

W. 15.b.

Memorandum Date: August 26, 2008
Meeting Date: September 3, 2008

TO: Board of County Commissioners
DEPARTMENT: Public Works
PRESENTED BY: Celia Barry, Transportation Planning
AGENDA ITEM TITLE: Report on Metropolitan Area Transportation System Plan Updates

I. **MOTION**

No motion requested.

II. **AGENDA ITEM SUMMARY**

Staff is reporting available information on this item to give the Board a preview of a draft work plan that we anticipate asking you to endorse at the Joint Elected Officials (JEO) meeting on September 15.

As a result of House Bill 3337 (Attachment A) and requirements in statewide land use goal 12, the Transportation Planning Rule (TPR), Eugene and Springfield are taking steps to separate the Eugene-Springfield Metropolitan Area *TransPlan* document into two documents and to create updated, individual transportation system plan (TSP) documents. A short, mid-term, and long term work plan to address the requirements was distributed at the July 15, 2008 Joint Elected Officials meeting (Attachment B).

In addition to state land use law, the proposed work is related to federal fund programming. The federally required Regional Transportation Plan (RTP), adopted every four years by the Metropolitan Policy Committee (MPC), was last updated in November 2007 to delete the West Eugene Parkway (WEP) and relocate four projects from the illustrative to the constrained list (with other minor changes).

Besides complying with state land use requirements and facilitating timely delivery of federal funds, two broader objectives for the long term are to:

- comprehensively update TSPs based upon new land use analysis;
- simplify to the extent possible processes that have become highly complicated by the involvement of multiple jurisdictions, federal and state requirements, and two levels of metropolitan planning -one at the land use level and one at the federal fund programming level.

Simplification is expected to be achieved by allowing independent, city-level transportation planning processes that incorporate city-level land use planning based upon their respective land use and transportation visions. The federal regional transportation planning process is expected to become more efficient as a result, facilitating the attraction of future federal transportation funds to the area.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

The 2007 Legislature passed HB 3337 to allow the cities of Eugene and Springfield to define and maintain separate urban growth boundaries (ugbs). HB 3337 states, in part, “a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under Oregon Revised Statutes (ORS) Sections 197.295 to 197.314 [concerning urban growth boundary planning] separately from any other city within Lane County.”

On November 8, 2007 the MPC adopted an updated, 2035 Regional Transportation Plan (RTP). Among other, more minor changes, the updated document deleted the West Eugene Parkway and relocated four modernization projects from the illustrative to the constrained list. At the meeting, Oregon Department of Transportation (ODOT) staff expressed concern that *TransPlan*, the Eugene-Springfield Metropolitan area’s transportation document, which has a specified horizon year of 2015, was becoming outdated. As such, the RTP appeared to be getting ahead of local land use planning, and ODOT raised concerns about whether this could impact the flow of federal funds to the area in the next distribution of federal highway bill monies. (The federal highway bill, previously called SAFETEA-LU, is anticipated to be reauthorized in 2009. It is the basis for programming federal funds through the RTP and the Statewide Transportation Improvement Program (STIP)).

At the same time, Department of Land Conservation and Development (DLCD) staff expressed concern that the RTP and *TransPlan* are now inconsistent, and the TPR requires action to make them consistent.

Staff from ODOT, DLCD, Springfield, Eugene, Lane Council of Governments (LCOG), and Lane County began holding a series of meetings to address the perceived RTP-TSP inconsistencies in a work plan. DLCD encouraged addressing the issue in the short term, and to also submit a long range transportation work plan to the Land Conservation and Development Commission (LCDC) by October 1, 2008. The TPR requires that LCDC approve work plans that are needed to make TSPs and RTPs consistent.

At the July 15, 2007 JEO meeting a list of short, medium and long term actions was presented for consideration. Members of the JEO agreed that they would schedule separate work sessions for each elected body to provide direction to staff concerning future actions to be taken.

To date, the City Councils for Eugene and Springfield have taken action on the short and mid-term actions in Attachment B, as follows:

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

- begin work on their own Transportation System Plan (TSP);
- amend *TransPlan*, extending the planning horizon from 2015 to 2023 (based on population estimates contained in the existing, adopted *TransPlan*); and
- move the OR 126 at Main Street and OR 126 at 52nd Street ODOT interchange projects from the Future projects list to the Constrained projects list.

Attachment C is the associated Springfield memorandum.

On August 13, 2008, the City Council of Eugene held a similar work session and initiated *TransPlan* amendments to:

- delete the West Eugene Parkway from the project list and plan as part of the short-term amendments; and
- add the West 11th Avenue from Terry to Greenhill and the Beltline Highway from River Road to Delta Highway ODOT facility projects into the “Constrained” project list.

Attachment D is the associated Eugene memorandum. The “initiation” action set in motion requirements in the Metro Plan to hold public hearings within 120 days and make decisions within 180 days.

The County Planning Commission and Board will be asked to participate in these processes as they relate to lands outside the city limits.

The actions described above on which city staff received direction are to occur in the short term and are to be processed as Metro Plan and Refinement Plan amendments, also called Post Acknowledgement Plan Amendments (PAPAs) in the state agency vernacular. They do not require LCDC approval to go forward.

The long range transportation work program update is to be submitted for approval by LCDC at their October 16, 2008 meeting. Staff expects to have additional detail about the long range work plan prior to or at your September 3 work session. The long range work plan is inherently tied to other land use processes that are unfolding, and you will see this reflected in the document you are asked to approve on September 15.

The RAC will hold a work session on August 27, 2008. Transportation Planning will report any comments the RAC expresses at your work session.

The City of Coburg will need to adopt language associated with TPR requirements, so the Coburg City Council will attend the Joint Elected Officials meeting and be asked to take action on the long range transportation system work plan.

B. Policy Issues

The Eugene-Springfield Metro Plan, Chapter IV provides guidelines on Metro Plan Review, Amendments and Refinements. The policies listed in Chapter IV set forth the plan amendment procedure.

C. Board Goals

The Board is being asked to provide direction concerning coordination with the cities of Eugene and Springfield on certain TSP amendments. The following goal from the Strategic Plan, page 13, is relevant:

- *Contribute to appropriate community development in the areas of transportation and telecommunications infrastructure, housing, growth management, and land development.*

D. Financial and/or Resource Considerations

Staff time is the primary resource consideration in the TSP update efforts. To date, staff time has been covered by federal allocations of Surface Transportation Planning (STP) funds, available through the Unified Planning Work Program (UPWP) provided through the federal highway bill (SAFETEA-LU). Staff time may be allocated to this resource because of the objective to make *TransPlan* consistent with the RTP. RTP efforts are fully funded by the

UPWP. The UPWP also provides resources for LCOG to assist in these efforts.

The draft work plan and corresponding amendments will require staff time for processing Metro Plan amendments, including public involvement processes, presentations to the RAC, the Planning Commission and the Board of County Commissioners, and for attending staff and other jurisdictional meetings as necessary, to co-adopt any amendments initiated by the cities of Eugene and Springfield. Staff time will also be necessary to revise the Lane County TSP to be consistent with the city changes. The exact nature of these procedures will become apparent as the long range planning process moves forward.

E. Analysis

Five events or areas of concern led to the development of the short and long term transportation work plan:

1. HB 3337 (ORS 197.304) changes the manner in which the Metro Plan and its subordinate plans are implemented. It was passed by the Legislature to rectify differences in the planning postures of the cities and allow long range planning work to proceed. The cities have directed their staff to pursue conversion of *TransPlan* into separate city TSPs.

2. The Metropolitan Planning Organization (MPO) area is federally defined, based upon Census data. The MPO area now includes Coburg, so the MPO and Eugene-Springfield Metro Plan boundaries are no longer the same. The RTP (federal fund programming document) applies to the MPO boundary, while *TransPlan* applies to the Eugene-Springfield Metro Plan area. Recently adopted (2006) TPR rule language requires that local TSPs within MPO areas be consistent with the RTP. The TPR also alludes to a "Regional Transportation System Plan". Preliminary discussions with legal counsel concluded the RTSP can be defined by identical language within the city (Eugene, Springfield, and Coburg) and county-wide TSPs. This issue will be better defined as the long range TSP update process evolves.

Separation of *TransPlan* into individual TSPs for Eugene and Springfield will remove the Metro area and MPO area boundary inconsistency.

3. The TPR requires the TSPs to be consistent with the RTP. With deletion of the WEP from the RTP, the deletion must be addressed in *TransPlan* in the short term to satisfy DLCD staff's interpretation of TPR requirements. For land use planning purposes, under the TPR, deletion of the WEP from the TSP will require Eugene to demonstrate to the state how transportation needs will otherwise be addressed in reviewing future development that would have relied on the WEP to meet traffic impact needs.

4. ODOT is concerned that the 2015 horizon year identified in *TransPlan* is outdated, and will jeopardize the ability to bring upcoming federal highway bill money to the area. When adopted, the 2015 population forecast was 296,500. Recent analysis shows that population is not expected to materialize within the Metropolitan Area until 2023.

5. Four ODOT projects, two each for Eugene and Springfield, are proposed to be moved to the "Fiscally Constrained" list because they were relocated to the Fiscally Constrained list in the RTP. Characterization of all projects as "fiscally constrained" in *TransPlan* is an artifact from when the RTP and *TransPlan* were a single document, before Coburg became part of the MPO. "Fiscal Constraint" is a federal requirement and not applicable to local Transportation System Plans (currently *TransPlan*). The purpose of having a "fiscally constrained" list in the RTP is to ensure the maximum amount of federal dollars allocated to the MPO area is not exceeded. In

the short term, relocating the four ODOT projects will eliminate questions about RTP-TSP consistency related to fiscal constraint. In the long term, this housekeeping matter will be addressed more comprehensively.

The short range tasks are designed to address the immediate concerns of state agencies regarding federal funding opportunities and TSP-RTP consistency.

With regard to the long range work plan, Eugene and Springfield are both in the process of updating their buildable lands inventories, in part to implement HB 3337 but also to begin comprehensive updates to land use analysis and long range comprehensive plans. Those efforts will inform comprehensive TSP updates. Coburg is also embarking on a TSP update. Once the cities' respective long range TSPs are updated, co-adopted by Lane County, and acknowledged by LCDC, they will be the basis for future updates to the RTP. Lane County will likely need to process amendments to the county-wide TSP.

Staff hopes to have a more detailed long range work plan draft for you to preview at your September 3, 2008 meeting.

IV. Alternatives/Options

No action is requested. If the Board wants staff to be prepared to address specific questions or issues on September 15 at the JEO, this work session offers a good opportunity to do so.

V. TIMING/IMPLEMENTATION

As indicated above, the Board will be asked to endorse an updated work plan at your September 15, 2008 JEO. If additional details about the work plan are available prior to your September 3, 2008 work session they will be forwarded.

ORS 197.304 (HB 3337) requires Eugene and Springfield to complete an inventory, analysis and ugb determination within two years of the effective date of the Act.

DLCD has an expectation that a coordinated Transportation Planning work plan will be submitted to the state by October 1, 2008, for their review and comment, and for approval by LCDC. Once the work plan is approved by LCDC, Lane County will be asked to participate in its implementation, including associated public involvement.

Since Eugene took action to "initiate" amendments the city becomes subject to procedural requirements under the Metro Plan. Public hearings are required within 120 days, and final decisions within 180 days, of initiation. The Board must co-adopt identical amendments as the city.

VI. RECOMMENDATION

None; this is information only.

VII. FOLLOW-UP

Staff will keep the Board informed of progress.

VIII. ATTACHMENTS

- A. HB 3337
- B. Draft Transportation Planning Work Plan distributed at the July 15, 2008 JEO
- C. Springfield City Council Agenda Item Summary dated July 21, 2008
- D. Eugene City Council Agenda Item Summary dated August 13, 2008

74th OREGON LEGISLATIVE ASSEMBLY--2007 Regular Session

A-Engrossed House Bill 3337

Ordered by the House May 1
Including House Amendments dated May 1

Sponsored by Representative BEYER, Senator MORRISETTE (at the request of Oregon Home Builders Association)

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure.

[Establishes schedule for review of buildable lands supply for local governments within metropolitan planning organization.]

[Requires cities with population of 50,000 or more within Lane County to demonstrate, separately from another city with population of 50,000 or more within Lane County, that urban growth boundary contains sufficient buildable lands.]

Requires city within Lane County that has population of 50,000 or more to establish, separately from any other city in county, urban growth boundary consistent with jurisdictional area of responsibility in acknowledged comprehensive plan and demonstrate that plan provides sufficient buildable lands.

A BILL FOR AN ACT

1 Relating to land use for urban growth boundary.

2 **Be It Enacted by the People of the State of Oregon:**

3 **SECTION 1. Section 2 of this 2007 Act is added to and made a part of ORS 197.295 to**
4 **197.314.**

5 **SECTION 2. (1) Notwithstanding an intergovernmental agreement pursuant to ORS**
6 **190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city**
7 **within Lane County that has a population of 50,000 or more within its boundaries shall meet**
8 **its obligation under ORS 197.295 to 197.314 separately from any other city within Lane**
9 **County. The city shall, separately from any other city:**

10 **(a) Establish an urban growth boundary, consistent with the jurisdictional area of re-**
11 **sponsibility specified in the acknowledged comprehensive plan; and**

12 **(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides suffi-**
13 **cient buildable lands within an urban growth boundary established pursuant to statewide**
14 **planning goals to accommodate estimated housing needs for 20 years.**

15 **(2) Except as provided in subsection (1) of this section, this section does not alter or af-**
16 **fect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged**
17 **comprehensive plan provisions adopted by Lane County or local governments in Lane County.**

18 **SECTION 3. A local government that is subject to section 2 of this 2007 Act shall com-**
19 **plete the inventory, analysis and determination required under ORS 197.296 (3) to begin**
20 **compliance with section 2 of this 2007 Act within two years after the effective date of this**
21 **2007 Act.**

22
23

NOTE: Matter in **boldfaced** type in an amended section is new; matter *[italic and bracketed]* is existing law to be omitted.
New sections are in **boldfaced** type.

Transportation Planning Workplan – OUTLINE

July 3, 2008

Adopting Agencies:

City of Eugene, City of Springfield, City of Coburg and Lane County

Partner Agencies:

Lane Transit District, Oregon Department of Transportation (ODOT) and Central Lane Metropolitan Planning Organization (MPO)

This document provides an outline of the Transportation Planning Workplan for discussion by the Joint Elected Officials (JEO) at their July 15 meeting. A final work plan will be provided to the JEO for consideration in September and submitted to the Land Conservation and Development Commission (LCDC) for approval at its October 15-16, 2008 meeting in Prineville.

A. Short Term Actions. The following items will be initiated *before* the LCDC meeting in order to preliminarily address DLCD and ODOT concerns regarding RTP-TSP consistency:

1. Amend the TransPlan project lists to delete all projects that have been completed.
2. Amend TransPlan to add a sentence stating that the WEP is not a "planned transportation facility" for purposes of OAR 660-012-0060, the Transportation Planning Rule (TPR).
3. Amend TransPlan to extend the planning horizon from 2015 to the estimated year in which the metropolitan area will arrive at the population TransPlan is designed to serve (296,500 people). Amend the Transportation Element of the Metro Plan as needed for consistency with the revised TransPlan planning horizon.

B. Mid-Term Actions. The following items may occur *either before the LCDC meeting or later* as part of the long range transportation planning work plan:

1. Determine the framework of Transportation System Plans (TSP's). Coburg has its own TSP. Eugene and Springfield will need to decide whether to have a shared TSP or individual TSP's.
2. Determine whether the four ODOT facilities projects that were moved from the Illustrative to the Financially Constrained list in the 2031 Regional

Transportation Plan (RTP) should also be moved to the TransPlan financially constrained list. Determine if this action should be:

- a. Completed as part of the short term TransPlan amendments (Section A above);
- b. Completed as a separate interim step by appropriate government(s) consistent with Metro Plan amendment policies; or
- c. Completed as part of the long range transportation planning work plan (Section C below).

The four ODOT facilities projects are:

- West 11th Avenue from Terry to Greenhill;
- Beltline Highway from River Road to Delta Highway;
- OR 126 at Main Street; and
- OR 126 at 52nd Street.

3. Address the language contained in the State Transportation Planning Rule with regard to the function of the Regional Transportation System Plan (RTSP) and its relationship to TSPs and the RTP. The State TPR mandates that the MPO develop an RTSP for adoption by Eugene, Springfield, Coburg and Lane County.

C. Long Range Transportation Planning. The primary purpose of the long range work plan will be to coordinate and integrate transportation and land use planning activities within the boundaries of the Metropolitan Planning Organization (MPO). The work plan will address the following actions:

1. Coordinate with any changes to the Metro Plan that result from Eugene and Springfield's updated buildable lands inventories, any urban growth boundary changes, updated population forecasts, and any land use or other policy changes.
2. Continue to integrate the City of Coburg into appropriate planning documents.
3. Update TSP(s) as necessary to meet Transportation Planning Rule (TPR) requirements. Include an evaluation of transportation goals, policies and planned facilities for autos, freight, pedestrian, bicycle, transit, rail, air, pipeline, and marine transportation modes as specified in the TPR based upon updated land use scenarios.
4. Assess the current alternative performance measures in the context of the appropriate revised horizon year.
5. Consider Comprehensive Plan amendments to maintain consistency with TSP updates.

AGENDA ITEM SUMMARY

Meeting Date: July 21, 2008
Meeting Type: Work Session
Department: DSD/Public Works
Staff Contact: Greg Mott/Tom Boyatt
Staff Phone No: 726-3774
Estimated Time: 30 Minutes

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: DISCUSSION OF LOCAL AND REGIONAL TRANSPORTATION PLANNING ACTIVITIES

ACTION REQUESTED: Discuss proposed local and regional transportation planning activities, including a debrief of the July 15, 2008 Joint Elected Officials meeting on this same topic, and provide staff direction to proceed with:

- A post acknowledgement plan amendment (PAPA) to amend the constrained project list in TransPlan to remove constructed projects and add the 126/Main and 126/52nd Street interchange projects.
- A PAPA to modify the effective date of TransPlan based on when the Metro Area is expected to reach the currently adopted population forecast .
- Participating with our regional partners in the development of the Regional Transportation System Plan (RTSP).
- Developing a Springfield Transportation System Plan.

ISSUE STATEMENT: The Metropolitan Policy Committee (MPC) adopted an update of the federal Regional Transportation Plan (RTP) in November, 2006. This action requires a collateral update of the Regional Transportation System Plan (RTSP) by the elected officials of Springfield, Eugene, Lane County and Coburg. The proposed work plan for this undertaking was discussed during the July 15, 2008 JEO work session and is attached to this AIS.

ATTACHMENTS: Proposed Transportation Planning Work Program

**DISCUSSION/
FINANCIAL
IMPACT:** The proposed work program includes a number of specific actions; some of which are proposed to occur in the near-term and others that are scheduled for completion in the next 12-16 months. The elements of this work program that warrant additional council discussion include the timing of amendments to TransPlan that identify OR 126 at Main and OR 126 at 52nd as financially constrained projects; the creation of a new format for TransPlan that accommodates the state requirements for RTSP's and which includes the City of Coburg; and the creation of separate local transportation system plans (TSPs) for Springfield and Eugene (Coburg already has one) to support the new land use inventories and urban growth boundaries resulting from implementation of HB 3337.

EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Regional Transportation Planning

Meeting Date: August 13, 2008
 Department: Public Works
www.eugene-or.gov

Agenda Item Number: B
 Staff Contact: Rob Inerfeld
 Contact Telephone Number: 682-5343

ISSUE STATEMENT

At the Joint Elected Officials (JEO) meeting on July 15, 2008, the council requested that staff schedule a work session to give the council an opportunity to provide direction to staff on several items that relate to regional transportation planning.

BACKGROUND

The November 2007 adoption of an updated 2031 Regional Transportation Plan (RTP) by the Metropolitan Planning Committee (MPC) has led to numerous discussions in the Eugene-Springfield metropolitan area about the shape of future state mandated transportation plans as well as actions to address consistency between plans required by the state and federal governments.

At the JEO meeting on July 15, 2008, staff presented a list of actions that could be taken in the short-, medium- and long-term to address these issues. The members of the JEO agreed that they would schedule separate work sessions of their individual elected bodies in order to provide direction to staff regarding future actions. Most of these issues were also discussed at a Eugene City Council Work Session on regional transportation planning on April 28, 2008.

Staff recommends that the council take action over the next several months to address the following issues:

1. Amend the TransPlan project list to remove completed projects. Either Eugene or Springfield could initiate this amendment.
2. Amend TransPlan to extend the planning horizon from 2015 to the estimated year, probably 2022 or 2023, in which the metropolitan area covered by the Metro Plan will arrive at the population TransPlan is designed to serve (296,500). Either Eugene or Springfield could initiate this amendment.
3. Amend TransPlan to move two ODOT projects located in Eugene, Beltline from River Road to Delta Highway and West 11th Avenue from Greenhill Road to Terry Street, from the Future project list to the Constrained project list. When the RTP was updated these two projects were moved from the Illustrative list to the Constrained list. These projects were identified by the council in December 2006 as the top two transportation priorities in north and west Eugene. This amendment would need to be initiated by the City of Eugene.
4. Amend TransPlan to add a sentence stating that the West Eugene Parkway (WEP) is not a "planned transportation facility" for purposes of OAR 660-012-0060, the Transportation Planning Rule (TPR). The WEP was removed from the 2031 RTP. This proposed amendment is an interim step to address the fact that the WEP is no longer a planned facility; removal of the WEP from TransPlan will occur as part of the bigger TransPlan update. Issues related to the WEP are addressed in more detail in a

memo to the council from the City Attorney's Office as requested by Councilor Bettman at the JEO meeting. This amendment would need to be initiated by the City of Eugene.

5. Direct staff to develop a separate Eugene-only Transportation System Plan (TSP) and collaborate with the other jurisdictions on regional transportation planning through the development of both the state-mandated Regional Transportation System Plan (RTSP) and federally-mandated RTP. There is a state requirement that our federally-designated metropolitan area have both TSPs and an RTSP. The RTSP is required to cover the entire metropolitan area, including Coburg. Currently TransPlan serves in both of these roles but it does not cover the entire metropolitan area. To proceed with development of a Eugene TSP, staff will develop a work plan and return to the council and/or Planning Commission for feedback. The public involvement plan will be a key element of the TSP work plan. Staff has already begun work on the pedestrian and bicycle element of a Eugene TSP in five neighborhoods in southeast and southwest Eugene.

At its September meeting, the JEO will be asked to approve a regional transportation planning work plan. Staff is continuing to refine a work plan that will reflect input received at the July 15, 2008, JEO meeting and input from local jurisdictions. Considering that both Eugene and Springfield are likely to be developing their own TSPs, the key elements of the work plan will be coordination among the development of TSPs, RTSP, and RTP, and any future comprehensive plan amendments related to the buildable lands studies.

RELATED CITY POLICIES

As both the TSP and RTSP for Eugene, TransPlan serves as a policy document for local and regional transportation decision making. TransPlan contains two goals, seven objectives, and 38 policies that relate to transportation issues.

COUNCIL OPTIONS

Provide direction to staff on whether to proceed with recommendations in items one to five above.

CITY MANAGER'S RECOMMENDATION

Direct the City Manager to proceed with the recommendations in items one to five above.

SUGGESTED MOTION

No motion is required.

ATTACHMENTS

None.

FOR MORE INFORMATION

Staff Contact: Rob Inerfeld
Telephone: 682-5343
Staff E-Mail: rob.inerfeld@ci.eugene.or.us