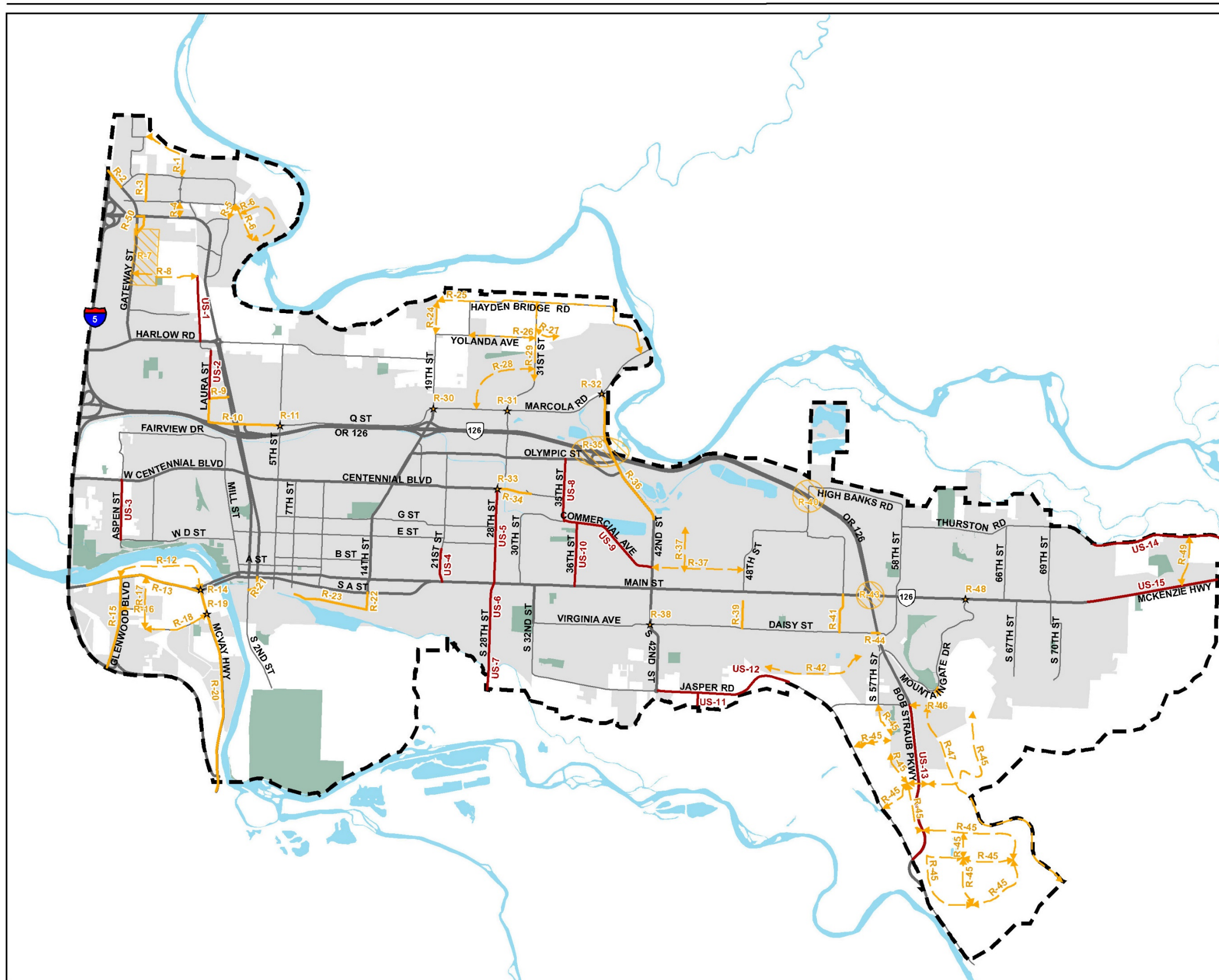


- Legend**
- Existing/Planned Frequent Transit Network
  - Proposed Frequent Transit Network
  - Arterial
  - Collector
  - City Limits
  - Urban Growth Boundary
  - Willamalane Park and Recreation Property
  - Water Body

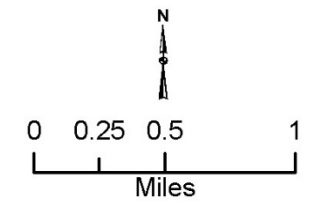


**FIGURE 9**  
**Recommended Frequent Transit Network**  
 Springfield TSP  
 Springfield, Oregon

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- Legend**
- ★ Roadway Project
  - Roadway Project
  - Conceptual Roadway Project
  - ▨ Roadway Project
  - Urban Standards Project
  - Arterial
  - Collector
  - City Limits
  - - - Urban Growth Boundary
  - Willamalane Park and Recreation Property
  - Water Body

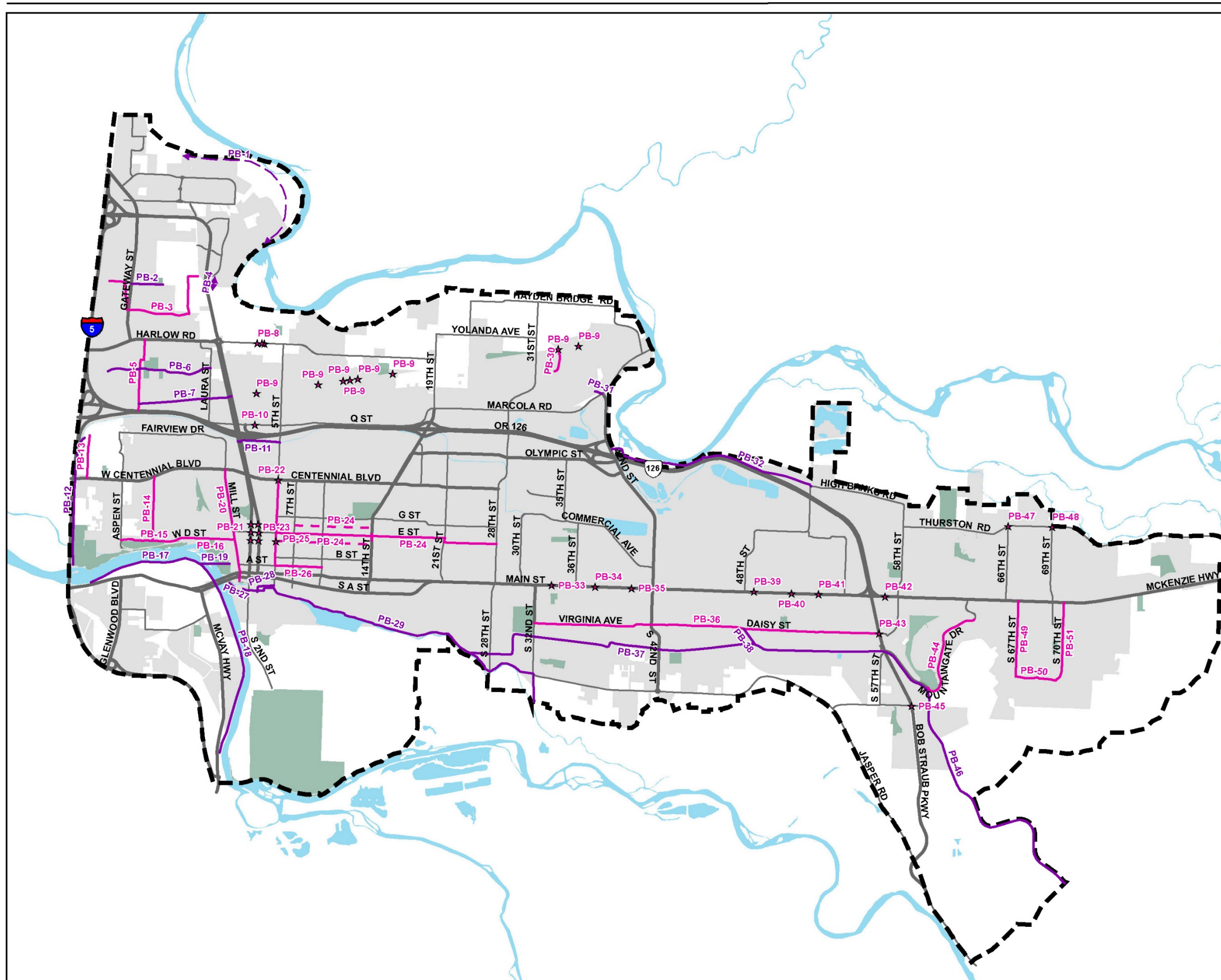


Note: All new alignments are conceptual. Actual alignments will be determined during project development. As development occurs projects will be identified as part of the development review process.



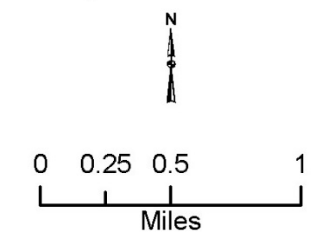
**FIGURE 10**  
**Recommended Roadway Network**  
 Springfield TSP  
 Springfield, Oregon

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**Legend**

- ★ Pedestrian/Bike Project
- Pedestrian/Bike Project
- - - Pedestrian/Bike - Alternative Project
- Pedestrian/Bike - Off-Street Path Project
- ↔ Conceptual Pedestrian/Bike - Off-Street Path Project
- Arterial
- Collector
- City Limits
- Urban Growth Boundary
- Willamalane Park and Recreation Property
- Water Body



Note: All new alignments are conceptual. Actual alignments will be determined during project development. As development occurs projects will be identified as part of the development review process.



**FIGURE 11**  
**Recommended Pedestrian and Bicycle Network**  
 Springfield TSP  
 Springfield, Oregon



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## Chapter 6: Funding and implementation

The *Springfield 2035 Transportation System Plan (TSP)* includes projects under the jurisdiction and ownership of the state, county, City, Lane Transit District (LTD), and Willamalane Park and Recreation District, as well as some projects that may include privately owned property. Each project may be funded through a different combination of federal, state, City, county, or private sources. This chapter discusses current and possible new funding mechanisms that may be available to implement projects at some point during the life of the *2035 TSP*. A complete list of projects anticipated to be constructed in the 20-year life of the *2035 TSP* and planning-level cost estimates for each project is provided in Chapter 5 (Tables 3-5).

It is unlikely that every project contained in the TSP will be constructed in the next 20 years. While the TSP does prioritize planned projects, the city may advance projects as opportunities arise. These opportunities could include changes in policy or funding at the federal, state or local level; changes in local development priorities; or public-private or public-public partnerships. The categories of projects, specifically 20-year priority projects and beyond 20-year priority projects are intended to be interpreted flexibly to allow the city to make wise investments consistent with the overall vision contained in this TSP.

### 20-year estimated revenue stream

#### RTP forecasts

The 2011 RTP forecasts constrained revenues for the transportation system in the Metropolitan Planning Organization (MPO) boundary for the 20-year planning horizon. It includes:

- Local funding from Eugene, Springfield, and Lane County (operations, maintenance, and preservation; bike improvements; and system improvements)
- LTD funding (system improvements only)
- Oregon Department of Transportation (ODOT) funding (planning studies and system improvements only)

#### Approximate transportation revenues for the City of Springfield

Setting aside expected revenues for operations, maintenance, preservation, and transit system improvements, the RTP anticipates just under \$600 million in funding for bike, pedestrian, and roadway system improvements in the MPO area through 2035. Assuming that Springfield receives roughly one-third of regional funding, the City may receive as much as \$186 million in transportation revenues for non-transit projects in the next 20 years as shown in Table 9.

**TABLE 9  
Springfield revenue assumptions**

RTP source	Expected Springfield Revenue
<b>System improvements</b>	\$74,400,000
<b>Local on- and off-street bike improvements</b>	\$15,300,000
<b>ODOT system improvements</b>	\$96,000,000
<b>Total revenue for system improvements</b>	<b>\$185,700,000</b>

Source: 2011 *Central Lane RTP*

## Cost of 20-year needs

The 2035 *Springfield TSP* includes 136 transportation projects. The 20-year projects would cost approximately \$498,907,000 to implement (\$2013). This estimate provides the City with an idea of the cost for future transportation needs to support expected community growth and development. The City, using the sources described in this chapter, will seek funding to make these investments in the transportation system. Table 10 contains cost estimates by project category.

**TABLE 10  
20-year project cost estimates**

Projects	Cost
<b>Priority – roadway projects</b>	\$224,360,000
<b>Priority – urban standards projects</b>	\$24,770,000
<b>Priority – pedestrian and bicycle projects</b>	\$32,987,000
<b>Opportunity – roadway projects</b>	\$11,020,000
<b>Opportunity – pedestrian and bicycle projects</b>	\$8,270,000
<b>As development occurs – roadway projects</b>	\$191,290,000
<b>As development occurs – pedestrian and bicycle projects</b>	\$6,180,000
<b>Total costs</b>	<b>\$498,877,000</b>

## Potential funding sources

Highway user taxes and fees, including Oregon State fuel taxes, licensing and registration fees, as well as local fuel taxes, have provided the primary source of funding for transportation-related projects in the City. In recent years, these sources have increasingly been devoted to operations, maintenance and preservation, and diverted from capacity development or expansion projects. To supplement these sources, the City will need to develop a strategy to fund the TSP improvements. Possible elements of this strategy are outlined below.

## Local funding mechanisms

At the local level, the City can draw on a number potential funding mechanisms to help finance the 2035 TSP. Table 11 outlines potential funding sources at the local level that could be implemented in the City’s future. In general, local funding sources are more flexible than funding obtained from state or federal grant sources.

**TABLE 11**  
**Potential local funding mechanisms**

Funding Source	Description	Potential Application in Springfield
<b>Street utility fees (also called road maintenance fees)</b>	A fee based on the number of trips a particular land use generates and is usually collected through a regular utility bill. Fees can also be tied to the annual registration of a vehicle to pay for improvements, expansion, and maintenance on the street system.	System-wide transportation facilities including streets, sidewalks, bike lanes, and trails.
<b>Transportation Systems Development Charge (SDC)</b>	SDCs are fees assessed on development for impacts created to public infrastructure. All revenue is dedicated to transportation capital improvements attributable to growth. A significant portion is further limited to those capital improvements, preservation, and studies related to the needed improvement that increase capacity designed to accommodate growth. The City can also offer SDC credits to developers that provide public improvements beyond the required street frontage, including those that can be constructed by the private sector at a lower cost. For example, an SDC credit might be given for providing end-of-trip bike facilities within the new development. Use of these credits as an incentive can generate private capital funding.	System-wide transportation facilities including streets, sidewalks, bike lanes, and trails.
<b>Stormwater SDCs, grants, and loans</b>	SDCs, grants, and loans can be obtained for improving stormwater management facilities.	SDCs may only be used for that portion of transportation improvements which generate additional stormwater management capacity related to growth.
<b>Local gas tax</b>	A local tax can be assessed on the purchase of gas within the City. This tax is added to the cost of gasoline at the pump, along with the state and federal gas taxes.	System-wide transportation facilities including streets, sidewalks, bike lanes, and trails.
<b>Parking in-lieu fees</b>	Parking in-lieu fees are fees that are assessed to developers that cannot or do not want to provide the parking for the development. The idea is to decrease the amount of off-street, private parking and consolidating parking on-street or in parking garages, as a way to decrease parking demand. May benefit developers by reducing costs.	System-wide transportation facilities including streets, sidewalks, bike lanes, trails, and transit.
<b>Incentives</b>	The City provides an enticement such as bonus densities and flexibility in design in exchange for a public benefit. Examples might include a commute trip reduction (CTR) program, or transit facilities in exchange for bonus densities. May be used with SDC methods to reduce transportation impacts.	System-wide transportation facilities including streets, sidewalks, bike lanes, trails, and transit.

Funding Source	Description	Potential Application in Springfield
<b>Public/private partnerships</b>	Public/private partnerships have been used in several places around the country to provide public transportation amenities within the public right-of-way in exchange for operational revenue from the facilities. These partnerships could be used to provide services such as charging stations, public parking lots, bicycle lockers, or car share facilities.	System-wide transportation facilities including streets, sidewalks, bike lanes, trails, and transit.
<b>Tax Increment Financing (TIF)</b>	TIF is a tool that cities use to create special districts (tax increment areas) where public improvements are made in order to generate private-sector development. During a defined period, the City freezes the tax base at the pre-development level. Property taxes for that period can be waived or paid, but taxes derived from increases in assessed values (the tax increment) resulting from new development can go into a special fund created to retire bonds issued to originate the development or leverage future improvements. A number of small-to-medium sized communities in Oregon have implemented, or are considering implementing, urban renewal districts that will result in a TIF revenue stream.	System-wide transportation facilities including streets, sidewalks, bike lanes, trails, and transit.
<b>Streets District</b>	A Streets District is essentially a type of special district. Oregon state law (ORS 371) allows for the formation of special streets taxing districts for purposes of constructing and maintaining streets within the taxing district boundaries. A streets district would be a separate entity from the City of Springfield, with its own property tax levy rate and an elected board of commissioners. Those within the potential district boundaries must vote on the creation of a streets district.	Roadway improvement projects, particularly along Main Street.
<b>Revenue and general obligation bonds</b>	Bonding allows municipal and county government to finance construction projects by borrowing money and paying it back over time, with interest. Financing requires smaller regular payments over time compared to paying the full cost at once, but financing increases the total cost of the project by adding interest. General obligation bonds are often used to pay for construction of large capital improvements and must be approved by a vote of the public. These bonds add the cost of the improvement to property taxes over time.	Construction of major capital improvement projects within the City.
<b>Reimbursement Districts</b>	Also called Advance Financed Districts, the City determines the boundary of the district. Property owners of new development or large redevelopment permits pay a fee for the instillation of public improvements. They then recover some portion of the cost over a period of years (often 15).	Construction of major capital improvement projects within the City (possibly in Study Areas).

### State and federal grants

In addition to local funding sources, the City of Springfield can seek to leverage opportunities for funding from grants at the state and federal levels for specific projects. The current *Federal Transportation Bill, MAP-21*, expires in September of 2014, and funding opportunities may change after that date. Table 12 outlines those sources and their potential applications.

Potential state funding sources are extremely limited with significant competition for these limited funds. Any future improvements that rely on state funding will require City and regional consensus that these improvements take precedent over transportation needs elsewhere in the region and the state. It will likely be necessary to utilize multiple funding sources so dollars can be

combined for a single improvement projects (e.g., combining state, regional, or City bicycle and pedestrian funds to pay for new bike lanes and sidewalks).

**TABLE 12  
Potential state and federal grants**

Funding Source	Description	Potential Application in Springfield
<b>Statewide Transportation Improvement Program (STIP)</b>	<p>STIP is the State of Oregon’s four-year transportation capital improvement program. Local agencies apply in advance for projects to be funded in each four-year cycle.</p> <p>Capital projects are prioritized based on benefit categories, including (in the 2015-2018 STIP) benefits to state-owned facilities, mobility, accessibility, economic vitality, environmental stewardship, land use, growth management, livability, safety, security, equity, funding, and finance.</p>	Projects on any facility that meet the benefit categories of the STIP.
<b>Transportation and Growth Management Grants (TGM)</b>	TGM Grants are administered by ODOT and awarded on an annual basis. The TGM grants are generally awarded to projects that will lead to more livable, economically vital, transportation efficient, sustainable, pedestrian-friendly communities. The grants are awarded in two categories: transportation system planning and integrated land use and transportation planning.	<i>Pedestrian and bicycle master plan</i> , refinement of any identified study projects.
<b>Transportation Alternatives Program (TAP)</b>	TAP is a federal program that provides funding for pedestrian and bicycle facilities, projects for improving public transit access, safe routes to schools, and recreational trails. Local governments, regional transportation authorities, transit agencies, school districts or schools, natural resource or public land agencies, and tribal governments are all eligible to receive TAP funds.	Bicycle and pedestrian facilities, multi-use trails.
<b>Highway Safety Improvement Program (HSIP)</b>	HSIP is a federal program that provides funding to infrastructure and non-infrastructure projects that improve safety on all public roads. HSIP requires a data-driven approach and prioritizes projects in demonstrated problem areas.	Areas of safety concerns within the City, consistent with Oregon’s <i>Transportation Safety Action Plan</i> .
<b>Congestion Mitigation and Air Quality (CMAQ)</b>	CMAQ is a federal program, administered through the state, and funds projects that help reduce emissions and meet national air quality standards, such as transportation demand management programs, bicycle and pedestrian improvements, transit projects, diesel retrofits, and vehicle emissions reductions programs.	Projects that demonstrate the potential to reduce emissions: bicycle and pedestrian facilities, transportation demand management.
<b>ODOT Bicycle and Pedestrian Program Grants</b>	These grants are distributed competitively to local governments. A minimum of one percent of annual state highway revenues are devoted to this program, with about \$5 million in funding available every two years.	Pedestrian and bicycle projects within the public right-of-way are eligible to apply for grants from this program.

Funding Source	Description	Potential Application in Springfield
<b>Immediate Opportunity Fund</b>	<p>This fund is discretionary, and provides funding for transportation projects essential for supporting site-specific economic development projects. These funds are distributed on a case-by-case basis in cooperation with the Oregon Economic and Community Development Department.</p> <p>These funds can only be used when other sources of financial support are insufficient or unavailable. These funds are reserved for projects where a document transportation problem exists, or where private firm location decisions hinge on the immediate commitment of road construction. A minimum 50 percent match is required from project applications.</p>	Any identified study projects that would improve the economic development within Springfield and there are documented transportation problems.
<b>ConnectOregon</b>	Lottery-backed bonds distributed to air, marine, rail, transit, and other multi-modal projects statewide. No less than 10 percent of <i>ConnectOregon</i> IV funds must be distributed to each of the five regions of the state, if there are qualified projects in the region. The objective is to improve the connections between the highway system and other modes of transportation.	System-wide transportation facilities including streets, sidewalks, bike lanes, trails, and transit.
<b>Oregon Parks and Recreation Local Government Grants</b>	Oregon Parks and Recreation Department administers this program using Oregon Lottery revenues. These grants can fund acquisition, development, and major rehabilitation of public outdoor parks and recreation facilities. A match of at least 20 percent is required.	Trails and other recreational facility development or rehabilitation.
<b>Oregon Transportation Infrastructure Bank (OTIB)</b>	A statewide revolving loan fund is available to local governments for many transportation infrastructure improvements, including highway, transit, and non-motorized projects. Most funds made available through this program are federal; streets must be functionally classified as a major collector or higher to be eligible for loan funding.	Infrastructure improvements to major collectors or higher classified roads for vehicle, transit, and non-motorized travel.
<b>State highway gas tax increase or user fee</b>	Oregon state legislatures are currently researching a state user fee for drivers to address steady or declining state gas tax revenues. An increase in the state gas tax or a user fee would need to pass through state legislation and would increase the state's transportation funds.	System-wide transportation facilities including streets, sidewalks, bike lanes, trails, and transit.



## Chapter 7: Code and policy updates

The Transportation Planning Rule (TPR), as codified in Oregon Administrative Rules (OAR) 660-012-0020(2)(h), requires that local jurisdictions identify land use regulations and code amendments needed to implement the *Springfield 2035 Transportation System Plan (TSP)* and include them as the implementation element of the *2035 TSP*. To that end, recommended changes to the City's planning regulations needed to implement the *2035 TSP* are provided in Volume 2, Appendix I: Plan implementation and recommendation ordinance/code language.

The City bases the implementation measures primarily on a review of the *2035 TSP* for consistency with Springfield Community Development Code and regulatory requirements. The implementation measures also reflect projects and recommendations in the *2035 TSP* as well as discussions with project team members.

The recommended implementation measures address the following. Most of the measures involve changes to the *Springfield Development Code*.

- 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
- Update and adapt the Conceptual Street map

The implementation measures that reflect strategies identified in the *2035 TSP* emphasize maximizing the capacity of existing and recommended facilities. In particular, the *2035 TSP* encourages modes other than driving alone through an increase in transit, walk, and bike modes, which is essential to the future transportation system in Springfield. These measures constitute a combination of potential amendments to the *Springfield Development Code* or *Comprehensive Plan*, as well as the City coordinating additional planning, administration, and programming.