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CENTRAL LANE SCENARIO PLANNING

Land Use and Transportation

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Introduction

In 2009, the Oregon Legislature passed House Bill 2001, the Jobs and Transportation Act (JTA). Section 38 of the JTA directs the Central Lane MPO to undertake scenario planning and for the local governments in central Lane County to cooperatively select a preferred land use and transportation scenario. The state set a greenhouse gas (GHG) emissions reduction target of 20% for the MPO, excluding expected emissions reductions from fleet and technology changes. While this target must be considered in the scenario planning process, the final selected scenario is not required to meet this target.

This memo supports the scenario planning process in two key ways. First, it provides a summary of existing transportation and land use plans to reinforce the Project Management Team's understanding of the how the region would look if existing policies were implemented over the next 20 years. The statements of goals and community values in many of these plans will provide the basis of developing evaluation measures by which alternative scenarios will be compared. The policies contained in these documents may also form the basis for policies and strategies contained in the alternative scenarios.

Second, this memo considers how land use and transportation planning integration can improve community outcomes including reducing GHG emissions. The scenario planning process will consider what the region would look like in 2035. For this analysis, the scenarios will assume future comprehensive plan designations and urban growth boundaries in line with plans in process. The process will also look beyond 2035, the horizon year for adopted land use and transportation plans, and consider what the region could look like in 2050. The scenario planning process may consider the effects of different land use patterns when looking at this long-term future.



Transportation and Land Use Plan Summary

The Lane Livability Consortium (LLC) reviewed long-range transportation and land use plans for the Eugene-Springfield area in February 2013. This section summarizes those plans that are most relevant to the scenario planning process.

LLC assessed the following land use and transportation plans:

- Metro Plan: Eugene-Springfield Metropolitan Area General Plan (updated 2004)
- Envision Eugene (in process)
- Springfield 2030 (in process)
- Regional Transportation Plan (2011)
- TransPlan: The Eugene-Springfield Regional Transportation System Plan (RTSP) (amended 2002)
- Eugene-Springfield Consolidated Plan (2010)
- Human Services Plan for Lane County (2009):
- National Prevention Strategy (2011)
- Coburg Transportation System Plan (2013)
- Draft Eugene Transportation System Plan (in process)
- Lane County Transportation System Plan (2004, update in process)
- Springfield Transportation System Plan (In process, expected adoption 2014)
- Lane Coordinated Public Transit-Human Services Transportation Plan (updated 2008)
- Eugene Parks, Recreation and Open Space Comprehensive Plan (2006)
- Lane County Rural Comprehensive Plan (updated 2009)
- West Eugene Wetlands Plan (updated 2000)

Metro Plan: Eugene-Springfield Metropolitan Area General Plan

The Metro Plan addresses the Eugene-Springfield urban growth boundary (UGB), and the land uses within that boundary. Focus areas include growth management, residential land use and housing, transportation, and energy. This is the Eugene-Springfield's state-mandated long-range Comprehensive Plan.

The plan includes growth management goals for the efficient use of urban, urbanizable, and rural lands, and orderly development of rural lands to urban lands, while meeting metropolitan and statewide goals. The plan also includes provisions to protect rural lands best suited for non-urban uses. The Plan elements reinforce these goals through growth management, planning for future residential land use and housing, transportation, and energy usage. Metro Plan is consistent with state law and policy objectives, though individual goals may exceed the minimum requirements set by the state. The plan's desired outcome is to control the potential for urban sprawl and scattered urbanization, compact growth and the UGB will remain the primary growth

management techniques. The Plan emphasizes infill and redevelopment within the UGB, and only considering outward expansion of the UGB only when necessary.

Land Use and Transportation Connection

Metro Plan supports compact urban development to support dense, mixed-use neighborhoods that can reduce residents' reliance on the single occupant vehicle to meet travel needs.

Envision Eugene

Envision Eugene guides development of the Eugene Comprehensive Plan and implementing ordinances. It is the successor to the MetroPlan for Eugene, following the division of the Eugene-Springfield UGB into separate parts. It determines the city's UGB and growth management strategies, and guides the implementation of the city's land use policy for the next 20 years. There are seven pillars of Envision Eugene. The following are applicable to the scenario planning process for land use and transportation within the region: 2. Provide housing affordable to all income levels; 3. Plan for climate change and energy resiliency; and 4. Promote compact urban development and efficient transportation options.

Envision Eugene also includes strategies to support the pillars. The applicable strategies include:

- Plan for a higher proportion of new housing stock to be multi-family.
- Accommodate all multi-family housing needs within the current UGB.
- Expand housing variety and choice.
- Assess the applicability of housing and transportation affordability index. This rates neighborhoods based on the combined cost of housing and transportation, which provides a more complete assessments of affordability than housing costs alone.
- Plan for growth so that more residents live in 20-minute neighborhoods to meet daily needs without the use of an automobile.
- Meet all commercial and residential land needs within the planned UGB, though this does not preclude including small amounts of multi-family housing and commercial retail lands within future UGB expansion areas.
- Facilitate the transformation of downtown, key transit corridors and core commercial areas as mixed-use neighborhoods, with residential, commercial, retail, and public uses in close proximity.
- Make compact urban development easier in downtown, on key transit corridors, and in core commercial areas.

Land Use and Transportation Connection

Similar to its predecessor, Metro Plan, Envision Eugene supports dense, mixed-use neighborhoods with an emphasis on multi-family housing, and strives to reduce urban sprawl outside of the UGB to reduce vehicle miles traveled for Eugene residents. It also supports alternative modes to reduce reliance on the automobile.

Springfield 2030

Springfield 2030 is the city's land use plan, the successor to the MetroPlan. This plan ensures that the city has enough buildable lands to accommodate estimated housing needs for the next 20 years. The plan supports Springfield's livability and economic prosperity goals.

Draft goals for Springfield 2030 include:

- Promote compact, orderly, and efficient urban development by guiding future growth into planned redevelopment areas within established portions of the city and to employment opportunity areas where future expansion may occur.
- Encourage a pattern of mixed land uses and development densities that will locate a variety of different life activities, such as employment, housing, shopping, and recreation in convenient proximity, to encourage and support multiple modes of transportation, including walking, bicycling, and transit, in addition to motor vehicles both within and between neighborhoods and districts.
- Balance the goals of accommodating growth and increasing average density within the city with the goals to stabilize and preserve the established character of sound older neighborhoods by clearly defining locations where redevelopment is encouraged, and by requiring that redevelopment be guided by a detailed neighborhood refinement or special district plan.
- Use selective, planned redevelopment at appropriate locations as one method of providing additional land use diversity and choices within districts and neighborhoods currently characterized by a limited range of land uses and activities.
- In both redevelopment areas and new growth areas on the periphery, establish planning and design standards that will promote economically viable development of attractive, affordable and engaging neighborhoods, districts, corridors and employment centers.

Land Use and Transportation Connection

Similar to Metro Plan and Envision Eugene, Springfield 2030 supports dense, mixed-use neighborhoods, and strives to promote growth within already urbanized areas within the city. The plan also emphasizes locating services and destinations in close proximity to reduce travel while balancing development with existing neighborhoods.

Regional Transportation Plan

The Regional Transportation Plan provides a plan to address long-term regional transportation needs within the Central Lane MPO area. This plan considers existing zoning and future development to identify and address regional transportation needs for the region as it grows and develops. It is consistent with TransPlan, the region's transportation system plan.

Key goals and recommendations from the plan are aligned with the scenario planning process:

- Integrated transportation and land use system: Integrate transportation and land use to support transportation choices, promote all modes of transportation, reduce our reliance on any single mode of travel, and enhance community livability.
- Sustainability and transportation: Support regional sustainability by providing a transportation system that considers economic vitality, environmental health, and social equity.

Actions to address these goals include supporting and implementing nodal developments within the region, transit oriented land use, and considering transportation impacts when planning facilities.

Land Use and Transportation Connection

The Regional Transportation Plan provides the framework to ensure that the transportation system is integrated and supports land use within the MPO region. The goals are consistent with the land use plans described above.

TransPlan: The Eugene-Springfield Regional Transportation System Plan (RTSP)

TransPlan is simultaneously the transportation system plans for Eugene and Springfield, and the regional transportation system plan for the Eugene-Springfield area, and guides transportation system planning and development. TransPlan policies and themes are similar to the previous land use and transportation documents: reduce reliance on the automobile by providing transportation choices, and consider the interrelationship between land use and transportation. The framework and implementation actions are structured around three components of transportation planning: land use, transportation demand management, and transportation system improvements.

Applicable TransPlan goals include:

- Integrated transportation and land use system that supports transportation mode choices and development patterns to enhance livability, economic opportunity, and quality of life.
- Create a transportation system that is:

- Balanced
- Accessible
- Efficient
- Safe
- Interconnected
- Environmentally responsible
- Support of responsible and sustainable development
- Responsive to community needs and neighborhood impacts
- Economically viable and financially stable.

Land Use and Transportation Connection

TransPlan provides the framework to ensure that the transportation system is integrated and supports land use within the MPO region. The goals are consistent with the land use plans described above.

Eugene-Springfield Consolidated Plan

This plan focuses on housing and community development needs for low-income residents in the Eugene-Springfield area. While this plan does not explicitly address either transportation or land use, it does include goals to increase the supply of affordable housing and improve accessibility to public facilities. It also includes strategies to raise awareness of housing needs for low- and moderate- income persons through participation and collaboration on land use and zoning studies to meet the needs of low and moderate income persons, fund capital improvements in eligible areas by providing infrastructure, street, and sidewalk improvements.

Land Use and Transportation Connection

This plan contains goals for land use and transportation with a focus on low and moderate income residents of the Eugene-Springfield area. The plan includes policies for providing transportation alternatives for these specific populations who may have limited income to spend on transportation.

Human Services Plan for Lane County

Similar to the consolidated plan above, this plan has a primary focus on human services, but also considers housing and transportation. The plan is a strategic policy guide to distribution of funds. The plan prioritizes investments based on a tiered system with one applicable funding area: transportation services.

This goal has potential links with housing, economic development, and transportation through social equity related goals.

Land Use and Transportation Connection

This plan contains goals for land use and transportation with a focus on how to invest limited resources to meet human services goals within Lane County with a specific focus on social equity.

National Prevention Strategy

This strategy focuses on population health and promoting health and wellness through prevention-focused health care, with a secondary focus on the built environment, including housing, transportation, and infrastructure. Goals include creating healthy and safe community environments for both housing and transportation.

Land Use and Transportation Connection

This strategy does not directly address land use and transportation changes, but considers both in the context of healthy communities. The strategy supports active transportation and land uses that support healthy communities, but has no specific goals for land use or transportation.

Coburg Transportation System Plan

The Coburg TSP addresses long-range transportation needs in Coburg, while considering anticipated future land use development. Two goals are particularly relevant to land use/transportation integration:

- Goal 3: Connectivity for all modes: establish a transportation system that provides connections to and from activity centers such as schools, commercial areas, parks, employment centers. Local roads, transit routes, and paths connect to regional transportation networks.
- Goal 5: Livability and Economic Vitality: support, sustain and enhance community livability and protect the quality and integrity of residential and business areas in Coburg. Anticipate and accommodate future development assumptions for Coburg. Maintain the rural character of the town.

Land Use and Transportation Connection

This plan contains goals for transportation to serve land use with a focus on meeting Coburg's livability and rural preservation aspirations. Transportation within the City will need to serve anticipated future land uses, and the projects and programs within the TSP will address identified deficiencies.

Draft Eugene Transportation System Plan (TSP)

The city of Eugene is currently drafting their first TSP, the successor to TransPlan. This plan is being developed in conjunction with Envision Eugene to ensure that the future transportation system accommodates anticipated land uses. TSP projects are based on travel model outputs and citizen/staff input to address identified deficiencies in the existing and anticipated future transportation system.

Land Use and Transportation Connection

This plan will contain goals for transportation to serve land use with a focus on meeting Eugene's livability and sustainability aspirations. Transportation within the city will need to serve anticipated future land uses, and the projects and programs within the TSP will address identified deficiencies.

Lane County Transportation System Plan

The Lane County TSP addresses transportation needs to meet anticipated land uses. TSP goals include:

- Encourage adequate road improvements for new development
- Ensure that transportation projects comply with state land use requirements regarding urban and rural land uses, and other federal, state, and local land use requirements
- Provide for coordinated land use review when making decisions about transportation facilities

Desired outcomes of the TSP include promoting coordination between transportation system improvements and land use requirements. The County TSP will also be coordinated with applicable city and regional TSPs to be consistent in policies and direction. Lane County is currently updating their TSP.

Land Use and Transportation Connection

This plan contains goals for transportation to serve land use to meet Lane County's transportation goals. Land use is an integral part of identifying existing and future deficiencies and there are a number of goals and policies that require the county to continue to consider the connection between transportation and land use.

Springfield Transportation System Plan

Springfield's TSP, the successor to TransPlan, will consider both transportation and land use while considering anticipated population and employment growth along with economic and social changes. The TSP guides future multi-modal transportation system improvements and

investment decisions for the city. The TSP is currently going through the adoption process with the County and City, with adoption anticipated in early 2014.

Goal 1 is the only goal that includes a transportation/land use connection: Provide an efficient, sustainable, diverse and environmentally sound transportation system that supports the economy and land use patterns.

Land Use and Transportation Connection

Similar to the other TSPs, this plan contains goals for transportation to serve land use to meet Springfield’s transportation goals. Land use is an integral part of identifying existing and future deficiencies.

Lane Coordinated Public Transit-Human Services Transportation Plan

This plan supports coordination between public transportation and human services transportation focused on target populations; older adults, people with disabilities and persons of low income. The plan focuses mainly on coordination to provide needed services using a variety of providers and methods that serve targeted users. The plan aims to increase access for target populations by providing transit service where it is needed, and providing a network of transportation services that meet different transportation needs.

Land Use and Transportation Connection

This plan deals mainly with transportation and coordinating transportation to meet the needs of specific target populations, though the plan does consider location of services.

Eugene Parks, Recreation and Open Space Comprehensive Plan

This plan provides long-term aspirations for parks, recreation, and open space in Eugene. A key theme of the plan is to provide an accessible and connected park system. Other recommendations include distributing parks, open space, and recreation services equitably throughout the community. Strategies and action items include access and connectivity.

Land Use and Transportation Connection

This plan deals mainly with land use and providing access to parks, recreation, and open space. It does not include recommendations for transportation facilities, but includes goals to ensure that users can access city facilities.

Lane County Rural Comprehensive Plan

This plan covers all unincorporated county lands beyond the UGB of incorporated cities and outside the boundary of the Eugene-Springfield Metro Plan. The plan uses the 19 statewide planning goals including transportation and land use.

Land Use and Transportation Connection

The rural comprehensive plan is a broad, policy-based document that closely mirrors the 19 statewide planning goals, including transportation and land use and integrating the two. The scenario planning process is focused on the areas inside the Central Lane MPO's boundary, so this plan has limited applicability.

West Eugene Wetlands Plan

The West Eugene Wetlands Plan focuses on land use and development in west Eugene to resolve conflicts between state/federal wetland laws and local land use plans. Key themes of the plan include corridors and connections within the wetlands plan. The plan provides a framework for balancing natural resource protection and urban development to better integrate natural areas with urban areas. The applicable objective for land use and transportation is: Balance environmental protection and sound urban development to meet state and federal laws and regulations.

Outcomes of the plan include making west Eugene a nicer place to live, work, visit, recreate, and travel through. The plan also integrates the natural environment with carefully planned growth to make Eugene a truly livable city. The plan emphasizes balancing environmental concerns with development needs to integrate public facility needs with the environment.

Land Use and Transportation Connection

The wetlands plan focuses mainly on land use to preserve wetlands and less on transportation, but emphasizes planning to conserve wetlands and deliberate planning to integrate responsible development.

Integrating Land Use into Future Scenario Planning

The GreenSTEP model relies on an explicit, spatial allocation of population. For the purposes of developing alternative scenarios for 2035, LCOG assumed land use patterns and urban growth boundaries from Springfield 2030, the Coburg comprehensive plan and Envision Eugene. These plans, while not fully adopted, represent the region's current policy direction. As part of the development of alternative scenarios, regional partners may consider a different mix of residents in mixed-use neighborhoods. The scenarios will not consider additional UGB expansions beyond

those specified in the draft plans. The population and employment regional control totals will be held constant across all 2035 scenarios.

In addition to scenarios that consider what the region could look like in 2035, regional partners may also look out to 2050. Since current land use plans only establish a 2035 vision, the region may look at different land use scenarios beyond 2035. This could include further changes to the urban growth boundaries, full implementation of existing plans, or changes to land use designations within existing urban growth boundaries. Land use alternatives for 2050 scenarios could include:

- Densification out from the core of each city
- Growth spread evenly across the cities based on comprehensive plan designations and densities
- Focused growth in mixed-use centers
- Expanded 2035 UGBs with new housing in the expansion areas.

Testing these land use scenarios as part of 2050 scenarios would allow the local governments to understand how future land use changes could affect GHG emissions and other outcomes, and how their long range visions would play out past 20 years. While the scenario planning process will not mandate changes in existing land use plans, understanding the implications of various land use patterns could affect future city or regional land use planning or policy.

Implications for Scenario Planning

Understanding the existing land use and transportation planning context is critical to successful scenario planning. Given a number of recent land use and transportation planning processes, the Project Management Team opted to develop evaluation measures based on local goals and values in existing plans. The Project Management Team also looked to existing plans for ideas about policies and strategies that could become part of the alternative scenarios.

Because 2035 land use plans are currently under development in Eugene, Springfield and Coburg, the Project Management Team will develop alternative scenarios using land uses that are consistent with Springfield 2030, Envision Eugene and the 2010 Coburg Urbanization Study. Evaluating plans to 2050 will provide the local jurisdictions with the ability to view the full implementation of their draft plans, which are expected to be only partially implemented by 2035.