

Appendix F: *Metro Plan* Text Amendments

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Introduction

The portions of the *Metro Plan* that will be amended concurrent with the adoption of *TransPlan* are:

1. **Metro Plan Section F: Transportation Element.** The entire transportation element—including the Introduction, Findings, Goals, Objectives, and Policies—will be revised to reflect the update of *TransPlan*.
2. **Metro Plan Section E: The Plan Diagram.** This section will be amended to include new *Metro Plan* diagram designations to implement nodal development.
3. **Metro Plan Other Amendments.** Amendments to other sections of the *Metro Plan* for consistency with the revised Transportation Element.
4. **Capital Investment Project List.** As required by state administrative rule, the final, fiscally constrained 20-year project list will be incorporated into the *Metro Plan* by policy. The draft Capital Investment Action project list is provided in Chapter 3 of the draft *TransPlan*.

The *Metro Plan* Transportation Element and Other Amendments are presented below.

Part 1: Metro Plan Section F: Transportation Element

Chapter III-F, Transportation Element of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*, is replaced with a new Chapter III-F to read as follows:

F. Transportation Element

The Transportation Element addresses surface and air transportation in the metropolitan area. *TransPlan*, the *Eugene-Springfield Metropolitan Area Transportation Plan*, provides the basis for the surface transportation portions of this element and the *Eugene Airport Master Plan* provides the basis for the air transportation portions.

TransPlan guides regional transportation system planning in the metropolitan area for a 20-year period and serves the transportation planning needs of the projected population of 296,500. *TransPlan* establishes the framework upon which all public agencies can make consistent and coordinated transportation planning decisions. Goals and policies in *TransPlan* are contained in this Transportation Element and are part of the adopted *Metro Plan*. *TransPlan* project lists and project maps are also adopted as part of the *Metro Plan*.

This element complies with State Transportation Goal 12, “To provide and encourage a safe, convenient, and economic transportation system.” Three types of transportation planning strategies are reflected in the goals and policies in this element: Transportation demand management (TDM), land use, and system improvements. TDM strategies focus on reducing demands placed on the transportation system, and thus system costs, by providing incentives to redistribute or eliminate vehicle trips and by encouraging alternative modes. Land use strategies focus on encouraging development patterns that reduce the need for automobiles, reduce trip lengths, and support the use of alternative modes. System improvements focus on increasing efficiency and adding capacity or new facilities to the existing highway, transit, bicycle, and pedestrian systems.

Together, these strategies form a balanced policy framework for meeting local and state transportation goals to: increase urban public transit ridership; reduce reliance on the automobile; substitute automobile trips with alternative modes, such as walking and biking; and reduce automobile energy consumption and transportation costs. Consistent with this approach, the policies in this element are presented in the following categories:

1. Land Use
2. Transportation Demand Management
3. Transportation System Improvements
 - a) System-Wide
 - b) Roadways
 - c) Transit
 - d) Bicycle
 - e) Pedestrian

- f) Goods Movement
 - g) Other Modes
4. Finance

Not all Transportation Element policies will apply to a specific transportation-related decision. When conformance with adopted policy is required, policies in this and other *Metro Plan* elements will be examined to determine which policies are relevant and can be applied. When policies support varying positions, decision makers will seek a balance of all applicable policies. Goals are timeless, but some policies will expire as they are implemented.

Goals

1. Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.
2. Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:
 - a) Balanced,
 - b) Accessible,
 - c) Efficient,
 - d) Safe,
 - e) Interconnected,
 - f) Environmentally responsible,
 - g) Supportive of responsible and sustainable development,
 - h) Responsive to community needs and neighborhood impacts, and
 - i) Economically viable and financially stable.

Land Use

Findings

1. The *Oregon Transportation Plan (OTP)* (1992) states that Oregon's land use development patterns have tended to separate residential areas from employment and commercial centers, requiring people to drive almost everywhere they go; that the results have been increased congestion, air pollution, and sprawl in the metropolitan areas and diminished livability; that these auto-dependent land use patterns limit mobility and transportation choices; and that reliance on the automobile has led to increased congestion, travel distances, and travel times.

2. Studies annotated in the *Land Use Measures Task Force Report Bibliography* have found that land use development patterns have an impact on transportation choices; that separation of land uses and low-density residential and commercial development over large areas makes the distance between destinations too far apart for convenient travel by means other than a car; and that people who live in neighborhoods with grid pattern streets, nearby employment and shopping opportunities, and continuous access to sidewalks and convenient pedestrian crossings tend to make more walking and transit trips.
3. The *Oregon Highway Plan* (OHP)(January 1999) states that focusing growth on more compact development patterns can benefit transportation by: reducing local trips and travel on state highways; shortening the length of many vehicle trips; providing more opportunities to walk, bicycle, or use available transit services; increasing opportunities to develop transit, and reducing the number of vehicle trips to shop and do business.
4. OTP policies emphasize reducing reliance on the automobile and call for transportation systems that support mixed-land uses, compact cities, and connections among various transportation modes to make walking, bicycling, and the use of public transit easier. The OTP provides that the state will encourage and give preference to projects and grant proposals that support compact or infill development or mixed use projects. The OTP also contains actions to promote the design and development of infrastructure and land use patterns that encourage alternatives to the single-occupant automobile.
5. The Oregon Transportation Planning Rule (TPR) [OAR 660-012-0060 (1)(c,d)(5)] encourages plans to provide for mixed-use, pedestrian-friendly development, based on information that documents the benefits of such development and the Land Conservation and Development Commission's policy interest in encouraging such development to reduce reliance on the automobile. The rule [OAR 660-012-0045 (4)(a and e)] requires local governments to adopt land use regulations that allow transit-oriented developments on lands along transit routes and require major developments to provide either a transit stop on site or connection to a transit stop when the transit operator requires such an improvement. The rule [OAR 660-012-0045 (3)] also requires local governments to adopt land use regulations that provide for safe and convenient pedestrian and bicycle access within new developments and from these developments to adjacent residential areas and transit stops and to neighborhood activity centers.
6. A 24-member Citizen Task Force, representing a broad range of interests in the Eugene-Springfield area, created, evaluated, and refined the nodal development land use strategy over a seven-month period as part of the update of *TransPlan*. The Task Force intended the strategy to encourage development patterns that will support a multi-modal transportation system.

7. Nodal development is consistent with the policy direction of Policy 1B of the OHP to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:
 - Maintain the mobility and safety of the highway system;
 - Foster compact development patterns in communities;
 - Encourage the availability and use of transportation alternatives; and
 - Enhance livability and economic competitiveness.
8. Nodal development is consistent with the Special Transportation Area designation defined in the draft OHP. The designation is intended to guide planning and management decisions for state highway segments inside nodal development areas.
9. Nodal development supports the fundamental principles, goals, and policies of the adopted *Metro Plan* to achieve compact urban growth, increase residential densities, and encourage mixed-use developments in designated areas. The *Land Use Measures Strategies Document* found that nodal development also supports increased use of alternative modes of transportation and increased opportunities for people to live near their jobs and to make shorter trips for a variety of purposes.
10. Based on an analysis of the *Regional Travel Forecasting Model* results, an overall outcome of nodal development implementation will be that the percentage of person trips under one mile can be increased to approximately 15.9 percent of all trips; and, on a regional basis, that trip lengths will be slightly shorter in 2015 than under existing conditions, due, in part, to reduced trip lengths within nodal development areas.
11. Based on an analysis of the *Regional Travel Forecasting Model* results, investments in non-auto modes, particularly Bus Rapid Transit (BRT), and implementation of nodal development strategies will improve transportation choices by helping to increase the percentage of non-auto trips from 14.4% to 17.0% by the year 2015. Increases in the percentage of households and workers with access to ten-minute transit service will result in a 49 percent increase in the percent of trips taken by bus.
12. The *Market Demand Study for Nodal Development* (ECONorthwest and Leland Consulting Group, 1996) recommended that the public strategy for nodal development should be flexible and opportunistic and include use of financial incentives, targeted infrastructure investments, public-private partnerships, and an inviting administrative atmosphere.
13. During the public review of the nodal development strategy, many comments were received that identified the need for incentives for developers, builders, property owners, and neighborhoods to ensure that nodal developments would be built consistent with design guidelines. The type of support and incentives suggested ranged from public investments in infrastructure to technical assistance and economic incentives.

Policies

- F-1. Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.¹
- F-2. Support application of the nodal development strategy in designated areas through information, technical assistance, or incentives.
- F-3. Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.
- F-4. Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed-use, and multi-unit residential development.
- F-5. Within three years of TransPlan adoption, apply the ND, Nodal Development, designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal plans and implementing ordinances.

Transportation Demand Management

Findings

- 14. TDM addresses federal *Transportation Equity Act for the 21st Century* (TEA 21) and state TPR requirements to reduce reliance on the automobile, thus helping to postpone the need for expensive capital improvements. The need for TDM stems from an increasing demand for and a constrained supply of road capacity, created by the combined effects of an accelerated rate of population growth (41% projected increase from 1995 to 2015) and increasing highway construction costs; for example, the City of Eugene increased the transportation systems development charge by a total of 15 percent to account for inflation from 1993-1996.
- 15. The *Regional Travel Forecasting Model* estimates that average daily traffic on most major streets is growing by 2-3 percent per year. Based on *1994 Commuter Pack Survey* results, half of the local residents find roads are congested at various times of the day; and the vast majority finds roads are congested during morning and evening rush hours.
- 16. The *COMSIS TDM Strategy Evaluation Model*, used in August 1997 to evaluate the impact of TDM strategies, found that vehicle miles traveled (VMT) and vehicle trips are reduced up to 3 percent by voluntary strategies (e.g., employer-paid bus pass program) and up to 10 percent by mandatory strategies (e.g., mandatory employer support); that

¹ See Glossary for definitions of nodal development.
TransPlan

requiring employers to increase the cost of employee parking is far more effective than reducing employee transit costs; and that a strong package of voluntary strategies has a greater impact on VMT and vehicle trips than a weak package of mandatory strategies.

17. Transit system ridership has increased 53 percent since the first group pass program was implemented in 1987 (with University of Oregon students and employees).
18. The OHP recognizes that TDM strategies can be implemented to reduce trips and impacts to major transportation facilities, such as freeway interchanges, postponing the need for investments in capacity-increasing projects.
19. *An Evaluation of Pricing Policies for Addressing Transportation Problems* (ECONorthwest, July 1995) found that implementation of congestion pricing in the Eugene-Springfield area would be premature because the level of public acceptance is low and the costs of implementation are substantial; and that parking pricing is the only TDM pricing strategy that would be cost-effective during the 20-year planning period.

Policies

- F-6. Expand existing TDM programs and develop new TDM programs. Establish TDM bench marks and if the bench marks are not achieved, mandatory programs may be established.
- F-7. Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area.
- F-8. Implement TDM strategies to manage demand at congested locations.

Transportation System Improvements: System-Wide

Findings

20. The number of vehicles, VMT, and use of the automobile are all increasing while use of alternatives is decreasing. Between 1970 and 1990, the number of vehicles in Lane County increased by 83 percent, while the number of households increased by 62 percent. Between 1980 and 1990, VMT grew at a rate seven times that of the population growth. The *Regional Travel Forecasting Model* projects that, by the year 2015, without implementation of proposed *TransPlan* projects, non-commercial VMT will increase 52 percent while the percentage who bike will drop from 3.7% to 3.3%, walk from 8.9% to 7.9%, and the percentage who bus will increase only slightly from 1.8% to 1.9%.
21. The OHP recognizes that access management strategies can be implemented to reduce trips and impacts to major transportation facilities, such as freeway interchanges, and that communities with compact urban designs that incorporate a transportation network of arterials and collectors will reduce traffic impacts on state highways, postponing the need for investments in capacity-increasing projects.

22. OHP policy supports investment in facilities that improve intermodal linkages as a cost-effective means to increase the efficient use of the existing transportation system.
23. Current literature and research speaks to the relationship between street design and travel behavior, finding that neighborhood impacts, such as through-traffic and speeding on neighborhood streets, are affected by street design. For example, research by Richard Dowling and Steven Colman reported in the article, *Effects Of Increased Highway Capacity: Results of a Household Travel Behavior Survey* (1998) found that drivers' number one preferred response to congestion was to find a faster route if the current one becomes congested; and Calthorpe and Duany/Platter-Zybecks and Anton Nelleson have found that the layout and design of buildings and streets will influence user behavior and that streets can be designed to reduce travel speeds and reduce cut-through trips.

Policies

- F-9 Adopt by reference, as part of the *Metro Plan*, the 20-Year Capital Investment Actions project lists contained in *TransPlan*. Project timing and estimated costs are not adopted as policy.
- F-10. Protect and manage existing and future transportation infrastructure.
- F-11. Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.
- F-12. Preserve corridors, such as rail rights-of-way, private roads, and easements of regional significance, that are identified for future transportation-related uses.
- F-13. Support transportation strategies that enhance neighborhood livability.

Transportation System Improvements: Roadways

Findings

24. The *Regional Travel Forecasting Model* forecasted increased traffic congestion on roadways over the next 20 years, ranging from almost two to over four times the existing congestion levels.
25. Level of service (LOS) standards are a nationally accepted means for measuring the performance of roadway facilities. LOS analysis methods are standardized through the Transportation Research Board's *Highway Capacity Manual*.
26. The OHP establishes performance standards for all state highways in Oregon. OAR 660-012-0015 requires coordination of transportation system plans with the state.

Policies

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.

F-15. Motor vehicle level of service policy:

1. Use motor vehicle level of service standards to maintain acceptable and reliable performance on the roadway system. These standards shall be used for:
 - a) Identifying capacity deficiencies on the roadway system.
 - b) Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the TPR (OAR 660-12-0060).
 - c) Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.
2. Acceptable and reliable performance is defined by the following levels of service under peak hour traffic conditions: LOS E within Eugene's Central Area Transportation Study (CATS) area, and LOS D elsewhere.
3. Performance standards from the OHP shall be applied on state facilities in the Eugene-Springfield metropolitan area.

In some cases, the level of service on a facility may be substandard. The local government jurisdiction may find that transportation system improvements to bring performance up to standard within the planning horizon may not be feasible, and safety will not be compromised, and broader community goals would be better served by allowing a substandard level of service. The limitation on the feasibility of a transportation system improvement may arise from severe constraints including but not limited to environmental conditions, lack of public agency financial resources, or land use constraint factors. It is not the intent of TSI Roadway Policy #2: Motor Vehicle Level of Service to require deferral of development in such cases. The intent is to defer motor vehicle capacity increasing transportation system improvements until existing constraints can be overcome or develop an alternative mix of strategies (such as: land use measures, TDM, short-term safety improvements) to address the problem.

F-16. Promote or develop a regional roadway system that meets combined needs for travel through, within, and outside the region.

F-17. Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.

Transportation System Improvements: Transit

Findings

27. The *1990 U.S. Census of Population* reported that about 10 percent of all households in the Eugene-Springfield area did not own a vehicle.
28. Transit services are particularly important to the transportation disadvantaged population: persons who are limited in meeting their travel needs because of age, income, location, physical or mental disability, or other reasons. The Americans with Disabilities Act (ADA) requires fixed-route systems like LTD's to provide a comparable level of service to the elderly and persons with disabilities who are unable to successfully use the local bus service. LTD's *Americans with Disabilities Act Paratransit Plan, 1994-1995 Update*, January 18, 1995, was found to be in full compliance with the ADA by the Federal Transit Administration.
29. The role of urban public transit in meeting trip needs has increased within the metropolitan area since 1970. In 1971, there were 2,260 LTD passenger trips on a weekday and, in 1995, ridership had increased to 20,000 per day, or 1.8% of all metropolitan trips. The Regional Travel Forecasting Model forecasts transit use to increase to 2.7% of trips by 2015 with proposed *TransPlan* projects and policy implementation.
30. The *Urban Rail Feasibility Study Eugene/Springfield Area* (July 1995) concluded that projected 2015 ridership for an urban rail system was too low to be competitive with other cities seeking federal rail transit funding; and that Bus Rapid Transit (BRT) could significantly improve transit service for substantially less capital investment and lower operational costs than urban rail.
31. OHP policy supports investment in Park-and-Ride facilities as a cost-effective means to increase the efficient use of the existing transportation system.

Policies

- F-18. Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.
- F-19. Establish a BRT system composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible.
- F-20. Implement traffic management strategies and other actions, where appropriate and practical, that give priority to transit and other high occupancy vehicles.
- F-21. Expand the Park-and-Ride system within the metropolitan area and nearby communities.

Transportation System Improvements: Bicycle

Findings

32. In 1995, there were 126 miles of bikeways in the metropolitan area. Implementation of proposed *TransPlan* projects would approximately double the lane miles for bicycles.
33. Over the past 20 years, Eugene and Springfield have built an extensive bikeway system. The focus over the next 20 years is on the construction of “Priority Bikeway Projects” which consist of those projects that are along an essential core route on which the overall system depends, fill in a critical gap in the existing bicycle system, or overcome a barrier where no other nearby existing or programmed bikeway alternatives exist, or significantly improve bicycle users safety in a given corridor.
34. OAR 660-012-0045 (3) requires local governments to adopt land use regulations to require bikeways along new and reconstructed arterial and major collector streets and to connect new development with nearby neighborhood activity centers and major destinations.

Policies

- F-22. Construct and improve the region’s bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.
- F-23. Require bikeways along new and reconstructed arterial and major collector streets.
- F-24. Require bikeways to connect new development with nearby neighborhood activity centers and major destinations.
- F-25. Give funding priority (ideally within the first 3 to 5 years after adoption of *TransPlan*, subject to available funding) to stand-alone bikeway projects that are included in the definition of “Priority Bikeway Miles” and that increase the use of alternative modes.

Transportation System Improvements: Pedestrian

Findings

35. OAR 660-012-0045 (3) requires local governments to adopt land use regulations to provide for a pedestrian environment that is well integrated with adjacent land uses and designed to enhance the safety, comfort, and convenience of walking; a continuous pedestrian network with reasonably direct travel routes between destination points; and sidewalks along urban arterial and collector roadways, except freeways.

Policies

- 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.
- F-27. Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.
- F-28. Construct sidewalks along urban area arterial and collector roadways, except freeways.

Transportation System Improvements: Goods Movement

Findings

- 36. The OTP recognizes that goods movement of all types makes a significant contribution to the region's economy and wealth and contributes to residents' quality of life. OTP Policy 3A promotes a balanced freight transportation system that takes advantage of the inherent efficiencies of each mode.
- 37. There are no maritime port or navigation facilities in the metropolitan area.
- 38. Goods movement is directly supported by system-wide and roadway transportation system improvements.

Policies

- F-29. Support reasonable and reliable travel times for freight/goods movement in the Eugene-Springfield region.

Transportation System Improvements: Other Modes

Findings

39. The Eugene Airport is located outside the urban growth boundary (UGB) to protect it from incompatible development as well as to reduce airport-related impacts on development within the UGB. The area of the airport designated Government and Education on the *Metro Plan* diagram receives municipal water, wastewater, fire, and police services.
40. The *Pacific Northwest High Speed Rail Southern Terminus Study* (Wilbur Smith Associates, 1995) found that rail-related infrastructure improvements needed along the corridor include improved signals, grade crossings, track, and depots. These improvements are important to the success of high speed rail because Eugene-Springfield is the southern terminus to the high speed rail corridor.
41. OTP Policy 1F provides for a transportation system with connectivity among modes within and between urban areas, with ease of transfer among modes and between local and state transportation systems.

Policies

- F-30. Support public investment in the Eugene Airport as a regional facility and provide land use controls that limit incompatible development within the airport environs. Continue to use the *Eugene Airport Master Plan* as the guide for improvements of facilities and services at the airport.
- F-31. Support provision of rail-related infrastructure improvements as part of the Cascadia High Speed Rail Corridor project.
- F-32. Support improvements to the passenger rail station and inter-city bus terminals that enhance usability and convenience.

Finance

Findings

42. Transportation costs are rising while revenues are shrinking and this trend is expected to continue. The 1999 Oregon Highway Plan estimated total 20-year highway needs of about \$29 billion, but projected revenues of only about \$14 billion.
43. *TransPlan* estimates that operations, maintenance, and preservation (OM&P) of the metropolitan transportation system will cost \$1.266 billion in 1997 dollars to maintain at current levels to the year 2021. Revenues for OM&P, including a regularly increasing state gas tax and federal forest receipts at current non-guaranteed levels after the guarantee expires, are estimated at \$1.031 billion, leaving a conservative estimated

shortfall of about \$235 million over the planning period before the implementation of fiscal constraint strategies.

44. The projects proposed in *TransPlan* demonstrate that nearly all of the region's travel over the next 20 years will rely on existing streets, highways, and bicycle and pedestrian facilities, emphasizing the importance of preservation and maintenance of these facilities.
45. Historically, the State Highway Trust Fund (SHTF) and federal Forest Receipts, significant sources of transportation revenues, have funded OM&P of the regional transportation system. Currently, SHTF revenues are not increasing with inflation and federal Forest Receipts are declining.
46. According to estimates prepared for the *TransPlan* Finance Committee, about 130 miles of roads (about 15 percent of the system) are currently in need of either resurfacing or reconstruction with an estimated cost of \$61 million in 1995 dollars.
47. Funding allocations of State cigarette tax revenues designated for special need transit services are guided by the Special Transportation Fund Advisory Committee as per ORS 391.800-391.830 and OAR 732-05, 732-10, 732-20 governing the Special Transportation Fund Program.
48. Currently, systems development charge (SDC) methodologies charge new development only for the city's portion of the arterial-collector system; metro area state and county facilities are excluded from the calculation of SDC rates; and assessments only partially fund projects that are improving existing facilities to urban standards.
49. Focus groups convened during the *TransPlan* update process expressed the preference for mixed-use development to be encouraged and facilitated rather than required. Offering financial incentives and other support for nodal development is consistent with focus groups responses.
50. Under the TEA 21, 10 percent of Surface Transportation Program funds allocated to the state must be used for transportation enhancement activities, including construction of facilities for bicycles and pedestrians, but a local match is required. State funding for bikeways is primarily limited to Oregon Department of Transportation (ODOT) Highway Funds, which are used mainly for adding bicycle lanes to existing and new streets, but may be used for other bicycle projects in the right-of-way. Local jurisdictions may also fund bikeways through the local road construction and maintenance budget and from general funds, park district funds, special bond levies, and SDCs. Regarding transit, *TransPlan* anticipates that discretionary federal grant funds will pay for up to 80 percent of the capital cost of the BRT system, based on trends in federal funding for LTD capital projects over the last ten years.

Policies

- F-33. Support development of a stable and flexible transportation finance system that provides adequate resources for transportation needs identified in *TransPlan*.

- F-34. Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.
- F-35. Set priorities for investment of ODOT and federal revenues programmed in the region's Transportation Improvement Program to address safety and major capacity problems on the region's transportation system.
- F-36. Require that new development pay for its capacity impact on the transportation system.
- F-37. Consider and include among short-term project priorities, those facilities and improvements that support mixed-use, pedestrian-friendly nodal development, and increased use of alternative modes.
- F-38. The City of Eugene will maintain transportation performance and improve safety by improving system efficiency and management before adding capacity to the transportation system under Eugene's jurisdiction. (Eugene-Specific finance policy)

Part 2: Metro Plan Other Amendments

The following sections of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* are amended in order to be consistent with the findings and policies of the Transportation Element. These revisions are listed in order as they appear in the *Metro Plan*. They are indicated by chapter, section, and page number of the July 1997 reprint of the 1987 *Metro Plan*. Deletions to the text are shown in strike-out and additions are in bold.

Chapter I: Introduction

B. Purpose

Amend the following text starting on page I-1, sixth paragraph:

“More specifically, the *General Plan Metro Plan* provides the overall framework for the following planning functions. The Plan: ...

11. Identifies the major transportation, ~~sanitary wastewater, and stormwater, sewer,~~ and water projects needed to serve a future population of ~~293,700~~ **301,400.**”

Chapter II: Plan Principles

A. Metropolitan Goals

Amend Section A by replacing the transportation goals with new transportation goals from the proposed Transportation Element, as follows (page II-A-2):

Transportation

~~Provide for a more balanced transportation system to give mobility to all segments of the community.~~

~~Serve the existing and future arrangement of land uses with efficient safe, convenient, and economic transportation systems for the movement of people and goods.”~~

“Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.

Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:

- j) Balanced,**
- k) Accessible,**
- l) Efficient,**
- m) Safe,**
- n) Interconnected,**
- o) Environmentally responsible,**
- p) Supportive of responsible and sustainable development,**
- q) Responsive to community needs and neighborhood impacts, and**
- r) Economically viable and financially stable.”**

B. Growth Management and the Urban Service Area

Move the following existing Transportation Element Policy 17 (page III-F-7) to B. Growth Management and the Urban Service Area, Policy 32 (page II-B-9):

~~17.~~ **32.** If expansion of the urban growth boundary is contemplated, all other options should be considered and eliminated before consideration of expanding the urban growth boundary in the area west of Highway 99 and north of Royal Avenue.”

E. The Plan Diagram

1. Delete the following text in Section II.E.1. referring to floating nodes (page II-E-3, second paragraph):

~~“In addition, several 10- to 30-acre medium-density residential designations are shown as "floating nodes" with related commercial facilities. This designation reflects statements in the Residential Land Use and Housing, Energy, and Transportation elements directed to the provision of a variety of housing densities, types, and locations and linkage of medium-density housing with urban public transit. Where these "floating nodes" are shown at intersecting arterial streets, they may actually occur on one or more quadrants of the intersection, as determined by local decisions. Where they appear in the midst of otherwise low-density residential neighborhoods, their actual locations require local analysis.”~~

2. Delete the following Section II.E.2.c (page II-E-4):

~~“**c. Floating Node**~~

~~Floating nodes are intended to accommodate a portion of the forecasted demand for commercial land. These nodes are also intended to facilitate achievement of the energy and transportation policies of the *Plan* by encouraging, whenever possible, medium-density residential development adjacent to or surrounding commercial development. The commercial portion of the node may range in scale from neighborhood commercial to community commercial (e.g., 5-20 acres), depending upon the geographic area to be served by the floating node.~~

~~Land designated for commercial and residential uses does not need to be developed simultaneously. The exact location of floating nodes shall be determined by local decisions or a refinement planning process.~~

~~The process for establishment of a floating node must include the following elements:~~

- ~~(1) — identification of the primary geographic area intended to be served by the commercial center;~~
- ~~(2) — an inventory of commercial area/uses presently existing within the primary geographic area; and~~
- ~~(3) — identification of the amount and location of area planned for medium-density residential uses (area[s] for medium density residential use must be shown unless precluded by other *Plan* Policies or absence of available land).~~

~~The identification of a floating node through a refinement plan or other local decision shall be based on the following criteria:~~

- ~~(1) — applicable goals, policies, and background information of the *Metropolitan Plan*;~~
- ~~(2) — applicable refinement and functional plans;~~
- ~~(3) — any applicable provisions of the Capital Improvement Program;~~
- ~~(4) — depending upon the scale of the floating node, consistency with either the locational criteria for neighborhood commercial facilities or community commercial centers as described in the *Plan*; and~~
- ~~(5) — commercial uses are located in an area served by at least a minor arterial street, in accordance with the transportation and energy goals and policies in items 1 and 2 above. The commercial uses can front on a street classified at least as a minor arterial. The conflicts with traffic movement on the arterial can be minimized by the use of frontage roads, side streets, and properly located direct access.” (Page II E 5)~~

3. Add the following text to insert “Nodal Development Area” as a plan designation in a new Section II.E.4 and renumber subsequent sections accordingly (page II-E-10):

“Nodal Development Area (Node)

Areas identified as nodal development areas in *TransPlan* are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in *TransPlan*, may be determined to have potential for nodal development.

Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- **Design elements that support pedestrian environments and encourage transit use, walking and bicycling;**
- **A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;**
- **Mixed uses so that services are available within walking distance;**
- **Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and**
- **A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.”**

4. Add the following to the text for the Legend Block on the *Metro Plan* Diagram (Page II-E-18):

“**ND – Nodal Development**” (with ND inside a polygon, but no color to allow underlying designation to show through.)

Chapter III: Specific Elements

B. Economic Element

1. Amend Finding 13 as follows (page III-B-3):

“13. Major employment ~~centers~~ **areas** include the Eugene and Springfield central business districts, the University of Oregon **area**, Sacred Heart Hospital, ~~the Southern Pacific railyards~~, the west Eugene industrial area, the ~~east~~ **north** and south Springfield industrial areas, the Highway 99N industrial area, ~~Goodpasture Island~~, **Country Club Road, Chad Drive**, and the Mohawk-Northgate area.”

2. Amend Policy 18, as follows (page III-B-5):

“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 ~~Mahlon Sweet Field Eugene Airport Master Plan.~~, ~~as outlined in Chapter 8(a), "On Airport Land Use."~~

3. Delete Policy 13 referring to floating nodes (page III-B-7).

~~“30. The City of Eugene shall initiate refinement plans to determine the type and location of commercial and residential land uses in floating nodes prior to the update of the *Metropolitan Plan* (note: this Policy does not preclude privately initiated refinement plans for the purpose of establishing floating nodes).”~~

C. Environmental Resources Element

1. Amend the following finding as follows (page III-C-6).

~~“32. Federal Highway Administration noise standards apply to new highway construction, not existing streets. whenever federal funds are used in the construction or reconstruction of a highway. A noise study is required if the construction will add a through-lane of traffic or significantly alter either the horizontal or vertical alignment of the highway. The significance of a change in alignment has to do with the effect that the alignment change has on noise levels. State funded ODOT projects are generally developed in conformance with the federal noise standards. US Housing and Urban Development noise standards apply only to federally assisted housing near existing and proposed highways. The State of Oregon does not have noise standards governing general highway noise levels.”~~

2. Delete Finding 33 (page III-C-6).

~~“33. Forecasted traffic on existing and planned streets indicate 20 miles of existing streets and 40 miles of streets in year 2000 have the potential to exceed noise levels for sensitive land uses such as residences, parks, schools, and hospitals.”~~

3. Replace Finding 34 and with the following text (page III-C-6).

~~“34. As population growth occurs, the associated increase in emissions of carbon monoxide and particulate matter from auto exhaust and residential heating with wood, combined with all the other sources, may eventually cause air quality standards for these pollutants to be exceeded in the metropolitan area. Under these conditions, additional control measures may be necessary. These mitigating measures could include, for example, maximizing efficient traffic flow through critical areas, additional control requirements on existing stationary and mobile sources of emissions, and restricting certain new sources of emissions.”~~

“34. The Eugene-Springfield area is currently in compliance with national standards for carbon monoxide. The region will continue to be in compliance with the carbon monoxide standard in the future. Vehicle fleet turnover and stricter emission controls on newer vehicles are factors that will contribute to lower emissions in the future.”

4. Delete Finding 35 (page III-C-6).

~~“35. Transportation related air pollution in the form of emissions from autos, trucks, and buses contributes significantly to the metropolitan area's air quality problems.”~~

D. Willamette River Greenway Element

1. Amend the introductory text, as follows (page III-D-1).

In the metropolitan area, a large portion of land within the Greenway is in public ownership or public parks such as Mount Pisgah, Skinner's Butte, Alton Baker, and Island Park. Future proposed park acquisitions, such as the Goodpasture Island gravel ponds, will further expand the opportunity for public access and enjoyment of the river area. The three jurisdictions cooperated in the development of a bicycle-pedestrian trail system that extends along the Greenway from south of Springfield to north of Eugene and into the River Road area. This system includes ~~three~~ **five** bike bridges across the river.”

E. Environmental Design Element

1. Delete Policy 9 (page III-E-4).

~~“9. Refinement Plans shall be developed to address compatibility of land uses, safety, crime prevention, and visual impact along arterial and collector streets, within mixed use areas. During the interim period before the adoption of a refinement plan, these considerations shall be addressed by cities in approving land use applications in mixed use areas by requiring conditions of approval where necessary.”~~

G. Public Utilities, Services, and Facilities Element

1. Combine the following existing Transportation Element Policies 9 and 10 (page II-F-6) as one policy, amend as follows, and move to the Public Utilities, Services and Facilities Element, creating Policy 24 (page III-G-7).

~~“9.~~ **24.** The **Eugene Airport Mahlon Sweet Field** shall be served with the necessary urban services required to operate the airport as an urban facility. ~~10.~~ Development ~~within the airport environs but outside the airport proper and outside the urban service area~~ **outside the urban growth boundary in the vicinity of the airport, outside the portion of the airport boundary designated Government and Education in the Metro Plan diagram,** shall not be provided **with** urban services.”

H. Parks and Recreation Facilities Element

1. Delete reference to Neighborhood Centers in the introductory text and renumber subsequent park types accordingly (page III-H-1).

~~6. Neighborhood Centers~~

~~Neighborhood centers, some of which are community schools, emphasize social, civic, and educational programs for young people and adults.”~~

2. Delete Finding 3.e. and re-letter subsequent items in this finding (page III-H-3).

~~“e. Based on NRPA standards, there is a deficiency of neighborhood centers.”~~

3. Amend Policy 5 as follows (page III-H-5)

~~“5. Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.”~~

K. Citizen Involvement Element

1. Amend Finding 3 as follows (page III-K-2).

~~“3. Springfield, Lane County, and Eugene each use either their local planning commission or a committee for citizen involvement in monitoring citizen involvement in the planning process. There are also several citizen advisory committees involved with individual components of the process, such as housing and transportation planning.”~~

2. Amend Finding 10 as follows (page III-K-2).

~~“10. In 1987, the Metropolitan Planning Committee was replaced by the Metropolitan Policy Committee (MPC). The MPC is comprised of two elected officials each from Eugene, Springfield and Lane County. The chief administrative officers of the three jurisdictions serve as non-voting, ex-officio members of the MPC. When the MPC is considering metropolitan transportation matters, the **two members of the Lane Transit District Board shall serve as voting members and the** General Manager of the Lane Transit District and the Director of the Oregon Department of Transportation shall ~~also~~ serve as non-voting, ex-officio members of MPC.”~~

Chapter V: Glossary

Add the following definition to the Glossary.

Nodal development (node): Nodal development is a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented. Fundamental characteristics of Nodal development require:

- **Design elements that support pedestrian environments and encourage transit use, walking, and bicycling;**
- **A transit stop which is within walking distance (generally 1/4 mile) of anywhere in the node;**
- **Mixed uses so that services are available within walking distance;**
- **Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and**
- **a mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.**

Nodal developments will vary in the amount, type, and orientation of commercial, civic, and employment uses; target commercial floor area ratios; size of buildings; and the amount and types of residential uses.