

AGENDA ITEM SUMMARY

June 17, 2010

TO: Eugene City Council, Springfield City Council, and Lane County Board of Commissioners

FROM: Kurt Yeiter, Senior Transportation Planner, Eugene Public Works,
Greg Mott, Planning Manager, City of Springfield,
Celia Barry, Lane County Transportation Planning and Traffic Division Manager

ITEM TITLE: **Public Hearing for *TransPlan* and *Metro Plan* Amendments:
TransPlan Planning Period to Reflect Previously Adopted Coordinated
Population Forecasts and Removal of Completed Projects**
(Eugene file MA 09-1; Springfield file LRP2008-00014;
Lane County file PA 095108)

ISSUE STATEMENT:

On June 17, 2010, the Eugene City Council, Springfield City Council, and Lane County Board of Commissioners will hold a public hearing on ordinances that take the following action:

1. Non-site specific text amendments to the Eugene-Springfield Regional Transportation System Plan (*TransPlan*) to adjust the planning period from year 2015 to year 2027 to reflect actual slower growth rates since *TransPlan*'s adoption and to be consistent with the previously adopted Lane County coordinated population forecast.
2. Remove completed transportation projects from *TransPlan*'s project lists.
3. Non-site specific text amendments in the Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) needed to maintain consistency between *TransPlan* and the *Metro Plan*.

The proposed ordinance and exhibits thereto are attached to this AIS as Attachment A. The Eugene and City Council may choose to take action immediately after the close of the hearing, but no action is necessary on this date. The County Board of Commissioners and Springfield City Council must wait for a second reading of the ordinance before taking action.

BACKGROUND:

On November 8, 2007, the Metropolitan Policy Committee (MPC) adopted an update to the federally-required Regional Transportation Plan (RTP). MPC's update extended the RTP's planning period to 2031, deleted projects that had been completed or un-funded, moved projects from the Illustrative Project List (beyond 20-years) to the Financially Constrained 20-Year Capital Investment Actions List, and made several other changes to proposed projects. MPC's adoption of the updated RTP triggered a state Transportation Planning Rule (TPR) requirement that Eugene, Springfield and Lane County do one of the following by November 8, 2008:

1. Make findings that *TransPlan* is consistent with the RTP; or
2. Update *TransPlan* to be consistent with the RTP; or
3. Get approved by the state Land Conservation and Development Commission

(LCDC) a work plan for making *TransPlan* consistent with the RTP.

Eugene, Springfield and Lane County concluded that they could not make a finding that *TransPlan* is consistent with the RTP, nor could they update *TransPlan* by November 7, 2008, to be consistent with the RTP. Accordingly, the three jurisdictions sought LCDC's approval of a work plan. On October 16, 2008, LCDC approved with conditions the Regional Transportation Work Plan ("Work Plan"). The Work Plan represents a logical, coordinated, and programmatic approach for updating local and regional land use and transportation plans.

The Work Plan requires as early, interim steps in the overall update process that the local jurisdictions amend *TransPlan* in the following ways: (1) delete transportation projects that have been completed; (2) delete the West Eugene Parkway; (3) move four ODOT projects from the Future list to the Financially Constrained list; and, (4) adjust *TransPlan*'s planning period to be better reflective of actual population. A copy of the Work Plan is attached to this agenda item summary as Attachment B. The shift of four ODOT projects from the Future projects list to the Financially Constrained list has been accomplished through a separate process. The removal of the West Eugene Parkway will be considered during development of the Eugene Transportation System Plan at a later date. Thus, this public hearing considers only deletion of the completed projects and adjustment of *TransPlan*'s planning period.

The amendments to be considered during this hearing were considered by the three metro-area Planning Commissions in April, 2009. The three Planning Commissions recommended approval. When the amendment process started, the planning period adjustment utilized a population forecast based on the safe-harbor method. Following the completion of Lane County's coordinated population forecasts, on September 1, 2009, the three Planning Commissions recommend that the *TransPlan* planning period amendments recommended for adoption in April, 2009, be adjusted to reflect the coordinated population numbers. On September 22, 2009, the two City Councils and the County Board of Commissioners unanimously voted "to establish a process for proposed transportation planning horizon amendments that allows new evidence at the governing body joint hearing and allows the governing bodies' decision to be based on the new evidence as well as the evidentiary record created before the planning commissions." No letters of public testimony have been received as of the time this report was written. Any additional written comments received after the preparation of this staff report will be provided at the public hearing for inclusion into the public record.

DESCRIPTION OF PROPOSED AMENDMENTS:

1. Project List Amendments: As noted above, when the Metropolitan Policy Commission (MPC) updated the federally-required RTP in November, 2007, among other amendments made to the RTP, MPC deleted projects that have been built. These completed projects should now be deleted from *TransPlan*. Since the *Metro Plan* incorporates by reference *TransPlan*'s project lists, the *Metro Plan* must also be "amended" to acknowledge the changes to the project lists that are contained in *TransPlan*. It is the intent of these amendments to only remove projects that have been completed, not projects that can be removed for other policy reasons. The three Planning Commissions recommend that any projects completed after their deliberation, but prior to this hearing, also be deleted at this time. The proposed project list amendments are set forth in Exhibit A to the ordinance (Attachment A to the AIS).

2. *TransPlan* Text Amendments: The region covered by *TransPlan* is the "TransPlan Study Area." The TransPlan Study Area extends beyond the UGB and Metro Plan boundary and is used for transportation modeling purposes. *TransPlan* includes provisions for meeting the transportation demand

of a projected population of 296,500 in the TransPlan Study Area. When *TransPlan* was updated in 2001, it was anticipated that the TransPlan Study Area's population would reach 296,500 in 2015. Based on the Lane County coordinated population forecast adopted in 2009, it is now anticipated that the TransPlan Study Area's population will not reach 296,500 until year 2027. Since the transportation modeling for the TransPlan Study Area was based on a projected population of 296,500, *TransPlan* may be expected to guide regional and transportation system planning and development in the Transportation Study Area until year 2027. Accordingly, the proposed amendment updates *TransPlan*'s planning period to 2027.

The coordinated population projections apply to the area inside the current Eugene-Springfield urban growth boundary. The proposed adjustment to *TransPlan*'s planning period assumes that there will be negligible growth within that portion of the TransPlan Study Area that is located outside the current Eugene-Springfield urban growth boundary. This assumption is consistent with the assumptions made at the time of *TransPlan*'s adoption in 2001. The question of whether a different assumption for that area should be made is a matter that can be addressed during the upcoming comprehensive land use and transportation planning processes.

As noted above, LCDC's Regional Transportation Work Plan requires an adjustment to *TransPlan*'s planning period to more accurately reflect the year that the plan's study area will hit the projected population and to bring *TransPlan*'s planning period closer to the planning period of the federally-required RTP (2031). The proposed *TransPlan* amendments to reflect the year at which the planned population will be reached is an interim measure necessary to comply with the Work Plan and to more accurately reflect current conditions for the benefit of the agencies funding transportation projects. In accordance with the Work Plan, the jurisdictions are currently undertaking a comprehensive update to *TransPlan* to provide integrated land use and transportation strategies for a new 20-year planning period. The proposed amendments to *TransPlan* are set forth in Exhibit A to the Ordinance (Attachment A to this AIS).

3. Metro Plan Amendments: The goals and policies in *TransPlan* are contained in the *Metro Plan* Transportation Element and are part of the adopted *Metro Plan*. Also, *TransPlan*'s project lists and project maps are adopted by reference as part of the *Metro Plan*. Although the project lists are maintained in *TransPlan* and not physically contained in the *Metro Plan*, the *Metro Plan* needs to be amended to simultaneously incorporate changes to the project list resulting from the removal of completed projects. The amendments to *TransPlan*'s planning period require additional *Metro Plan* text amendments in order for the two documents to remain consistent. The proposed text amendments to the *Metro Plan* are set forth in Exhibit B to the Ordinance (Attachment A to this AIS).

RELATED POLICIES:

This matter is presented in response to a work plan approved by the Land Conservation and Development Commission.

APPLICABLE CRITERIA:

The Eugene and Springfield City Councils and the Lane County Board of Commissioners will address relevant approval criteria in reaching their decision on the proposed amendments. Criteria to be used to evaluate a *TransPlan* and *Metro Plan* text amendments are found in Springfield Development Code Chapter 5, Section 5.14-135(C)(1-2); Eugene Code Section 9.7730(3); and Lane County Code Section 12.225(2)(a) and (b) and reads as follows:

- (a) The amendment must be consistent with the relevant Statewide Planning Goals adopted by the Land Conservation and Development Commission; and**
- (b) Adoption of the amendment must not make the Metro Plan internally inconsistent.**

Testimony and evidence of those testifying should be directed toward the applicable criteria of the code, as described above.

The final decision must be based on the required approval criteria. The decision will be to approve, approve with modifications, or deny the requested amendments. The decisions from all three Metro-area elected bodies must be the same in order for the amendments to become effective. The decisions can be made separately.

OPTIONS:

This is scheduled for a public hearing only. At the time of deliberations and action, the governing bodies may consider the following options:

1. Adopt the proposed ordinance;
2. Adopt the proposed ordinance with specific modifications;
3. Postpone ordinance adoption; or
4. Deny the proposed ordinance.

STAFF RECOMMENDATION:

Option 1: Adopt the proposed ordinance.

SUGGESTED MOTION:

No action is required at this meeting. The Eugene City Council could take action immediately after the close of the hearing, but the Springfield City Council and County Board of Commissioners must wait for a second reading of the ordinance before taking action. If action is desired, the recommended motion is:

“Move to adopt Ordinance No. ____, an ordinance amending *TransPlan* and the *Metro Plan* as set forth in Exhibits A and B of that ordinance, based on the findings of consistency set forth in Exhibit C of that ordinance.”

ATTACHMENTS:

Attachment A: Ordinance, with attached Exhibits A, B and C.

- Exhibit A – Amendments to *TransPlan*
- Exhibit B – Amendments to *Metro Plan*
- Exhibit C – Findings of Consistency

Attachment B: LCDRC Work Plan

Attachment C: Calculations for *TransPlan* planning year

Attachment D: Agenda Item Summary for Planning Commissions’ public hearing (April 7, 2009)

Attachment E: Additional Information memorandum to Planning Commissions (April 7, 2009)

Attachment F: Minutes of Planning Commission meeting (April 7, 2009)

Attachment G: Memorandum to Planning Commissions (September 1, 2009)

Attachment H: Memorandum to Eugene and Springfield City Councils, Lane County Board of Commissioners (September 11, 2009)

Attachment I: Minutes of Planning Commission meeting (September 1, 2009)

FOR MORE INFORMATION:

If you have further questions or need additional information, please call Kurt Yeiter, Transportation Planner, City of Eugene, at 541-682-8379 or by email at kurt.m.yeiter@ci.eugene.or.us

Or

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