



Chapter 2: Goals and policies

Creating goals, policies, and action items

The 2035 Transportation System Plan (TSP) goals reflect the community's vision for Springfield's future transportation system and offer a framework for policies and action items. The goals are aspirational and are unlikely fully attained within the 20-year planning horizon.

The policies, organized by goal, provide high-level direction for the City's policy and decision-makers and for City staff. The policies will be implemented over the life of the Plan.

The action items offer direction to the City about steps needed to implement recommended policies. Not all policies include action items. Rather, action items outline specific projects, standards, or courses of action for the City and/or for its partner agencies to take to implement the TSP. These action items will be updated over time and provide guidance for future decision-makers to consider. Many of the action items respond directly to the needs and deficiencies identified in the TSP (Volume 3, Appendix C: No Build analysis and Appendix D: 20-year needs analysis). Other action items reflect the need for future transportation planning efforts, such as refinement plans, updating ongoing studies, etc.

The City vetted the goals, policies, and action items through an extensive engagement process. Previously adopted goals, objectives, and policies found in the joint TSP for Eugene and Springfield (*TransPlan*; amended 2002) were used as a foundation to begin the update. Staff also incorporated City Council and Planning Commission input from previous work sessions, as well as input from the Stakeholder Advisory Committee (SAC), Technical Advisory Committee (TAC), City staff, and the public to develop goals, policies, and action items. The City revised the goals, policies, and action items several times during the planning process. Specific details of this process are in Volume 3 of this Plan.

Goals

Goal 1: Community development - Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield's economy and land use patterns.

Goal 2: System management - Preserve, maintain, and enhance Springfield's transportation system through safe, efficient, and cost-effective transportation system operations and maintenance techniques for all modes.

Goal 3: System design - Enhance and expand Springfield's transportation system design to provide a complete range of transportation mode choices.

Goal 4: System financing - Create and maintain a sustainable transportation funding plan that provides implementable steps towards meeting Springfield's vision.

2035 TSP goals, policies, and action items

Goal 1: Community development

Provide an efficient, sustainable, diverse, and environmentally sound transportation system that supports and enhances Springfield's economy and land use patterns.

- **Policy 1.1:** Manage Springfield's street, bike, pedestrian, rail, and transit system to facilitate economic growth of existing and future businesses in Springfield.
 - **Action 1:** When evaluating needed roadway improvements, consider the economic viability of existing commercial and industrial areas.
- **Policy 1.2:** Consider environmental impacts of the overall transportation system and strive to mitigate negative effects and enhance positive features.
 - **Action 1:** Strive to reduce vehicle-related greenhouse gas emissions and congestion through more sustainable street, bike, pedestrian, transit, and rail network design, location, and management.
 - **Action 2:** Coordinate the transportation network with new alternative energy infrastructure such as electric vehicle charging stations, natural gas, and hydrogen cell fueling stations.
- **Policy 1.3:** Provide a multi-modal transportation system that supports mixed-use areas, major employment centers, recreation, commercial, residential, and public developments, to reduce reliance on single-occupancy vehicles (SOVs).
- **Policy 1.4:** Strive to increase the percentage of bicycle and pedestrian system users by planning, designing, and managing systems to support the needs of diverse populations and types of users, including meeting Americans with Disabilities Act (ADA) needs.
 - **Action 1:** Create a network of bicycle and pedestrian routes and way-finding signage that guides users to destination points.

Goal 2: System Management

Preserve, maintain, and enhance Springfield's transportation system through safe, efficient, and cost-effective transportation system operations and maintenance techniques for all modes.

- **Policy 2.1:** Manage the roadway system to preserve safety, longevity, and operational efficiency.
 - **Action 1:** Evaluate, update, and implement access management regulations for new or modified access to the roadway system.
 - **Action 2:** Monitor and adjust signal timing along key corridors as needed to improve traffic flow and safety.
 - **Action 3:** Evaluate and adjust traffic control systems to optimize bicycle travel along strategic bicycle routes.
 - **Action 4:** Coordinate with LTD and Oregon Department of Transportation (ODOT) to provide auto, pedestrian, and bicycle connections to the transit network.
- **Policy 2.2:** Manage traffic operation systems for efficient freight and goods movement along designated freight, truck, and rail routes in Springfield.
 - **Action 1:** Adjust traffic control systems to discourage through truck traffic on residential streets.¹

¹ "Residential Streets" are commonly defined as those with a street classification of "local" passing through a residentially zoned area.

- **Action 2:** Coordinate with rail providers to upgrade at-grade rail crossing treatments to improve traffic flow and manage conflict points; create grade-separated rail crossings when possible
- **Policy 2.3:** Expand existing Transportation Demand Management (TDM) programs related to carpooling, alternate work schedules, walking, bicycling, and transit use in order to reduce peak hour congestion and reliance on SOVs.
 - **Action 1:** Coordinate with adopted strategies in the *Regional Transportation Options Plan* to increase opportunities for transportation options in Springfield.
 - **Action 2:** Coordinate with Springfield Public Schools to implement the solutions outlined in Safe Routes to School Action Plans.
- **Policy 2.4:** Maintain and preserve a safe and efficient bike and pedestrian system in Springfield.
 - **Action 1:** Coordinate with Willamalane Park and Recreation District to maintain and preserve the off-street path system.
 - **Action 2:** Prioritize lighting in strategic areas with high pedestrian and bicycle traffic.
- **Policy 2.5:** Coordinate with LTD to increase the transit system's accessibility and convenience for all users, including the transportation-disadvantaged population.
 - **Action 1:** When possible, manage traffic control systems to reduce travel time for transit and other high-occupancy vehicles along key corridors.
 - **Action 2:** Monitor and adjust bus stop locations as needed to support surrounding land uses and provide more efficient and safe service.
 - **Action 3:** Coordinate with LTD to reflect LTD's long-range plans in Springfield's transportation system.
- **Policy 2.6:** Manage the on-street parking system to preserve adequate capacity and turnover for surrounding land uses.
 - **Action 1:** Implement Springfield's adopted *July 2010 Downtown Parking Management Plan*.
- **Policy 2.7:** Manage the off-street parking system to assure major activity centers meet their parking demand through a combination of shared, leased, and new off-street parking facilities and TDM programs.
 - **Action 1:** Modify parking requirements to assure that they are appropriate for land uses. The purpose of this action is to reduce parking requirements to utilize land for economic development.
 - **Action 2:** Consider bike parking recommendations from the 2013 *Regional Bike Parking Study* when updating Springfield's bike parking standards.
- **Policy 2.8** Maximize the use and utility of existing infrastructure through efficient management of traffic control devices.
- **Policy 2.9:** Use motor vehicle LOS standards to evaluate acceptable and reliable performance on the roadway system. These standards shall be used for:
 - Identifying capacity deficiencies on the roadway system.

- Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the Transportation Planning Rule (TPR; Oregon Administrative Rules [OAR] 660-12-0060).
- Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.
- Under peak hour traffic conditions, acceptable and reliable performance is defined as LOS D.
- Performance standards from the *Oregon Highway Plan* (OHP) shall be applied on state facilities in the Springfield metropolitan area and alternative mobility targets will be sought as necessary.
- **Policy 2.10:** The City of Springfield values a safe and efficient travel experience for bicycle, pedestrian, transit, freight, and auto travel. It is the intent of the City to balance the needs of these modes through creation of a multi-modal LOS methodology for all modes and to facilitate and encourage intermodal connections where most appropriate. Multi-modal LOS generally is reflective of the following:
 - Transit –LOS is based on a combination of the access, waiting, and ride experience, as well as travel time, frequency, safety, and reliability.
 - Bicycle –LOS is a combination of the bicyclists' experiences at intersections and on-street and off-street segments in between the intersections. Safety is also a consideration.
 - Pedestrian –LOS is based on a combination of pedestrian experience, density of land use, and other factors including efficiency, safety, and pedestrian comfort level.
 - Auto –LOS is based on a combination of travel time, delay, stops, safety, and queues.
 - Freight –LOS is based on a combination of travel time, delay, stops, safety, and queues.
 - Intermodal –LOS is based on an evaluation of the frequency and convenience of connections between different travel modes.
- **Action 1:** Develop and adopt a multi-modal LOS methodology based on stakeholder input and considerations for land use decisions. Policy 2.9 in the 2035 TSP will apply until the new standard is adopted and in areas where the evaluation of a multi-modal LOS is not necessary.
- **Action 2:** Once developed, multi-modal LOS methodology will apply to Gateway, Glenwood, and Downtown and may apply to other specific geographic areas in the future subject to City Council review and approval. The intent of this action is to encourage diverse development types such as more mixed-use development and higher densities in these high-priority economic growth areas of Springfield and to provide a balanced approach to measuring LOS beyond just motor vehicles.
- **Action 3:** Develop a process to allow for alternative means of meeting LOS standards as part of public project development and the land use decision-making process.

Goal 3: System Design

Enhance and expand Springfield's transportation system design to provide a complete range of transportation mode choices.

- **Policy 3.1:** Adopt and maintain a Conceptual Street Map
 - **Action 1:** Update and maintain the Conceptual Street Map to address transportation system deficiencies, goals, and policies. The Conceptual Street Map should provide flexibility in connecting destination points, while also providing assurance to adjacent property owners to the degree possible.
 - **Action 2:** The Conceptual Street Map will indicate the approximate location of planned "local" classified streets on the adopted map. These "local" streets are not intended to be adopted on the map. Rather, they are shown as reference. Streets classified as collectors and arterials will be adopted on the map and are considered part of the 2035 TSP.
 - **Action 3:** Ensure that land use decisions conform to the Conceptual Street Map.
- **Policy 3.2:** Expand and enhance Springfield's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.
 - **Action 1:** Require bike lanes and/or adjacent paths along new and reconstructed arterial and major collector streets.
 - **Action 2:** Provide bike lanes on collector and arterial streets; provide parallel routes and bike boulevards on adjacent streets where appropriate.
 - **Action 3:** Create frequent bike and pedestrian crossings on wide or high-speed streets using approved design techniques.
 - **Action 4:** Require bike lanes and paths to connect new development with nearby neighborhood activity centers and major destinations. Connectivity should include connecting bike facilities to each other as well as to major destinations.
 - **Action 5:** Install shared-roadway facilities, markings, and/or signage for bicyclists along roadways with slow vehicular traffic. On-street pavement markings and traffic calming measures should be considered along such routes.
 - **Action 6:** Create city-wide bike parking stations in strategic locations such as along major transit routes and in Springfield's central business district.
 - **Action 7:** Design bike transportation routes that separate bicycle traffic from large volumes of fast-moving automobile traffic.
- **Policy 3.3:** Street design standards should be flexible and allow appropriate-sized local, collector, and arterials streets based upon traffic flow, geography, efficient land use, social, economic, and environmental impacts
 - **Action 1:** Conduct a comprehensive review and update of Springfield street standards, and develop code to address transportation system deficiencies, adopted goals, and policies.
 - **Action 2:** Consider effects of stormwater runoff in street design and reduce runoff through environmentally sensitive street designs for new and reconstructed streets.

- **Action 3:** Incorporate traffic calming measures into street designs and standards where appropriate, considering the needs of emergency services vehicles. Traffic calming measures should reduce vehicular speeds and bypass traffic while encouraging safe bicycle and pedestrian travel.
- **Action 4:** Integrate pedestrian amenities into street designs that create pedestrian refuges and allow safe and continuous pedestrian travel.
- **Action 5:** Provide mid-block pedestrian crossings where appropriate between major pedestrian destinations and along major pedestrian corridors.
- **Action 6:** Develop criteria in which to evaluate alternative street design concepts.
- **Policy 3.4:** Provide for a continuous transportation network with reasonably direct travel routes to destination points for all modes of travel.
 - **Action 1:** Design new streets to provide a connected grid network, including alleyways, when technically feasible.
 - **Action 2:** Construct sidewalks or other suitable pedestrian facilities along local streets and along urban area arterial and collector roadways, except freeways.
- **Policy 3.5:** Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, freight, and the needs of emergency vehicles when planning and constructing roadway system improvements.
 - **Action 1:** Ensure that current design standards address mobility needs and meet ADA standards.
- **Policy 3.6:** Preserve corridors, such as rail rights-of-way, private roads, and easements that are identified for future transportation-related uses.
- **Policy 3.7:** Provide for a pedestrian environment that supports adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking by providing direct routes and removing barriers when possible.
 - **Action 1:** Update and maintain the *ADA Transition Plan* to address deficiencies in the existing system and to assist in planning for new system improvements.
 - **Action 2:** Utilize safety studies such as the *Main Street Safety Study* and the *City of Springfield Safety Study* to improve pedestrian conditions along major pedestrian corridors.
- **Policy 3.8:** Coordinate the design of Springfield's transportation system with relevant local, regional, and state agencies.
 - **Action 1:** Work with ODOT, Lane County, and LTD to improve pedestrian and bicycle facilities along state highways and major transit routes where appropriate.
 - **Action 2:** Coordinate with Springfield Public Schools to provide key bicycle, pedestrian, and transit facilities near schools to ensure safe, convenient, and well-connected routes to schools.

- **Action 3:** Partner with LTD to provide frequent transit network² connections along major corridors. Frequent transit network should connect to local neighborhood bus service and major activity centers to provide viable alternatives to vehicle trips.
- **Action 4:** Coordinate existing and planned transportation system and land uses with LTD to expand the park-and-ride system where appropriate within Springfield.
- **Action 5:** Coordinate with the Willamalane Park and Recreation District to address bicycle and pedestrian system deficiencies and address new transportation system goals and policies in the *Willamalane Park and Recreation District Comprehensive Plan*, including providing improved connectivity to parks and open space areas.
- **Action 6:** Develop and implement criteria that trigger jurisdictional phasing and transfer of roads, highways, and other applicable transportation facilities.
- **Action 7:** Coordinate with Lane County to ensure transition between rural and urban transportation facilities within the Springfield urban growth boundary (UGB).
- **Action 8:** Coordinate with ODOT and the City of Eugene to ensure regional transportation system connectivity.
- **Policy 3.9:** Support provision of rail-related infrastructure improvements as part of the Cascadia High-Speed Rail Corridor project.
 - **Action 1:** In coordination with agency partners, develop a *Passenger Rail Plan* in support of *Springfield's Downtown District Urban Design Plan*. Areas in Springfield outside of Downtown should be considered, as appropriate.
 - **Action 2:** Further consider regional high speed passenger rail needs coordinated with the *Springfield Downtown District Urban Design Plan* and implementation strategy.

² The Frequent Transit Network (FTN) represents the highest orders of transit service within the region. The FTN represents corridors where transit service would be provided, but does not presume specific street alignments. Street alignments will be determined in future studies. FTN stops will be located closest to the highest density development within the corridor. FTN Corridors will have the following characteristics:

- Enables a well-connected network that provides regional circulation
- Compatible with and supportive of adjacent urban design goals
- Operates seven days a week in select corridors
- Service hours are appropriate for the economic and social context of the area served
- Coverage consists of at least 16 hours a day and area riders trip origins or destinations are within ¼ of a mile-straight line distance
- Frequency is at least every 10-15 minutes in peak travel times
- Speed is no less than 40 percent of the roadway speed limit
- Coverage throughout the region is geographically equitable and serves Title VI protected populations
- Transit service is reliable and runs on schedule
- Transit vehicles are branded
- Transit stations are of high quality with amenities, including bicycle and pedestrian connections to stations and end-of-trip facilities, such as bike parking. Park and rides are provided at key termini.

- **Policy 3.10:** When a project includes planning, reconstructing, or constructing new intersections, all intersection control types are to be evaluated including statutory control, sign control, geometric control, and signal control. The City's recommended alternative will be selected primarily on safety and operational efficiency in the context of mobility needs for all users, adjacent existing and planned land uses, access considerations, site constraints, availability of right-of-way, environmental factors, phasing, future needs, safety, construction, and operational costs.
 - **Action 1:** When analyzing the appropriate treatment for a new or reconstructed intersection, the City will consider the needs consistent with policy 3.10.

Goal 4: System Financing:

Create and maintain a sustainable transportation-funding plan that provides implementable steps towards meeting Springfield's vision.

- **Policy 4.1:** Support development of a stable and flexible transportation finance system that provides adequate resources for transportation needs identified in the *Springfield 2035 TSP*.
 - **Action 1:** Develop criteria that support adopted 2035 TSP goals and policies and that help prioritize transportation maintenance, preservation, and construction projects.
 - **Action 2:** Give funding priority to bicycle and pedestrian projects that address significant gaps in the network and that provide key linkages to other transportation modes.
 - **Action 3:** Give funding priority to safety actions and operations to maximize use and utility of existing system.
 - **Action 4:** Provide financial incentives, improvements and programs at discretion of City to new and existing local businesses that encourage multi-modal transportation options to employees and/or customers.
 - **Action 5:** Require that new development pay for its proportional capacity impact on the transportation system through ongoing rate updates of Springfield's system development charge and through proportional exactions as part of the land development process.