

# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



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### Work Session: Eugene Transportation System Plan Progress Report

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Meeting Date: October 22, 2014  
Department: Public Works-Engineering  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: B  
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#### **ISSUE STATEMENT**

This work session provides a status report on the Eugene Transportation System Plan (TSP) update, community involvement to date, and next steps for the TSP.

#### **BACKGROUND**

The Eugene-Springfield regional Transportation System Plan, *TransPlan*, is being updated to become Eugene's local comprehensive transportation strategy. As the transportation element of the City's new comprehensive plan, the updated TSP will support Envision Eugene's vision for future population and economic growth for the next 20 years. Like *TransPlan* before it, the Eugene TSP will provide goals and policies that describe desired changes to the transportation system and a list of projects and programs needed to implement these changes. In addition to the Eugene Transportation System Plan, there will continue to be two *regional* transportation plans required by state and federal regulations. Principal funding for the City's Transportation System Plan update is provided by the Oregon Department of Transportation.

A Transportation Community Resource Group (TCRG) was created to invite participation from all original members of the Envision Eugene Community Resource Group (CRG), the Pedestrian and Bicycle Master Plan project advisory committee, technical expertise from a variety of agencies, members of the Planning Commission and Sustainability Commission, and many others. Over the last couple of years the TCRG discussed Envision Eugene and land use planning, bicycle and pedestrian planning, transit planning, travel demand management techniques, street design, areas of projected traffic congestion, sustainability and efforts to reduce greenhouse gas emissions, and transportation funding. The TCRG most recently reviewed draft goals, policies, and potential implementation actions.

At the suggestion of the TCRG, triple bottom line sustainability metrics were integrated into the decision-making process using the Sustainable Transportation Analysis and Rating System (STARS) program.

A project website ([www.EugeneTSP.org](http://www.EugeneTSP.org)) was created to contain all research, reports, meeting materials, and provide a means for feedback to staff.

#### **Where Are We Now?**

Updated Project List. Eugene's streets, pedestrian and bicycle facilities were examined to

determine how well they serve local travelers. Deficiencies in transportation facilities, including a preliminary projection of increased traffic congestion, led to a list of projects needed to maintain or improve mobility as the city grows over the next 20 years. Projects on the draft TSP list include new or improved arterial and collector streets in developing areas, extension of the bus rapid transit network, improvements to Randy Papē Beltline, additional infrastructure to serve bicyclists and pedestrians, and intersection and signal improvements (see Attachment A for a complete project list and map of road projects).

Draft Goals and Policies. Although the TCRG found that *TransPlan* provided a good basis for progressive land use-transportation planning, new goals and policies were fashioned using triple bottom line principles gleaned from the STARS program. The draft goals and policies (an early version is contained in Attachment B) further *TransPlan's* efforts to integrate land use and transportation planning and improve transit services to areas targeted for higher density development. However, the draft TSP goals and policies offer these changes from *TransPlan*:

- Integration of sustainability principles.
- Emphasis on social equity and safety.
- A new “Complete Streets” policy.
- Synchronization with Eugene’s Climate and Energy Action Plan.
- Direction about how Envision Eugene’s Key Transit Corridors will be planned for frequent, reliable transit service, improved bicycle access, and pedestrian amenities.
- Explicit support for a railroad quiet zone.
- Elimination of “Objectives” and addition of “Action Items” to match the format of Envision Eugene.

Another departure from *TransPlan* protocol is to clearly state that the TSP policies guide only the City Manager’s and staff’s work, such as setting the City budget and internal work programs. This removes any question about whether TSP policies should be used as criteria for land use applications. Policies that may be desired as application criteria, too, could be added to the City Code in a separate action.

Public comments received to date about the draft policies will result in changes, including ending the STARS format to reduce redundancies (while still adhering to sustainability principles) and improved clarity of purpose. Staff will explore adding better measures of multi-modal access, policies related to cost-benefit assessment, and ties to the Hazard and Climate Vulnerability Assessment, Climate Recovery Ordinance, and the forthcoming Eugene/Springfield Natural Hazard Mitigation Plan.

Integrating the Pedestrian and Bicycle Master Plan. The 2012 Pedestrian and Bicycle Master Plan (PBMP) provides a template for making walking and biking more convenient, safer, and a more logical alternative to driving for some trips. Key policy and operational directives from the PBMP, as well as a list of improvements to improve pedestrian and bicycle travel, will be updated and incorporated into the TSP. The PBMP’s sole goal of doubling the percentage of trips made on foot and by bicycle will be the basis of a new TSP goal, expanded to include public transit.

An open house was held on October 2 to highlight pedestrian and bicycle projects and policies.

Updated Arterial and Collector Street Classifications. The 1999 Street Classification Map established classifications for major arterial, minor arterial, major collector, and neighborhood collector streets within the Eugene urban growth boundary. Traffic patterns and development impacts, including construction of several “future streets,” over the past 15 years necessitate updating the street classifications.

Street classifications are an important planning tool because they create a clear and comprehensive transportation system based on projected traffic volumes, bus and bike routes, and other factors; facilitate jurisdictional responsibilities and financing; and guide design and operational decisions.

Staff evaluated all existing classifications and local streets not classified as collectors or arterials. A full list of the potential changes is provided in Attachment B. An updated Street Classification Map will be processed and adopted simultaneously with the TSP. Eugene Code 9.6850 will also be amended to ensure land use applications correspond to the updated map.

Updated Traffic Model. The Lane Council of Governments (LCOG) maintains a regional traffic model that provides a tool for estimating changes in traffic patterns over time associated with anticipated growth in jobs and households throughout the region. The model has been programmed to reflect the list of future transportation projects proposed in the TSP (including projects from the Pedestrian and Bicycle Master Plan) and Envision Eugene’s projected land use scenario. Results from the model, which will represent Eugene’s 20-year growth and implementation of the TSP and Envision Eugene, will be ready for public review this winter.

Project Costs, Projected Revenues, and SDC Review. An important component of the TSP will be aligning the costs of the proposed improvements with the projected revenue stream. Towards that end, cost estimates are being prepared for all the proposed TSP projects and a revenue forecast for Eugene is being coordinated with neighboring cities and Lane County.

Transportation System Development Charges (SDCs) are fees charged to developers to reimburse the City for that development’s impact on the City’s infrastructure. More specifically, SDCs are based on the portion of infrastructure costs that provides capacity for growth. Eugene’s SDCs are being reviewed and updated. The updated SDCs will rely on the updated list of transportation projects and fresh estimates of capital project costs.

Relationship to Greenhouse Gas Reduction and Climate Recovery. According to the 2013 Community Climate and Energy Action Plan Progress Report, the total vehicle miles travelled (VMT) in Eugene-Springfield “*has dropped about three percent since the all-time high in 2006. The population has grown by about five percent over the same time frame suggesting per capita reductions around 10 percent over that five-year period.*” The report also states, “*Remarkably in Eugene gasoline and diesel consumption dropped just over 16 percent between 2004 and 2012. Over that same time, the population of Eugene grew by 10 percent meaning per capita fuel reductions were almost 25 percent in eight years!*” These changes are probably due to a number of societal, demographic, technological, and economic factors, as well as implementation of *TransPlan’s* integrated land use transportation policies. The updated TSP will strengthen the direction initiated by

*TransPlan* and acknowledge the City's new Climate Recovery Ordinance, but a quantifiable prediction of how much the new transportation plan will affect these trends has not been done.

### **Where Are We Going?**

By the end of 2014, the community will have a better set of policies to guide future transportation improvements and investments and a clearer picture of how well the TSP supports Envision Eugene, how well the transportation systems will operate as the area grows more dense, what the desired transportation improvements will cost, and how much money might be available to pay for the improvements. The first half of 2015 will see the completion of a draft TSP document and commencement of the formal public review and adoption processes.

### **RELATED CITY POLICIES**

The Transportation System Plan update is required by the State of Oregon. Once adopted, the TSP will set new policies for the City of Eugene. They will be consistent with Envision Eugene and other local plans.

### **COUNCIL OPTIONS**

Information only.

### **CITY MANAGER'S RECOMMENDATION**

Information only.

### **SUGGESTED MOTION**

No motion is required.

### **ATTACHMENTS**

- A. Project List and Map
- B. Draft Goals and Policies Memo, dated June 27, 2014
- C. Comments on Draft Goals and Policies Memo, dated July 29, 2014
- D. Summary of Potential Street Classification Changes and Map, August 2014
- E. Online References

### **FOR MORE INFORMATION**

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