

# OUR MAIN STREET SPRINGFIELD



MAIN STREET SAFETY PROJECT | 20th Street to 72nd Street

## TECHNICAL MEMORANDUM #2: PLANS AND POLICIES FRAMEWORK

DATE: February 17, 2019

TO: Molly Markarian, City of Springfield

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SUBJECT: Task 3.1: Plans and Policies Framework

Tech Memo #2: Final

DKS Project #14180-023

## INTRODUCTION

This memorandum presents the policy and regulatory framework that governs and guides transportation planning in the project area, the 4.9-mile-long segment of Main Street (OR 126) that extends between S. 20th Street (M.P. 2.98) and 72nd Street (M.P. 7.88). The review presents an overview of state, regional, and local documents that provide policies, standards, and practices related to transportation planning for Main Street, with particular focus on safety as well as plan and policy elements regarding transit service and the broader community's vision for transportation in this corridor.

## STATE PLANS AND POLICIES

As the guiding document for the State of Oregon, the **Oregon Transportation Plan** (OTP) establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing transportation in Oregon. Goals and policies in the OTP are further implemented by various modal plans, including the Bicycle and Pedestrian Plan, Freight Plan, Highway Plan, Public Transportation Plan, Rail Plan and the Transportation Safety Action Plan. The Implementation Framework section of the OTP describes how state modal and facility plans and local Transportation System Plans (TSP) are expected to refine the OTP's broad policies and investment levels. The result of this planning process will be a corridor facility plan for Main Street. The State Agency Coordination Program defines a facility plan as: "a plan for individual transportation facilities that includes identification of needs for using the facility, an overall plan for improving the system and policies for operating the facility." Facility plans must be developed with public involvement, are intended to implement the OTP and the applicable modal/topic plan goals, policies, implementation strategies, and broad investment scenario, and, ultimately, must be adopted by the Oregon Transportation Commission (OTC).



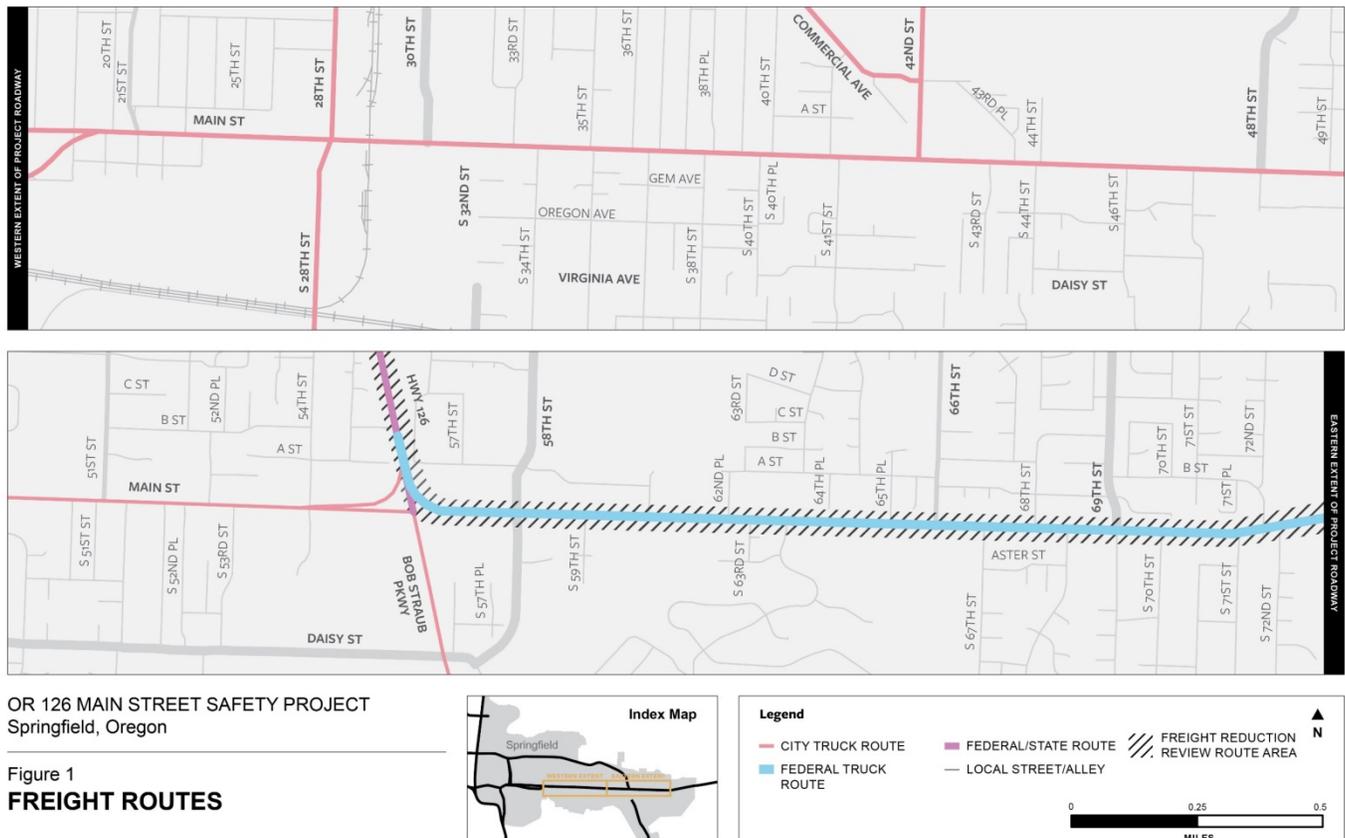


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The Oregon Highway Plan (OHP), an OTP modal plan, guides the planning, operations, and financing of ODOT’s Highway Division. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The following OHP classifications indicate the role Main Street plays in the state system.

- National Highway System (NHS) and a Statewide Highway from the west edge of the project area (M.P. 2.98) at S. 20th Street to OR 126/Bob Straub Parkway (M.P. 6.23).
- NHS, Statewide Highway, part of the National Network (Federally Designated Freight Route), and a Reduction Review Route (RRR), subject to ORS 366.215 review, from OR 126/Bob Straub Parkway to the east edge of the project area (M.P. 7.88) at 72nd Street. (See map of freight routes in Figure 1.)

As a Statewide Highway with and without freight designations, the volume-to-capacity ratio (v/c) target for Main Street is 0.90.





The administrative rules of **OAR 734-051** establish procedures, standards, and approval criteria that govern highway approach permitting and access management.<sup>1</sup> The rules apply to access modifications at the curb line, and not within a roadway's travel lanes. The intent of the rules are "to provide a highway access management system based on objective standards that balance the economic development objectives of properties abutting state highways with the transportation safety and access management objectives of state highways in a manner consistent with local transportation system plans and the land uses permitted in applicable local comprehensive plan(s) acknowledged under ORS Chapter 197."<sup>2</sup>

The rules describe the procedures for the development of access management in highway facility plans<sup>3</sup>, which include public participation, development of key principles for access to properties abutting the highways, and development of a methodology to assess the facility plan. These rules are used to implement the requirements of Senate Bill (SB) 408, which the Oregon Legislature approved in 2013.

Prior to plan adoption, affected real property owners may request a review of the key principles and methodology through a collaborative discussion and/or a dispute review board. A diagram depicting this process for the Main Street Facility Plan is shown in Figure 2.

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<sup>1</sup> OAR 734-051, <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3317>

<sup>2</sup> OAR 734-051-1020, <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=183591>

<sup>3</sup> OAR 734-051-7010; <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=183712>

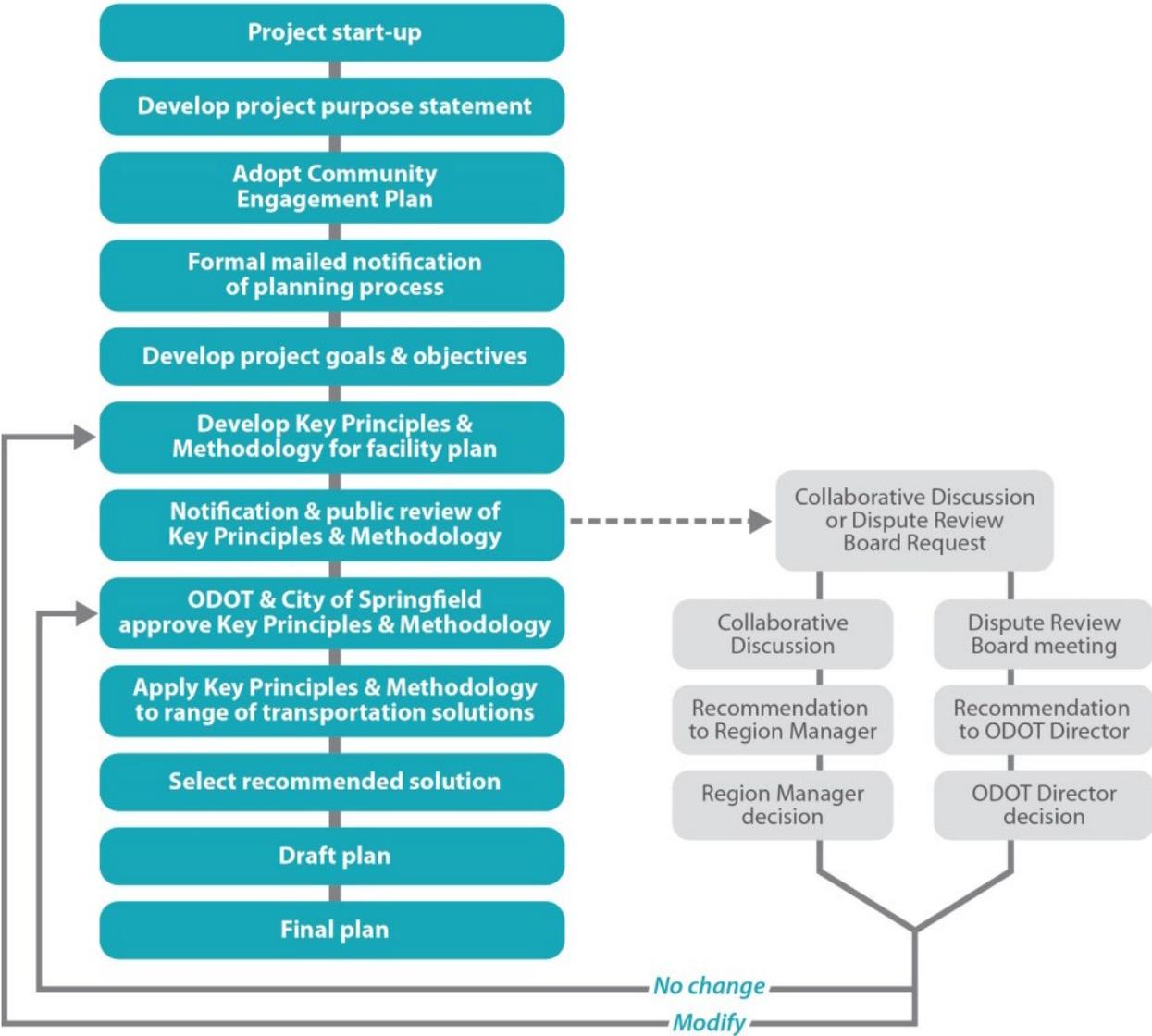


Figure 2: Access management process in the Main Street Facility Plan



The rules also allow ODOT to restrict turning movements onto a state highway from permitted approaches under circumstances that include safety and highway operations concerns, and to prevent crashes.<sup>4</sup> When evaluating existing or proposed approaches, ODOT's Access Management Unit<sup>5</sup> considers the following engineering standards, safety concerns, and operational factors, as described in the administrative rules<sup>6</sup>:

- Approach spacing standards
- Sight distance standards
- Channelization standards
- Offset connections, or overlapping left turn movements
- Weave distance
- Safety Priority Index System
- Queuing
- Crash Rates
- Approach spacing on highways with posted speeds at or above 50 MPH

A number of other statewide transportation documents have bearing on the Main Street Safety Project planning process, including those focusing on safety, bicycle and pedestrian facilities, and freight movement, as described below.

The **Oregon Transportation Safety Action Plan (TSAP)** supports of the vision of no deaths or life-changing injuries on Oregon's transportation system by 2035. The plan's long-term goals are to foster a safety culture, develop infrastructure for safety, support healthy communities, leverage technology, coordinate agencies and stakeholders, and guide strategic safety investments. The Main Street Safety Project is aligned with the objectives of the TSAP's infrastructure focus area, including intersection improvements; protections for vulnerable users such as pedestrians, bicyclists, and older road users; and improved systems including data collection, and complementary systems tools such as training, enforcement, licensing, and emergency response. This planning project's outcomes will be in alignment with the TSAP performance measures seeking to reduce fatal and serious injury crashes, which are consistent with those required by the Federal Highway Administration (FHWA) and National Highway Transportation Safety Administration (NHTSA).

ODOT's **All Roads Transportation Safety (ARTS) program**, established in 2015, aims to reduce fatal and serious injury crashes on all Oregon roads by using a data-driven process to identify, prioritize, and fund safety projects.

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<sup>4</sup> OAR 734-051-1065, <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=183605>

<sup>5</sup> Information and guidance documents from ODOT's Access Management Unit can be found online: <https://www.oregon.gov/odot/engineering/pages/access-management.aspx>

<sup>6</sup> OAR 734-051-4020, <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=183660>



In 2015, ODOT completed the first round of the ARTS program which utilized a consultant to identify hot-spot safety projects across the state. The identified hot-spot projects located on the corridor are listed in Table 1. These projects were included in the ODOT Region 2 150% funding list but did not necessarily receive funding or move forward into implementation.

**Table 1: 2015 ODOT Region 2 ARTS Locations in the Corridor**

Location	ARTS Location ID(s)	Identified Countermeasures
Entire Corridor (MP 2.98 to MP 7.88)	205, 206	Provide raised median on urban major arterial; Install roadway segment lighting
41st Street (MP 4.4)	73	Install median barrier; reduce density of urban driveways along corridor
42nd Street (MP 4.6)	7	Convert to roundabout from signalized intersection; install median barrier (either/or)
54th Street (MP 6.0)	51	Install left-turn lane on both major road approaches; replace permissive left-turns with protected/permissive; install No Pedestrian Phase feature with Flashing Yellow Arrow; install intersection lighting

In 2018, ODOT completed the second round of the ARTS program. Neither City nor ODOT staff applied for projects on the study corridor during this round of ARTS. The intention was to postpone funding requests until the findings and recommendations of the Planning Phase of the Main Street Safety Project were complete and the appropriate solutions are identified.

The **Oregon Bicycle and Pedestrian Plan (OBPP)** is a modal plan that provides policies and implementation strategies intended to move the State toward the vision of walking and biking facilities that are accessible, comfortable, safe, and well-connected; are treated as integral elements of the Oregon transportation system; and contribute social, economic, and environmental vibrancy and health. OBPP policies and strategies under the OBPP Goal 1 (Safety) will inform the Main Street Safety Project facility plan, in particular strategies under Policy 1.1 (provide safe and well-designed streets and highways for pedestrian and bicycle users) and Policy 1.4 (improve pedestrians’ and bicycle users’ perceived safety by supporting personal security). The Oregon Bicycle and Pedestrian Design Guide (Highway Design Manual Appendix L) can be used as a reference for design of safe and secure on-road bikeways, crossings, intersection treatments, and bicycle parking.

The **Oregon Freight Plan (OFP)** is the modal plan that identifies key freight flows (through and within Oregon), critical corridors for rail and trucks, freight strategies and policies, key freight issues, and funding opportunities. OR 126 is identified as a strategic corridor (Figure 4.13 of OFP) and is part of the four corridors that are identified as being vital to the state economy. The OR 126 segment is part of the US 20 Corridor and connects the Western Corridor (I-5) to the Central Oregon Corridor (US 97). It should be noted that this does not include OR 126B/Main Street west of Bob Straub Parkway. The OFP provides the following clarification regarding the OR 126 segment:

*“Further routes on OR 22 and OR 126 provide freight routes to Salem and Eugene. One issue to consider with this route is that 53-foot trailers are currently not allowed between the U.S. 20/OR 22 junction and Sweet Home and between Newport and Corvallis. Trucks currently rely on OR 22, OR 126*



and other routes to travel this area. The corridor concept allows the parallel facilities to carry the corridor traffic. In general, east-west connectivity in Oregon can be improved, especially between I-5 and U.S. 97.”

ORS 366.215 and OAR 731-012-0010 designate requirements for reviewing Reduction of Vehicle-carrying Capacity (RVC) on designated Reduction Review Routes (RRR). OR 126 is designated as a RRR east of Bob Straub Parkway. The designation of RRR requires that permanent reductions to the vehicle-carrying capacity cannot be made without potential exceptions (such as safety benefits or access considerations) granted by OTC. Examples of roadway changes that would require review include improvements that impact vertical clearances for tall trucks or the ability to move oversized trucks through the corridor. A guidance document is attached as Appendix A that provides a flow chart of the process.

The **Statewide Transportation Improvement Program (STIP)** is ODOT’s capital improvement program for state and federally-funded projects. The OTC and ODOT develop the STIP in coordination with a wide range of stakeholders including the public. The STIP includes projects within the following major categories:

- Fix-It programs fund projects that fix or preserve the state’s transportation system, including bridges, pavement, culverts, traffic signals, and others.
- Enhance programs fund projects that enhance or expand the transportation system.
- Safety programs to reduce deaths and injuries on Oregon’s roads, (which includes the ARTS program).
- Non-highway programs fund bicycle and pedestrian projects and public transportation.
- Local government programs direct funding to local governments so they can fund priority projects.

ARTS funding for a future project to install medians along Main Street between 21<sup>st</sup> Street and 75<sup>th</sup> Street is included in the STIP (project number 20144). The outcome of the Main Street Facility Plan process will determine the extent of median islands and other safety improvements that could be constructed through the STIP. An interactive map of projects included in the STIP is available online<sup>7</sup> and identifies several projects within the boundaries of the Main Street Safety Project (Table 2).

**Table 2: STIP project listing**

Project Number	Project Name	Description
20144	OR126B at MP 2.98 to 8.17	Provide a raised median with intermittent breaks for access between 21st St. and 75th Street.
20209	OR126B at 54 <sup>th</sup> St. (Springfield)	Install left turn lanes on 54th St. Modify left turn signal heads to "flashing yellow arrow" on 54th St approaches. Implement a pedestrian crossing safety timing feature with the flashing yellow left turn arrow. Install intersection lighting.

<sup>7</sup> ODOT Project Tracking; <http://gis.odot.state.or.us/transgis/opt/>



ODOT has produced reference materials to support the development, design, and implementation of large and small construction projects, and develops and maintains written guidance that:

- Reflects its technical position;
- Guides technical decision-making;
- Identifies best practices for delivering ODOT projects; and
- Informs the technical work of ODOT employees and members of the consultant community doing business with ODOT.

These resources range from engineering manuals and policy documents to procedures and forms.<sup>8</sup>

Since Main Street is a state highway, ODOT standards will have to be followed or design exceptions will have to be sought. The design exception process is intended to ensure that sound engineering decisions are made when design options are limited. Exceptions to design standards should be discussed early in the design process when project limits are first determined. All design exception requests must show justification. The Oregon Department of Transportation state highway engineer is responsible to set design standards and evaluate whether modifications are appropriate.

## REGIONAL PLANS AND POLICIES

The **2017 Central Lane MPO Regional Transportation Plan (RTP)** establishes a policy foundation, implementation measures (projects and programs), and implementation performance measures and monitoring for transportation systems in the Eugene-Springfield metropolitan region. The RTP policy element includes tiers of goals, objectives, and policies – policies regarding land use, transportation demand management (TDM), transportation system improvements (improvements system-wide and by mode), and finance. The RTP guides transportation system planning and investment in the region and is implemented through local TSPs.

RTP projects and programs in the project area include an interchange at OR 126/Main Street; Bus Rapid Transit (BRT) on Main Street to OR 126/Bob Straub Parkway; traffic control improvements at two intersections; crosswalks with rapid flashing beacons at three intersections; interconnected traffic signals from 28<sup>th</sup> Street to 69<sup>th</sup> Street; improvements such as striping and upgrades to urban standards (including sidewalks and bike lanes) for several intersecting streets; and TDM required for government agencies and employers with 25 or more employees.

The RTP establishes performance measures focused on congestion management, which the project area is subject to as a designated Congestion Management Corridor. Congestion management measures include congested miles of travel, a roadway congestion index, network vehicles hours of delay, and percent transit mode share in the congested corridor.

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<sup>8</sup> ODOT Engineering Guidance: <https://www.oregon.gov/ODOT/Engineering/Pages/Eng-Guidance.aspx>



The Main Street Safety Project Facility Plan needs to take projects and policies in the RTP into account when formulating its own project recommendations as well seek ways to manage congestion so as to positively contribute toward performance measures it is subject to as a designated congestion management corridor.

The **Lane Regional Safety and Security Plan** process was designed to provide Lane County and Central Lane Metropolitan Planning Organization (MPO)<sup>9</sup> an opportunity to collect data; study multi-modal safety conditions throughout the Central Lane MPO and Lane County regions; develop countermeasures for reducing fatal and severe injury crashes; and establish performance measures. The process fed into the creation of the Lane Safe Communities Program and the **Central Lane MPO Safety Action Plan** (2017).

When examining where fatal and severe-injury collisions occur on roadways within the MPO, the Safety Action Plan found that most happen on streets similar to Main Street: high-volume and high-speed roadways (arterials and collectors) where local access to properties is allowed. The tasks laid out for the Safe Communities Program in the Safety Action Plan implementation section include: form a Safety Advisory Committee for the region; participate in advisory committees for safety plans across the region with partners including Central Lane MPO, Lane County, Eugene, Springfield, and Lane Transit District (LTD); and establish regional reporting standards. The plan adopts NHTSA core safety measures as its performance measures and commits the MPO to working with ODOT and FHWA to set targets related to these performance measures in the year after adoption of the plan. The Central Lane MPO policy committee, the Metropolitan Policy Committee (MPC), has since adopted safety performance measures that support the state measures.

The Main Street Safety Project process should track development of performance measure targets committed to by MPC to the extent that the project area will be expected to contribute to meeting those targets.

The **LTD Long-Range Transit Plan** (2014) includes goals, policies, and strategies to guide LTD's facility and service provision over a 20-year horizon, as well as performance measures to track progress toward its goals. The plan establishes characteristics of a Frequent Transit Network (FTN), including transit coverage and frequency characteristics, in addition to establishing Bus Rapid Transit (BRT) as the highest level of service available in the FTN. Policies 1.1, 1.2, 1.4, and 1.5 under Goal 1 in the LTD Long-Range Transit Plan prioritize improvements in the FTN corridors in Eugene-Springfield and Coburg, which includes Main Street.

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<sup>9</sup> The Central Lane MPO contains areas within the urban growth boundaries (UGBs) of the cities of Eugene, Springfield, and Coburg, as well as surrounding rural lands. Under federal law, the MPO boundary is based on the urbanized area defined in the most recent Census. Since the population within this boundary exceeds 200,000, the MPO is a Transportation Management Area (TMA), and thus directly receives Federal Surface Transportation - Urban (STPU) funds for funding transportation projects. It is the second largest MPO in Oregon, behind Portland Metro. The TMA contains 86% of jobs and 60% of the population of Lane County.

Lane Council of Governments (LCOG) was appointed by the Governor as the MPO for this area. The policy board of the MPO consists of elected representatives from Lane County, City of Eugene, City of Springfield, and City of Coburg, and appointed representatives from Oregon Department of Transportation (ODOT), and LTD.



Improvements in FTN corridors include transit service improvements (generally characterized) as well as improvements to supportive pedestrian, bicycle, transportation sharing, and technological systems.

In April 2016, the LTD Board of Directors adopted **Resolution No. 2016-012: Safety-Conscious Environment Focused on Eliminating Deaths and Serious Injuries** stating the District's commitment to reducing deaths and serious injuries from transportation related crashes. LTD has since been working to implement the provisions of the resolution and adopt safety-focused measures in current projects and operations,<sup>10</sup> including the Main Street Transit Study. The study will evaluate the most promising transit options for the Main Street-McVay Highway Corridor in coordination with the Main Street Safety Project.

**Main-McVay Transit Study (MMTS) Baseline Existing and Future Conditions Report** (2014) provides statements of purpose and need for a joint transit study that is led by a partnership of the City of Springfield and Lane Transit District; describes the study process; discusses transportation and environmental conditions in the study area, which extends east to 69<sup>th</sup> Street on Main Street; summarizes the findings including mapping of study area opportunities and constraints<sup>11</sup>; and lays out next steps.

**MMTS Phase 1** identified and evaluated transit options for the Main Street-McVay Highway corridor for the City of Springfield and LTD to pursue more detailed study of. The study began in April 2014, involved robust community and stakeholder engagement, and concluded with initial transit option recommendations for both the McVay Highway and Main Street sections of the study corridor in February 2015. Based on community input and technical analysis from Phase 1, these transit options consisted of No-Change, Enhanced Corridor<sup>12</sup>, and BRT on Main Street. Phase 1 recommendations also called for further study of pedestrian crossing and lighting improvements on Main Street east of 58<sup>th</sup> Street.

The goal of **MMTS Phase 2** is to identify a locally preferred solution (LPS) that can be supported by the Springfield City Council and LTD Board of Directors and forwarded into the environmental review process governed by the National Environmental Protection Act (NEPA). A Design Options and High Level Evaluation Report, released in April 2016, explored configurations of the No-Change, Enhanced Bus (Corridor), and BRT options. Following the report, eight configuration options were "recommended to advance" and four options (not including Enhanced Corridor) were identified as "advanced by the Governance Team." Based on additional community input, the Governance Team recommended bringing Enhanced Corridor back for further

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<sup>10</sup> At 1/16/19 Board meeting, staff updated the Board on these efforts. (see pgs. 151-157 of Agenda Packet) [https://www.ltd.org/file\\_viewer.php?id=3403](https://www.ltd.org/file_viewer.php?id=3403)

<sup>11</sup> Activity nodes identified at 21<sup>st</sup> Street, 30<sup>th</sup> Street, 42<sup>nd</sup> Street, 54<sup>th</sup> Street, and 58<sup>th</sup> Street in the project area in the opportunities and constraints mapping are reflected in the Main Street Corridor Vision Plan. The Main Street Corridor Vision Plan is discussed in this memo starting on page 7.

<sup>12</sup> Enhanced Corridor is a term that describes a collection of moderate capital investments to improve transit reliability, speed, capacity, and passenger comfort for less expense than BRT. Enhanced Corridor investments on Main Street could include: transit queue jumps or other intersection improvements to prioritize transit at congested intersections; better amenities at ground-level stops; consolidating stops to 1/3-mile spacing; and deploying different sized buses to accommodate fluctuations in peak and off-peak ridership.



study during the May 2016 Governance Team meeting<sup>13</sup>. Phase 2 was paused in 2016 so it could be coordinated with the Main Street Safety Project. Public outreach related to the study – primarily email updates – has continued throughout 2016-2018.

The Main Street Safety Project Facility Plan needs to be consistent with the MMTS statement of need, particularly with regard to pedestrian safety issues for transit riders including safe crossings and the high number of students that use transit in the corridor. The Main Street Safety Project and MMTS are to be coordinated in determining a preferred transit mode and configuration choice for the Main Street Corridor, ensuring that the Main Street Facility Plan will accommodate current bus service and future transit solutions.

## LOCAL PLANS AND POLICIES

The **Eugene-Springfield Metropolitan Area General Plan (Metro Plan)** (2004) is the metropolitan area's comprehensive plan. The product of inter-jurisdictional cooperation between the Cities of Eugene and Springfield and Lane County, it guides the development of land use, public facilities, and the local economy as well as the conservation of natural resources. The Transportation element of the Metro Plan incorporates the goals and policies from the TransPlan.<sup>14</sup> Goals and policies specific to Springfield's transportation system were developed as part of the 2035 Springfield TSP, discussed later in this memo. The Metro Plan provides a Plan Diagram of land uses; land use designations shown are implemented by the Springfield Development Code (SDC) and Zoning Map, also addressed in this memo. The transportation and land use guidance in the Metro Plan is refined and made specific to Springfield in the City's 2035 TSP, 2030 Comprehensive Plan, Springfield's Refinement Plans, Springfield Development Code (SDC), and Zoning Map – all relevant resources for the Main Street Safety Project regarding specific land use and transportation guidance. In 2011, the City and Lane County co-adopted ordinances that established Springfield's own UGB and established Springfield's own comprehensive plan Residential Land Use and Housing Element. In 2016, the City and Lane County adopted an amendment of the City's UGB to add needed employment land and, as part of that legislative action, established Springfield's Economic Development and Urbanization comprehensive plan elements. That compilation of actions and documents is referred to as the **Springfield 2030 Comprehensive Plan**.

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<sup>13</sup> In May 2016, the Governance Team directed staff: to remove the 116-foot Median Transit Lanes design configuration from further study; study both signalized and roundabout intersections; narrow design concepts to minimize and avoid impacts, within 96 feet or less; evaluate impacts of possible median locations; and evaluate Enhanced Corridor as a design option.

<sup>14</sup> TransPlan is the current Regional TSP for the Eugene-Springfield area. It was adopted, updated and amended by the full governing bodies of Eugene, Springfield and Lane County. It was most recently amended in July 2002. TransPlan also served as the RTP for the MPO which at that time did not include the City of Coburg. Since then, new RTPs have replaced TransPlan, the latest being adopted in 2017. See <https://www.lcog.org/564/Regional-Transportation-Planning>.



The Plan Diagram in the Metro Plan and Springfield’s Refinement Plans guide Springfield zoning designations<sup>15</sup>. Consistent with those designations, the **Springfield Zoning Map** shows that zoning in the project area is predominantly Community Commercial (CC). On the west end of the project area, there is a concentration of Heavy Industrial (HI) zoning in addition to the CC zoning. Mid-project area, there are additional, relatively small concentrations of Light-Medium Industrial (LMI) and High Density Residential (HDR). On the east end of the project area, CC zoning gives way to residential zoning – both Medium Density Residential (MDR) and Low Density Residential (LDR) – and fewer than a dozen parcels with Neighborhood Commercial (NC) zoning.

Neighborhood Refinement Plans are intended to provide more specific plan designations and development regulations for a small area. The project area includes the **Mid-Springfield Refinement Plan** area and the **East Main Refinement Plan** area that include land around Main Street from 29<sup>th</sup> Street to 42<sup>nd</sup> Street and from 42<sup>nd</sup> Street to OR 126/Bob Straub Parkway, respectively. Current zoning is generally consistent with zoning proposed in the Mid-Springfield Refinement Plan. However, a large amount of mixed-use zoning was proposed in the East Main Refinement Plan but is zoned predominantly commercial, with the exception of a significant area of HDR zoning.<sup>16 17</sup>

The Main Street Safety Project Facility Plan will refer to the Metro Plan, relevant Refinement Plan policies for Main Street, and Springfield TSP for transportation-related policies. Land use designations updated in the Plan Diagram should be reflected in the Springfield Zoning Map; transportation solutions developed as part of this project should be appropriate for and consistent with the planned land uses.

The **2035 Springfield TSP** was adopted as the transportation element of the Comprehensive Plan in 2014 (Metro Plan at that time). TSP goals and policies implement Statewide Planning Goal 12 (Transportation) of the Metro Plan. Goals in the TSP address community development, system management, system design, and system funding. Policies within these goals address, among other topics, safety, access, economic development, and providing a range of transportation mode choices.

Capital projects recommended in the project area include improvements of streets intersecting Main Street (“Priority” and “Beyond 20 Year” projects) and pedestrian/bicycle crossings (“Opportunity” projects). This includes installation of a new traffic signal on Mountaingate Drive/Main Street. The TSP refers to the RTP for transit project recommendations. One of the transit project recommendations (frequent transit on Main Street) is currently being investigated in the Main-McVay Transit Study. Two studies are recommended in the TSP for

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<sup>15</sup> The City is in the process of developing a parcel-specific Plan Diagram as part of the 2030 Comprehensive Plan.

<sup>16</sup> SDC amendments may be needed in order to implement the recommendations of the Main Street Safety Project; those amendments will be considered later in the process during implementation-related project tasks. The potential amendments need to account for code changes related to the TSP Implementation Project, expected to be adopted in 2019. Note that the scope of Phase 2 of the Main Street Corridor Plan is anticipated to include work addressing needed zone changes. Ultimately, transportation recommendations in the Main Street Safety Project Facility Plan should be appropriate for land use and zoning designations in effect at the time of the plan’s adoption.

<sup>17</sup> Resolution of refinement plan and zone conflicts is a work task that the City is addressing as resources are available.



the project area – an access plan study between 21<sup>st</sup> Street and 48<sup>th</sup> Street and a study for a new crossing of OR 126 near Thurston High School.

Following the adoption of the TSP, the **TSP Implementation Project** was started to update the SDC to reflect adopted TSP policies, adopt a Conceptual Street Map, and update TSP project lists and maps. The updated code, maps, and projects will apply to future development in Springfield. The City and Lane County Planning Commissions forwarded a recommendation for adoption to City Council and the Lane County Board of Commissioners in August 2018. The Council and Board are expected to review and hold adoption hearings for the proposed amendments between Fall 2018 and Summer 2019.

The Main Street Safety Project Facility Plan needs to be consistent with policies in the TSP, in particular those related to economic growth and system safety (e.g., Policies 1.1 and 2.1). Projects recommended in the TSP will be evaluated during this planning process to determine their adequacy in meeting plan objectives and identified existing and future needs. Amendments made as part of the TSP Implementation Project process need to be monitored to properly assess what SDC amendments may be needed to implement Main Street Safety Project recommendations.<sup>18</sup>

The **Springfield Main Street (OR 126) Safety Study**, prepared in February 2011, has a primary emphasis on pedestrian safety. The study gathered community input and conducted technical analysis of the corridor to identify a list of recommended projects for implementation. Several short-term and mid-term priority projects are identified in the safety study. In addition to specific crossing improvements, the plan identifies corridor-wide safety treatments including pedestrian countdown timers, left-turn signal head modifications, transit stop relocations, street lighting, speed feedback signs, and access management. Since the study's completion, the City has installed six enhanced midblock pedestrian crossings throughout the corridor, including near 35<sup>th</sup> Street, 41<sup>st</sup> Street, 44<sup>th</sup> Street, Chapman Lane, 51<sup>st</sup> Street, and 53<sup>rd</sup> Street.

The **Springfield Main Street Corridor Vision Plan**, adopted in February 2015, identifies vision, goals, and implementation actions for land use changes and transportation choices on Main Street between 10<sup>th</sup> Street and 69<sup>th</sup> Street. Vision Plan Segment 2 (from 23<sup>rd</sup> Street to Bob Straub Parkway) and Segment 3 (from Bob Straub Parkway to 69<sup>th</sup> Street) – are squarely located in the Main Street Safety Project area. Framework plans included in the Vision Plan consist of a transportation improvement framework and a land use framework; the land use framework covers the entire segment as well as addresses each activity node within the segment, with opportunity sites called out and detailed. Short-term actions recommended for Segments 2 and 3 include zoning updates, a traffic calming study, an access study, wayfinding signage, a streetscape plan, and community workshops for transit station planning/design in partnership with LTD.

Phase 2 of the Main Street Corridor Plan is intended to evaluate existing policies and develop potential Metro Plan Diagram, Springfield Zoning Map, and Springfield Development Code amendments to implement the Main Street Corridor Vision Plan. A starting date for this work has not yet been set.

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<sup>18</sup> This is also noted in the sub-section of this memo dedicated to the SDC.



The Main Street Safety Project Facility Plan should build on transportation-related recommendations made in the Main Street Corridor Vision Plan and should support – or at the very least not preclude – land use changes recommended in the plan.

The **Springfield Development Code (SDC)** regulates land use in Springfield and implements the goals and policies established in the Metro Plan, the Springfield 2030 Comprehensive Plan and the Refinement Plans. SDC sections that most strongly affect transportation improvements include development application review (Section 5.1-100) and transportation infrastructure standards (Section 4.2-100). Within application review, public notice requirements related to Type III (quasi-judicial) and Type IV (legislative) application review are established in Sections 5.1-135, 5.1-140, and 5.2-115 and specify that notice be: mailed to property owners with 300 feet of the project area (at least 20 days before the first public hearing); published in the local newspaper; and posted (at least one sign) in the project area.<sup>19</sup>

Transportation infrastructure standards establish regulations for street and right-of-way widths, Traffic Impact Studies, block lengths, pedestrian and bicycle accessways, and site access and driveways. Site access and driveway regulations (Section 4.2-120) include provisions for access to public streets – directly or via joint use/ access easements – and driveway spacing from intersections on local roads, according to land use (Table 4.2-4). As indicated in the TSP, access management standards are also addressed in the City’s **Engineering and Design Standards and Procedures Manual (EDPSM)**.

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<sup>19</sup> Related to public involvement, a robust public involvement strategy – presented in Technical Memorandum #1, Community Engagement and Communications Plan – was adopted for the Main Street Safety Project by the Springfield Committee for Citizen Involvement on September 5, 2018.



## **APPENDIX A: GUIDANCE FOR IMPLEMENTATION OF ORS 366.215**

(April 17, 2015)

**Guidance for Implementation of ORS 366.215  
(No Reduction of Vehicle-Carrying Capacity)  
April 17, 2015**

This guidance document applies to all projects in planning, project development, development review and maintenance. The sponsor for the proposed action is typically an ODOT Planning, District or Project Delivery staff member advocating for an ODOT project. For local government projects and development review cases, ODOT staff may bring forth a project for review on behalf of a local government or developer. A review of potential Reduction of Vehicle-carrying Capacity (RVC) is required for all proposed actions on Reduction Review Routes (RRR). Communication should take place early on with your Region Mobility Liaison and the Stakeholder Forum (SF).

**New Rule**

A new administrative rule ([OAR 731-012-0010](#)) adopted in August 2013 defines terms and identifies a review process for the implementation of ORS 366.215. The OHP was amended to include references to the statute.

Section 0010	Purpose	Section 0080	Proposed Actions for Access
Section 0020	Definitions	Section 0090	Proposed Actions for Safety
Section 0030	Reduction Review Routes	Section 0100	Director Determination
Section 0040	Application of the Rule	Section 0110	Chief Engineer Certification
Section 0050	Determination of a Potential RVC	Section 0120	Local Agency Exemption
Section 0060	Stakeholder Forum	Section 0130	Commission Decision
Section 0070	Stakeholder Forum Planning Input	Section 0140	Record Keeping

**Flow Chart**

A flow chart of the review process associated with the new rule is located on page 3. Not all of the process information pertaining to the rule is in the flow chart so please refer to the first two pages of this document and the rule for additional information and clarification such as the definition of terms and requirements. The review process for a majority of the proposed actions will end with Step 2.

**Reduction Review Routes**

The RRR are now a layer in [TransGIS](#), which makes it easier to see the highways by zooming in on the map. Once you are in the program, click on the “Display” tab and then click on “Layer Catalog”. In the Layer Catalog click on “Freight” and then check the box for RRR, then click the “Apply” button. In addition to the map, section 0030 of the rule contains a link to a table of highways designated as RRR.

**ORS 366.215**

ORS 366.215 states OTC may not permanently reduce vehicle-carrying capacity of identified freight route. Exceptions are allowed if safety or access considerations require the reduction. An exception may be granted by OTC if it is in the best interest of the state and freight movement is not unreasonably impeded.

Although not in rule, the term hole-in-the-air describes the area needed to accommodate legal loads and annual permitted over-dimension loads. The hole-in-the-air refers to the entire roadway, not just the load on the road at any particular moment. We need to think of a RVC the same way the freight stakeholders do - if they can get through the highway segment today, they want to get through there

tomorrow. The Motor Carrier Transportation Division (MCTD) Mobility website includes an excellent [presentation on ORS 366.215](#) and why we have to keep oversized loads in mind when we do planning.

### Stakeholder Forum (SF)

Meeting with the stakeholders to discuss your project (Step 2) is the key step in this process. The SF includes a variety of reps (bicycle, pedestrian, trucking industry, mobile home manufacturing, oversized load freight, automobile users and a rep from any affected city, county or Metropolitan Planning Organization). In some cases, design issues can be resolved to the point where the SF does not consider the project to be a RVC. Likewise, a proposed project may actually reduce highway dimensions, but not significantly enough to impede the movement of legal loads or annual permitted over-dimension loads. After you meet with the SF there may be disagreement about whether the project should go forward. Disagreement does not mean the proposed action is without merit. MCTD facilitates the SF and does the documentation. Contact the MCTD Freight Mobility Coordinator. Phone: 503-378-6192. [MCTDMOBILITYTEAM@odot.state.or.us](mailto:MCTDMOBILITYTEAM@odot.state.or.us)

For the SF meeting, sponsor needs to prepare a project description as listed below including any anticipated safety considerations and access considerations.

- Information Needed for Stakeholder Forum Meeting**
1. Location map, highway name and milepoints
  2. Brief description of the problem or issues
  3. Brief description of the proposed project
  4. Diagram of the existing roadway cross section including existing structures
  5. Information about pinch points on the highway near the proposed project
  6. Diagram of proposed roadway cross section including proposed structures

### Planning Documents

Planning documents that include proposed actions on RRR and are subject to Commission approval must be presented to the SF. In some cases, a proposed action may be in a planning document that may not contain sufficient detail to determine if there would be a RVC. For these types of situations, the plan must identify the RRR in the plan area and indicate that proposed roadway dimensions (road width, lane widths, median widths, bike lane widths, shoulder widths, etc.) are subject to ORS 366.215 review during future design. Planning documents that include SF comments and identify the need for ORS 366.215 review may be finalized without the OTC approving a RVC at the time of plan completion.

### Oregon GovSpace

Stakeholder Forum, Director, and OTC decisions are documented on Oregon GovSpace, an internet based collaboration tool. The rule requires records to be maintained for 10 years. Registered users can view or comment on SF discussions & approvals. Instructions for registering for GovSpace: [ODOTGovSpace](#). After registering, go to the "Freight Mobility Decisions" space.

## ORS 366.215 - FLOW CHART

