AGENDA COVER MEMORANDUM

Memorandum Date: February 20, 2020
Second Reading/Public Hearing Date: March 10, 2020

TO: Lane County Board of Commissioners
DEPARTMENT: Public Works Department/Engineering and Construction Services
PRESENTED BY: Sasha Vartanian, Transportation Planning Supervisor

AGENDA ITEM TITLE: ORDINANCE NO. PA 1359/ In the Matter of Amending the Metro Plan to adopt amendments to the Springfield Transportation System Plan for Application to the Urbanizable Lands within the Springfield Urban Growth Boundary and Adopting Savings and Severability Clauses; and ORDINANCE No. 19-05 /In the Matter of Amending Lane Code Chapter 10 to Adopt Amendments to the Springfield Development Regulations for Application to Urbanizable Lands within the Springfield Urban Growth Boundary (LC 10.600-15) and Adopting Savings and Severability Clauses (Applicant: City of Springfield)

I. MOTIONS

Alternative Motions:

1. Move to approve Ordinance No. PA 1359 and Ordinance No. 19-05 as presented; or

2. Move to set a third reading and to direct staff to revise Ordinance No. PA 1359 and/or Ordinance No. 19-05 as directed by the Board and to return with revised Ordinance for the Board’s consideration and action; or

3. Move to deny Ordinance No. PA 1359 and/or Ordinance No. 19-05.

II. AGENDA ITEM SUMMARY

This item is about the City of Springfield’s proposed amendments to the Springfield Transportation System Plan (TSP) and Springfield Development Code. These amendments must be co-adopted by Lane County for applicability to urbanizable lands between the City Limits and Urban Growth Boundary (UGB). The amendment procedures require a joint public hearing with the Springfield City Council.

The Springfield City Council and Lane County Board of Commissioners held the joint public hearing on both the Planning Commissions’ Recommendation and Council Alternatives on November 4, 2019. The City Council and Board closed the public hearing and record after
hearing verbal testimony from one person. The Council and Board chose to proceed with separate deliberations.

The Springfield City Council provided direction to City staff to adjust TSP project PB-4 based on public testimony at the November 4, 2019 hearing. Additionally, new multi-use paths that had not been integrated into the TSP Project List and TSP Figures 6 and 11 were removed from the new draft TSP Figure 12: Conceptual Street Map. There were also a few minor updates made. See Attachment 1 – Council Briefing Memorandum for more information. On January 6, 2020 the Springfield City Council held the first reading of the revised ordinances, and on January 21, 2020 the City Council held the second reading and formally approved both ordinances.

Because of the changes made to the ordinances based on City of Springfield Council direction, the Board needed to hold a first and second reading on the revised ordinances. The Board held the first reading on February 25, 2020 and set the second reading for March 10, 2020.

II. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

The Board normally co-adopts city TSPs and development codes for applicability to urban transition areas. Outside the metro area, the co-adoption process typically follows local adoption by the cities. In the metro area, the process requires joint public hearings with the affected city. While the public hearings are held jointly, final action is usually a sequential process with Council making a decision prior to the Board.

In 2018, the Lane County and Springfield Planning Commissions held joint public hearings on January 23, 2018 and February 6, 2018. The first hearing was attended by over 200 people and testimony was provided by 36 people. At the second hearing, approximately 50 people attended and 12 people testified. Nearly half of that testimony was from people in the urban transition area. The primary sources of contention in the urban transition area were about a proposed Local Street Network Map, which is a visual representation of how State-required street connectivity standards that are already in the development code could be implemented as properties develop; and a couple of planned TSP projects, which were already in the adopted 2014 TSP. The Planning Commissions convened jointly four times, extending late into the evenings, carefully listening to public testimony and thoughtfully deliberating to arrive at a balanced and shared recommendation.

The Planning Commissions made important revisions to the amendment package to address public concerns. The specific revisions important to the Lane County Planning Commission were to: 1) in regard to the Local Street Network Map, correlating the map with code language regarding street connectivity and clarifying that the map is not parcel specific and could be adjusted at the time of development consistent with code standards; and 2) in regard to planned TSP projects, add reference to the public involvement process for development of projects before they get built. The City Council and Board of County Commissioners received a memorandum in their packets for the November 4, 2019 meeting regarding the public involvement process for development of projects. Both bodies supported the staff recommendation to add findings to the
Staff Report regarding the public involvement process instead of adopting further text changes into the Transportation System Plan. The Planning Commissions’ recommendation was also made within the context of the applicable approval criteria of the Metro Plan, Oregon Revised Statues, and Statewide Planning Goals and Oregon Administrative Rules. Findings of compliance with the applicable approval criteria are provided in Attachment 2, Exhibit C.

The Springfield City Council held eight work sessions since the Planning Commission’s action on the proposed amendments, resulting in additional revisions. The most significant revision in the resulting Council Alternatives package was omitting the proposed Local Street Network Map. As noted above, this map was a source of public controversy and the Planning Commissions recommended revisions to balance public concerns and public interests, consistent with the approval criteria.

After the November 4, 2019 joint public hearing of the Board and City Council, the Springfield City Council provided direction to City staff that resulted in several additional changes. The changes are summarized in a City Council Briefing Memo (Attachment 1). On January 6, 2020 the Springfield City Council held the first reading of the revised ordinances, and on January 21, 2020 the City Council held the second reading and formally approved both ordinances.

This amendment package is not a comprehensive update to the City’s TSP or development code, rather it consists of specific revisions to help further implement the goals, policies, and actions that were adopted in the Springfield TSP in 2014. On March 11, 2014, Lane County co-adopted the City of Springfield 2035 TSP (Ordinance No. PA 1303). Oregon Administrative Rules (OAR 660-012) requires cities and counties to adopt TSPs for lands within their planning jurisdiction as part of their comprehensive plans. The land within Lane County’s planning jurisdiction in this instance is the area between the Springfield City Limits and UGB. The governing comprehensive plan is the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

**B. Policy Issues**

Co-adoption of these amendments enables applicability to the area between the City Limits and UGB. The urban transition agreement acknowledges that the City is the principal provider of urban services within the UGB and that Lane County shall coordinate closely with other jurisdictions to ensure continued delivery of effective and efficient urban services. In 2017, Lane County adopted an updated TSP and implementing code amendments that supported deferring to cities for applicable street standards to improve coordination and consistency.

**C. Board Goals**

Co-adoption supports Lane County’s Strategic Plan and directly implements the strategy to “Support existing partnerships and foster new partnerships and collaborations to improve health and safety in our communities” by aligning transportation policies, projects, and standards. Consistent with Priority 1 - Safe and Healthy County, the TSP includes infrastructure projects to improve the safety of roadways and to support walking and biking. The multi-modal focus of the TSP supports Priority 2 – Vibrant Communities, as an efficient and convenient transportation system is essential to a strong, diverse, and sustainable economy. Co-adoption of the TSP
supports Priority 3 – Infrastructure, as a blueprint to “build and maintain resilient infrastructure for today and future generations.” The TSP addresses existing conditions and future needs over a 20-year planning horizon.

D. Financial and/or Resource Considerations

Upon adoption, the City TSP will not have any legal or regulatory effect on Lane County transportation facilities within the Springfield UGB. Lane County facilities must comply with the Lane County TSP and applicable Lane County rules, regulations, and standards. The TSP does not commit or obligate Lane County to take any action or construct any recommended transportation improvements. Identifying project needs through the TSP helps the City and County coordinate and prioritize infrastructure investments. Many grant funding sources for transportation improvements require the projects to be identified in a TSP.

E. Health Implications

Co-adoption of the City TSP supports public health by providing everyone with safe, efficient, affordable, convenient and reliable mobility options including public transit, walking, carpooling and biking. The TSP describes projects that address transportation needs of all users, including for people who walk, bike, drive or ride public transit. As such, co-adoption of the City TSP has a positive health implication.

F. Analysis

Co-adoption by Lane County is required for applicability to the urban transition area outside the Springfield City Limits, but within the Springfield UGB. A summary of the amendments and relevant approval criteria are listed below. Detailed findings of compliance are attached (see Attachment 2, Exhibit C).

1. Draft Ordinance PA 1359: Springfield Transportation System Plan (TSP) Amendments (see Attachment 2)

The City of Springfield proposes amendments to the 2035 TSP to update the project lists and figures as an amendment to the Metro Plan pursuant to Lane Code (LC) 12.210(2)(b)(3) for a Type II Amendment to a jointly adopted regional transportation system plan. The applicable approval criteria for co-adoption of the TSP amendments by Lane County are at LC 12.225 Metro Plan Amendment Criteria:

   (1) The proposed amendment is consistent with the relevant Statewide Planning Goals; and
   (2) The proposed amendment does not make the Metro Plan internally inconsistent.

2. Draft Ordinance 19-05: Springfield Development Code Amendments (see Attachment 3)
To implement the 2035 TSP, the City proposes amendments to the Springfield Development Code. The urban transition agreement between the City and County (Ordinance No. 16-86, adopted on November 24, 1986) provides for joint adoption of land use regulations applicable to urbanizable lands within the UGB. Lane County adopts the City of Springfield land use regulations for application to urbanizable lands within the Springfield UGB at LC 10.600-15 Applicable Land Use Regulations. This code provision refers to the Springfield Development Code adopted by the Lane County Board of Commissioners. Since 1986, Lane County has co-adopted 18 amendments to the Springfield Development Code, as referenced in the attached draft ordinance.

G. **Alternatives/Options**

1. Move to approve Ordinance No. PA 1359 and Ordinance No. 19-05 as presented; or

2. Move to set a third reading and to direct staff to revise Ordinance No. PA 1359 and/or Ordinance No. 19-05 as directed by the Board and to return with revised Ordinance for the Board’s consideration and action; or

3. Move to deny Ordinance No. PA 1359 and/or Ordinance No. 19-05.

IV. **RECOMMENDATION**

Staff recommends Option 1. Staff supports the Board approving the proposed amendments as presented in the attached draft ordinances. These ordinances reflect both the Lane County Planning Commission recommendation, subsequent revisions by the Springfield City Council, and further revisions by the Springfield City Council after the November 4, 2019 joint-public hearing, and formal adoption by Springfield City Council of both Ordinances. If the Board chooses to revise either ordinance, it would require going back to the Springfield City Council for adoption prior to coming back to the Board for final approval.

V. **TIMING/IMPLEMENTATION**

On November 4, 2019, the Board conducted a second reading and a joint public hearing with the Springfield City Council. The City Council and Board closed the public hearing and record after hearing verbal testimony from one person. The Council and Board chose to proceed with separate deliberations. Since that time, the Springfield City Council has made one significant revision to the proposed ordinances based on the verbal testimony received during the public hearing and a few other minor updates. Thus, the Board will need to complete two readings of the revised ordinances. On February 25, 2020, the Board conducted a first reading for the revised Ordinance No. PA 1359 and Ordinance No. 19-05 and set the second reading for March 10, 2020. On March 10, 2020, the Board will conduct a second reading. After the second reading the Board can take final actions.
VI. FOLLOW-UP

Staff will assist the Board in implementing any of the above alternatives.

VII. ATTACHMENTS

Please refer to the February 25, 2020 Board of County Commissioners Meeting, Item 11.A FIRST READING AND SETTING THE SECOND READ AND PUBLIC HEARING / ORDINANCE NO. PA 1359 AND ORDINANCE NO. 19-05 materials to view the attachments listed below.

1. Council Briefing Memorandum and Old Draft Conceptual Street Map (A 4-page summary and explanation of revisions made to the proposed ordinances after the November 4, 2019 joint public hearing, including a former version of the draft new TSP Figure 12: Conceptual Street Map that showed new planned multi-use paths that were not included in the TSP Project List and TSP Figures 6 and 11. Council chose Option 1 from the memo and proceeded with reading and adopting the TSP Figure 12: Conceptual Street Map without the eleven new planned multi-use paths shown on the draft map)

2. Draft Ordinance No. PA 1359: Co-Adopting Springfield Transportation System Plan Amendments for Applicability to Urban Transition Area
   a. Exhibit A: TSP Project List and Figures (Amended TSP Project List and revised and new TSP Figures. Includes new TSP Figure 12, a map showing existing and planned arterial and collector streets and multi-use paths, as well as existing local streets. No planned local streets are depicted on the map.)
   b. Exhibit B: TSP Staff Report and Findings (A staff report, including findings of compliance with the applicable approval criteria)
   c. Exhibit C: TSP Project List and Figures – amendments noted (A version of the TSP Project List and Figures that shows the amendments since the 2014 adoption of the Springfield 2035 Transportation System Plan)
   d. Exhibit D: TSP Volume 2, Appendix II – Revised Detail Cost Estimates (Revised cost estimates for TSP projects that are new or amended)

   a. Exhibit A: Springfield Development Code Amendments (A 71-page version of the proposed code amendments that incorporates the Lane County and Springfield Planning Commission’s recommendations and the Springfield City Council revisions.)
b. Exhibit B: Lane Code 10.600-15 to 10.600-25 Amendments (one page legislative format; two pages final format)

c. Exhibit C: Staff Report and Findings (A staff report, including findings of compliance with the applicable approval criteria)

d. Exhibit D: Legislative Springfield Development Code Amendments with Findings (A 102-page version of the proposed code amendments in legislative format that incorporates the Lane County and Springfield Planning Commission’s recommendations and the Springfield City Council revisions, includes findings of compliance with applicable approval criteria and consistency with adopted TSP policies)