

# Plan and Policy Review

## COTTAGE GROVE AREA TRANSIT DEVELOPMENT PLAN

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TO: Cottage Grove Area TDP Project Management Team

FROM: Lane Council of Governments: Kelly Clarke, Rachel Dorfman, Syd Shoaf

SUBJECT: Cottage Grove Area TDP Plan and Policy Review

### Overview

The Cottage Grove Area TDP will ultimately support local, regional, and state goals to improve the Statewide Transit Network and enhance public transportation options to Cottage Grove Area residents. The Lane Council of Governments (LCOG) conducted a review of local, regional, and state plans with the intent of identifying applicable and relevant transit goals and policies that the TDP can consider supporting and reinforcing.

Table 1 details the list of plans reviewed and is organized by governmental authority and then year completed. A detailed list of relevant goals, policies, and objectives that shaped the goals of the Cottage Grove Area TDP can be found below.

**Table 1: Reviewed Plans for Cottage Grove Area TDP**

Authority	Document	Year Completed
<b>State</b>	Oregon Transportation Plan	2006
	Oregon Transportation Options Plan	2015
	Oregon Transportation Safety Action Plan	2015
	Oregon Bicycle and Pedestrian Plan	2016
	Oregon Public Transportation Plan	2018
<b>County</b>	Lane County Rural Comprehensive Plan	2009
	Lane County Transportation System Plan	2017
	Lane County Transportation Safety Action Plan	2017
	Douglas County Comprehensive Plan	2017
<b>City</b>	Cottage Grove Transportation System Plan	2015
	Creswell Transportation System Plan	2019
<b>Transit Agency</b>	Lane Coordinated Public Transportation Plan (Lane Transit District)	2019

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## STATE PLANS AND POLICIES

### Oregon Transportation Plan

The Oregon Transportation Planning Rule (TPR) requires the state to develop a statewide Transportation System Plan (TSP) known as the Oregon Transportation Plan (OTP). The OTP serves as the guiding document for local TSPs and addresses the core challenges and opportunities facing transportation in Oregon. Relevant goals, policies, and strategies from the OTP include:

- **Policy 1.2 Equity, Efficiency and Travel Choices:** Promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.
- **Strategy 1.2.1:** Develop and promote inter and intra-city public transportation.
- **Strategy 1.2.2:** Better integrate, locate, and design passenger and freight multimodal transportation facilities and connections to expedite travel and provide travel options. Locate and design transportation facilities to connect with other modes.
- **Policy 2.1 Capacity and Operational Efficiency:** Manage the transportation system to improve its capacity and operation efficiency for the long-term benefit of people and goods movement.
- **Strategy 4.3.5:** Reduce transportation barriers to daily activities for those who rely on walking, biking, rideshare, car-sharing and public transportation by providing access to public transportation and the knowledge of how to use it and facility designs that consider the needs of the mobility-challenged including seniors, people with disabilities, children and non-English speaking populations.
- **Policy 7.1 A Coordinated Transportation System:** Collaboratively with other jurisdictions and agencies with the objectives of removing barriers so the transportation system can function as one system.

### Oregon Public Transportation Plan

The Oregon Public Transportation Plan (OPTP) provides a planning and policy framework to guide local decision-making and investments regarding public transportation but does not make service decisions for communities. The OPTP goals include:

- **Goal 1 Mobility – Public Transportation User Experience:** People of all ages, abilities, income levels move reliably and conveniently between designations using an affordable, well-coordinated public transportation system. People in Oregon routinely use public transportation to meet their daily needs.
- **Goal 2 Accessibility and Connectivity – Getting from Here to There:** Riders experience user-friendly and convenient public transportation connections to and between services and travel modes in urban, suburban, rural, regional, and interstate areas.
- **Goal 3 Community Livability and Economic Vitality:** Public transportation promotes community livability and economic vitality by efficiently and effectively moving people of all ages to and

from homes, jobs, businesses, schools and colleges, and other destinations in urban, suburban, and rural areas.

- **Goal 4 Equity:** Public transportation provides affordable, safe, efficient, and equitable transportation to jobs, services, and key destinations, improving quality of life for all Oregonians.
- **Goal 5 Health:** Public transportation fosters improved health of Oregonians by promoting clean air, enhancing connections between people, enabling access to services such as health care and goods such as groceries, and by giving people opportunities to integrate physical activity into everyday life through walking and bicycling to and from public transportation.
- **Goal 6 Safety and Security:** Public transportation trips are safe; riders feel safe and secure during their travel. Public transportation contributes to the resilience of Oregon communities.
- **Goal 7 Environmental Sustainability:** Public transportation contributes to a healthy environment and climate by moving more people with efficient, low-emission vehicles, reducing greenhouse gases and other pollutants.
- **Goal 8 Land Use:** Public transportation is a tool that supports Oregon's state and local land use goals and policies. Agencies collaborate to ensure public transportation helps shape great Oregon communities providing efficient and effective travel options in urban, suburban, and rural areas.
- **Goal 9 Funding and Strategic Investment:** Strategic investment in public transportation supports the overall transportation system, the economy, and Oregonians' quality of life. Sustainable and reliable funding enables public transportation services and infrastructure to meet public needs.
- **Goal 10 Communication, Collaboration, and Coordination:** Public and private transportation providers and all levels of government within the state and across state boundaries work collaboratively and foster partnerships that make public transportation seamless regardless of jurisdiction.

### Oregon Transportation Safety Action Plan

The Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies and strategies in an effort to achieve no deaths or life changing injuries on Oregon's transportation system by 2035. As one of the seven plans under the Oregon Transportation Plan (OTP), the TSAP helps facilitate an integrated and interconnected transportation system to meet the diverse and changing needs of Oregonians. The plan identifies four emphasis areas that have a near-term focus. These emphasis areas include:

- **Risky Behaviors:** Deter unsafe or risky behaviors made by drivers and other transportation users to minimize impaired driving, unbelted, speeding, and distracted driving crashes.
- **Infrastructure:** Construct or retrofit multimodal transportation assets to minimize intersection and roadway departure crashes.
- **Vulnerable Users:** Protect vulnerable road users – pedestrians, bicyclists, motorcyclists, older drivers – to minimize pedestrian, bicycle, motorcycle, and older road user crashes.
- **Improved Systems:** Continually improve data, train, and educate transportation and safety staff, support law enforcement and emergency responders, and minimize commercial vehicle crashes.

## Oregon Transportation Options Plan

Goals, strategies, and policies in the Oregon Transportation Options Plan promote the efficient use of existing transportation system investments, reduced reliance on the single-occupancy vehicles, and the use of walking, biking, transit, rideshare, and telecommuting. This plan is part of a suite of plans under the Oregon Transportation Plan (OTP), that support an integrated and interconnected transportation system. Strategies that are applicable to the Cottage Grove Area TDP include the following:

- **Strategy 2.i:** Facilitate cost sharing between local jurisdictions, healthcare organizations, and higher education institutions for transportation options coordinators and/or maintenance of bicycle, pedestrian, and transit facilities on campuses.
- **Strategy 3.b:** Develop guidance for transportation options programs suitable for all regions and communities of various sizes. For example, all communities with transit or rideshare services should also consider Guaranteed Ride Home programs.
- **Strategy 4.a:** Promote, encourage, and incentivize biking, walking, and taking transit, and carpool/vanpool (rideshare) program participation to help spread demand across modes and to more efficiently utilize existing modal capacity.
- **Strategy 4.k:** Foster the identification and development of mobility hubs through financial, policy, or technological support or coordination, with an initial focus on locations with an existing user base such as park-and-ride lots, transit stops or stations, universities, or institutional campuses.
- **Strategy 7.c:** Pair mixed-use development with expansion of transit, walking, and bicycle networks to facilitate availability of transportation options.
- **Strategy 8.i:** Encourage private and public development of transit and shuttle access or bicycle and pedestrian infrastructure that links to travel destinations.

## Oregon Bicycle and Pedestrian Plan

Oregon's Bicycle and Pedestrian Plan is one of seven modal plans under the Oregon Transportation Plan (OTP), that facilitate an integrated and interconnected transportation system to meet the diverse and changing needs of system users. Regional and local plans must be consistent with the Oregon Bicycle and Pedestrian Plan policies and strategies. Relevant policies and strategies for the South Lane Wheels TDP include:

- **Policy 2.4:** Improve access to multimodal connections for bicyclists and pedestrians through planning, design, prioritization, and coordination.
- **Strategy 2.4B:** When designing, extending, or improving pedestrian and bicycle networks, coordinate with transit agencies to ensure that existing planned transit service is considered in facility design and identify opportunities to remove physical barriers in access to transit.
- **Strategy 2.4C:** Build and maintain partnerships with transit agencies to facilitate network connections with travelers walking or biking to support first and last mile connections to transit.

## COUNTY PLANS AND POLICIES

### Lane County Transportation System Plan

The Lane County Transportation System Plan serves as a long-term guide for transportation investments at the county level. The Lane County TSP was updated in 2017 and was adopted as a part of the Lane County Rural Comprehensive Plan and complies with applicable transportation and planning requirements. The goals and policies relevant to the South Lane Wheels TDP include:

- **Goal 1 Safety:** Eliminate fatalities and reduce severe-injury collisions on Lane County's transportation system.
- **Goal 2 Economic Vitality:** Provide a reliable transportation system that enhances the economic health of Lane County
  - **Economic Vitality Policy 2-b:** Realize the economic benefits that walking, biking, public transportation, and other active transportation investments can provide to Lane County.
- **Goal 3 Natural Environment:** Create and maintain a transportation system that first avoids, then minimizes, and finally mitigates impacts to the natural environment.
  - **Natural Environment Policy 3-a:** Support strategies in the Oregon Sustainable Transportation Initiative (OSTI) to encourage the reduction of greenhouse gases (GHG) such as building infrastructure that facilitates and supports bicycling or walking, supporting increased public transportation services, deploying intelligent transportation systems, and planning for efficient freight traffic movement.
- **Goal 4 Equity and Accessibility:** Provide safe and efficient access to destinations and populations within Lane County.
  - **Equity and Accessibility Policy 4-a:** Consider transportation improvement projects that accommodate all transportation users by including shoulders, sidewalks, bike lanes, and bus stop turnouts, consistent with adopted road design standards.
  - **Equity and Accessibility Policy 4-b:** Provide a multi-modal transportation system that is accessible to all users, improves access to basic needs (e.g., education, employment, food, housing, and medical care) and complies with the Americans with Disabilities Act (ADA).
  - **Equity and Accessibility Policy 4-c:** Encourage the provision of transportation services to the meet the needs of the transportation disadvantaged such as low-income persons, children, older persons, alter-abled persons, racial and ethnic minorities, and those with limited English proficiency.
- **Goal 5 Mobility:** Promote the efficient and cost-effective movements of people, goods and services by all modes.
- **Goal 6 Connectivity:** Provide improved and new transportation connections within and between developed and developing areas.
  - **Connectivity Policy 6-a:** Encourage safe and convenient pedestrian and bicycle connections between residential uses and adjacent activity centers, including transit facilities and commercial, employment, civic/institutional, and recreation uses.

- **Goal 7 Active Transportation and Public Health:** Create a built environment<sup>1</sup> that encourages health, safe, comfortable, and convenient active transportation options that are viable for all users.
- **Goal 8 Coordination:** Implement the Transportation System Plan by working with public, community groups, transit providers, cities and other government agencies.

### Lane County Rural Comprehensive Plan

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County. The relevant goals and policies to the South Lane Wheels TDP include:

- **Goal 12 Transportation:** Lane County shall strive for a coordinated and balanced transportation system which complies with Department of Land Conservation and Development Commission's (LCDC) Goal 12 and is responsive to the economic, social, and environmental consideration.
  - **A.** Safe, convenient and economical transportation for all people, materials and services.
  - **B.** An effective distribution of transportation options.
  - **G.** Encouragement of energy-efficient modes of transportation.
  - **I.** An efficient public transportation service which meets demonstrated needs for alternative transportation.

### Lane County Transportation Safety Action Plan

The overall goals for the Lane County Transportation Safety Action Plan are to help reduce traffic fatalities and serious injuries on County roads, bridges, and paths. The Plan identifies a wide range of safety challenges and strategies, and places safety as a high priority across Lane County. The relevant goals and policies to the Cottage Grove Area TDP include:

- **Goal 1: Create a Culture of Safety and shared responsibility**
- **Goal 2: Build infrastructure that provides safety for all people regardless of mode and ability**
- **Goal 3: Create a transportation network that supports livable communities**
- **Goal 4: Prepare for advanced technologies**
- **Goal 5: Focus on collaboration and cooperation between and within regional agencies**
- **Goal 6: Invest in safety**

### Douglas County Comprehensive Plan

The Douglas County Comprehensive plan was developed in compliance with the Oregon Statewide Planning Goals. This plan was most recently adopted in 2017.

- **Goal 1:** To develop a transportation system that establishes a system of transportation facilities and services adequate to meet identified needs.
  - **Objective A:** To be consistent with the state transportation system.
  - **Policies:**

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<sup>1</sup> The built environment is defined as human-made structures, features, and facilities viewed collectively as environment in which people live and work.

- The County Transportation System Plan relies upon the Oregon Transportation System Plan and its modal and multi-modal plans for analysis and policy direction on state facilities and relies upon the Oregon Department of Transportation to apply plan policies and programs on state facilities.
- **Goal 2:** To provide and encourage a safe, convenient and economical transportation system.
  - **Objective B:** To accommodate existing and projected transportation demand in Douglas County.
  - **Objective C:** To encourage energy conservation through promotion of means other than the private automobile for transportation.
    - Efforts to decrease the dependence on the private automobile shall be encouraged.
  - **Objective D:** To improve transportation availability to the transportation disadvantaged.
    - The transportation disadvantaged shall be considered in the design of transportation facilities and alternative transportation modes.
  - **Objective F:** To encourage, coordinate and assist in the development of transportation modes other than private vehicle.
    - The County shall encourage the reestablishment of bus service to all cities in the County.

## CITY PLANS AND POLICIES

### Cottage Grove Transportation System Plan

The role of the Cottage Grove Transportation System Plan (TSP) is to guide how the long-range transportation needs of the community will be addressed. The TSP focuses on making travel safer and more convenient for Cottage Grove residents, businesses, and visitors. Relevant goals and policies from the TSP include:

#### Goals

- **Goal 1: Enhance the Cottage Grove area's quality of life and competitive economic advantage by providing a transportation system that is:**
  - Accessible,
  - Balanced,
  - Efficient,
  - Equitable,
  - Environmentally responsible,
  - Interconnected,
  - Financially stable,
  - Safe,
  - Sustainable.
- **Goal 2: Develop a cost-effective transportation system that meets the needs of all people and businesses, and that serves the existing future arrangement of land uses to the consensus of all jurisdictions involved.**

- **Goal 3: Develop a cost-effective transportation system that is based on informed citizen input, professional review, and technical analysis.**
- **Goal 4: Develop an integrated transportation and land use system that helps implement statewide transportation goals, statewide administrative rules, and the Cottage Grove Comprehensive Plan. Objective 1: Provide an interconnected regional transportation system, which ensures ease of transfer between modes of travel and appropriate access for all potential users to all areas of the city, region, state, and nation.**

### Objectives

- **Objective 2: Provide a balanced transportation system that gives people realistic choices or options other than driving alone in an automobile.**
- **Objective 4: Provide an environmentally responsible transportation system.**
- **Objective 5: Provide a safe transportation system.**
- **Objective 6: Provide support for sustainable development by designing and developing a transportation and land use system that integrates residential, retail, and employment land uses.**

### Policies

- **Overall**
  - **Policy 1:** Develop a well-connected transportation system across all modes and locations in the city.
- **Standards**
  - **Policy 9:** Consider the degree to which proposed transportation system improvement support community development plans and land use designations when evaluating projects, solutions, or strategies.
  - **Policy 11:** Consider the following primary criteria in evaluating and prioritizing transportation improvement projects – safety connectivity, access, average daily traffic, physical conditions of street, street geometrics, and capacity/congestion (level of service).
  - **Policy 14:** Consider commercial, industrial, and recreational transportation needs in decisions about access management and in construction or reconstruction of roadways.
  - **Policy 18:** Comply with Americans with Disabilities Act (ADA) standards when installing new (or reconstructing) transportation facilities, including sidewalks.
- **Multi-Modal**
  - **Policy 21:** Consider multi-modal contributions and linkages in evaluating and prioritizing street improvement projects.
  - **Policy 25:** Encourage demand management programs, such as carpooling and park-and-ride facilities, to reduce single-occupancy auto trips to and from Eugene-Springfield.
- **Transit**
  - **Policy 35:** Develop a cost-effective accessible transit program that meets the needs of all potential and identified users.
  - **Policy 36:** Support provision of basic mobility services for the elderly and people with special needs.

- **Policy 37:** Provide and support improvements such as sidewalk and bicycle connections, shelters, and benches to complement transit service and encourage higher levels of transit use.
- **Policy 38:** All new development shall be referred to transit service providers for review and comment to determine if new transit stops are appropriate and can reasonably be provided as part of the new development.

### Creswell Transportation System Plan

The Creswell Transportation System Plan is a long-range plan that sets the vision for the community's transportation system for the next 20 years and beyond. The TSP strives to align future multimodal transportation investments with Creswell's community goals, objectives and priorities. The relevant information for the Cottage Grove Area TDP includes:

- **Goal 1 Safety and Efficiency:** Provide a safe and efficient transportation system for all users (e.g., age, mobility, income, geography, transportation disadvantaged).
- **Goal 2 Transportation Balance (Increase use of Non-Automotive Modes):**
  - Provide more safe convenient options for bicycling, walking, paratransit, carpooling, and public transportation.
  - Provide for a balanced transportation system that offers legitimate mobility choices for all users.
  - Educate users to expand knowledge of transportation options.
  - Develop, enhance, and support higher level of transit usage, including provision of amenities (e.g., sidewalk and bicycle connections, shelters, benches) beyond transit provider services.
  - Explore opportunities to expand transit coverage (e.g., in north and east Creswell)
  - Consider transportation demand management measures that could reduce peak hour vehicle demand.
- **Goal 3 Economic Development and Regional Links:**
  - Improve regional links (e.g., connections to I-5) that offer accessibility to employment opportunities for residents and convenient access to services for rural population.
- **Goal 4 Neighborhoods and Livability**
- **Goal 5 Intermodal Compatibility:**
  - Minimize conflicts and facilitate compatibility and connections between transportation modes.
  - Design streets on bus routes to support transit services.
  - Promote and improve park & ride (e.g., bus to work).

## TRANSIT PLANS AND POLICIES

### Lane Coordinated Public Transit-Human Services Transportation Plan (Lane Coordinated Plan)

This plan was prepared and adopted by Lane Transit District (LTD) to meet both Federal Transit Administration (FTA) and State of Oregon planning expectations. The Lane Coordinated Plan satisfies federal requirements enacted through the passage of Safe, Accountable, Flexible, and Efficient

Transportation Equity Act: A Legacy for Users (SAFETEA-LU). Relevant information from this plan includes:

- Support South Lane to perform a planning assessment to determine opportunities and strategies to meet the needs of southern Lane County.

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