



Eugene City Council

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AMENDED EUGENE CITY COUNCIL AGENDA

May 24, 2017

12:00 p.m. CITY COUNCIL WORK SESSION
Harris Hall
125 East 8th Avenue
Eugene, Oregon 97401

Meeting of May 24, 2017;
Her Honor Mayor Lucy Vinis Presiding

Councilors

Alan Zelenka, President
Emily Semple
Claire Syrett

Mike Clark, Vice President
Greg Evans
Chris Pryor
Betty Taylor

Please note this agenda has been amended to reflect a change in Work Session topic.

12:00 p.m. CITY COUNCIL WORK SESSION
Harris Hall, 125 East 8th Avenue

A. WORK SESSION:
Eugene 2035 Transportation System Plan

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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: 2035 Eugene Transportation System Plan

Meeting Date: May 24, 2017
Department: Public Works
www.eugene-or.gov

Agenda Item Number: A
Staff Contact: Rob Inerfeld
Contact Telephone Number: 541-682-5343

ISSUE STATEMENT

This is a work session to discuss the Eugene 2035 Transportation System Plan (*2035 TSP*) which was the subject of two joint public hearings with the Lane County Board of Commissioners on March 6 and April 17. The work session will provide the City Council an opportunity to hear from staff regarding issues raised during the public comment period. It will also provide the City Council an opportunity to ask questions prior to taking action on the *2035 TSP*, scheduled for June 17, 2017.

BACKGROUND

A total of 41 people testified at the two joint City Council/County Board public hearings held for the *Eugene 2035 TSP*. Additionally, prior to the close of the record on April 17, 40 emails were submitted to the Council/Board regarding the *2035 TSP*. The issues raised during the public comment period largely fall into the following categories:

- Relationship between *2035 TSP* and Climate Recovery Ordinance
- Prioritizing implementation of Active Transportation elements of the *2035 TSP*
- Safety and Vision Zero
- Proposed New Citywide Level of Service (LOS) Standard E (outside of downtown)
- Randy Papé Beltline and N. Delta Highway

City staff will address each of these topics during the work session. Additionally, detailed information regarding each of these issues is provided in memos attached to this AIS.

RELATED CITY POLICIES

The *2035 TSP* is the City's long-range planning document that establishes a system of transportation and services that will meet the identified needs of the City over the next 20 years.

COUNCIL OPTIONS

This is a work session in advance of the City Council's upcoming June 12 meeting to take action on the *2035 TSP*.

CITY MANAGER'S RECOMMENDATION

None for this work session.

SUGGESTED MOTION

No motion at this time.

ATTACHMENTS

- A. Level of Service Standards in the *Eugene 2035 TSP*
- B. *Eugene 2035 TSP's* Relation to Climate Recovery, the Reduction of Fossil Fuel Consumption, and Active Transportation
- C. Priority Bikeway Projects in 2035 TSP
- D. Randy Pape Beltline
- E. Vision Zero and Safety

FOR MORE INFORMATION

Staff Contact: Rob Inerfeld, Transportation Planning Manager

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Staff E-Mail: rob.inerfeld@ci.eugene.or.us

Memorandum

Date: May 16, 2017
 To: Mayor and City Council
 From: Rob Inerfeld, Transportation Planning Manager
 Subject: Level of Service Standards in the Eugene 2035 TSP

The *Eugene 2035 TSP* proposes a new citywide intersection Level of Service (LOS) standard of E, except for the downtown which will remain LOS F. The current citywide LOS standard is D, except for the University of Oregon area which is LOS E and downtown which is LOS F.

Level of Service is a type of mobility standard that is used to gauge the amount of delay that motor vehicles experience at intersections. It does not measure people walking or biking and only measures vehicle delay and not overall person delay. Typically, LOS focuses on PM peak hour (usually 4:30 to 5:30) which is the case for the *2035 TSP*. The table on page 49 of the *2035 TSP* indicates the range of PM peak hour delay associated with each LOS metric.

LOS	Signalized Intersections	Unsignalized Intersections
A	≤10 sec	≤10 sec
B	10–20 sec	10–15 sec
C	20–35 sec	15–25 sec
D	35–55 sec	25–35 sec
E	55–80 sec	35–50 sec
F	>80 sec	>50 sec

LOS is used in Eugene in three primary situations:

- When a developer submits a Traffic Impact Assessment (TIA) they are required to project the future LOS at nearby intersections with and without their development and may be required to mitigate their traffic impact if it is shown that the development increases delay beyond the city’s LOS standard.
- When either the City or a private developer seeks to amend a functional plan, acknowledged comprehensive plan, or a land use regulation (including a zoning map) and, therefore, must comply with section OAR 660-012-0060 of the Transportation Planning Rule, they are required to determine whether the proposed amendment will significantly affect an existing or planned transportation facility. The City’s adopted performance standard (*i.e.*, LOS) for a transportation facility is a factor in determining whether or not a proposed amendment will have a significant effect. For example, one way a proposed amendment can significantly affect a transportation facility is by degrading the

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performance of an existing or planned transportation facility that is otherwise projected to meet the performance standard identified in the TSP.

- When the City and other agencies plan and design capital projects that either add or reallocate roadway capacity, LOS is considered as part of a broader range of measures that inform the project.

The recommendation for establishing a citywide LOS standard of E outside of downtown is based on achieving a balance between the Envision Eugene land use vision and providing an efficient transportation system.

Retaining an LOS of D for most of Eugene could have unintended consequences including the following:

- not allowing developments at densities consistent with Envision Eugene;
- requiring mitigation that would widen streets and negatively impact residences and businesses; and
- making it more challenging to implement protected bikeways and dedicated bus lanes.

There were quite a few emails expressing concern about the proposed LOS standard change submitted to the public record for the Planning Commission input process. To address these concerns, the Planning Commission requested the following five additions to the *Eugene 2035 TSP* all of which were incorporated into the current draft:

- Create a new category in Chapter 2 entitled “Actions for Roadway Policies” (to come after “Roadway and Parking Policies” and before “Potential Actions for Roadway and Parking Policies”) and add the following action item to the new category:
 - Amend the City’s adopted Traffic Impact Analysis code and administrative rule provisions to expand the measurement of a proposed development’s traffic impacts beyond the level of service measurement and, correspondingly, expand potential mitigation measures beyond measures that address only vehicular delay.
- Add the following action item to Actions for Roadway Policies:
 - Amend the Traffic Impact Analysis provisions to require a review of safety at intersections through a comparison of the actual crash rate experienced during the past 3 – 5 years versus the expected crash rate for similar facilities to determine whether improvements may be needed.
- Add the following action item to Actions for Roadway Policies:
 - Require all developments and employers of a certain size and type to prepare, implement and monitor Transportation Demand Management (TDM) plans.
- Add the following potential action:
 - Expand the definition of LOS to include volume-to-capacity ratio, queuing, and traffic control changes.
- Add “Traffic Calming” as a new project to Table 5.1 (Roadway, Multimodal, Transit, and Rail Projects to be Completed within 20 Years), located in “Various Locations,” described as “Neighborhood traffic calming to address speeding problems on residential streets, including connectors,” with a cost estimate of \$2M (\$100,000 per year).

All five Planning Commission requests listed above were directly incorporated into the *2035 TSP*.

Attachment B



Public Works

Memorandum

Date: May 16, 2017

To: Mayor and City Council

From: Kurt Corey, Public Works Director

Subject: Eugene 2035 TSP's Relation to Climate Recovery, the Reduction of Fossil Fuel Consumption, and Active Transportation

This memorandum provides additional information for the May 22 work session on the Eugene 2035 Transportation System Plan (*2035 TSP*) regarding prioritization of active transportation and the relationship of the *2035 TSP* to the City's Climate Recovery Ordinance (CRO).

During recent public hearings for the *2035 TSP*, several questions were raised regarding the relationship between this plan and the Climate Recovery Ordinance (CRO). While staff work and community engagement to develop the *2035 TSP* started several years prior to the adoption of the CRO, the primary CRO outcomes to reduce carbon emissions and fossil fuel use are enabled by goals, policies and projects contained within the *2035 TSP*. The most direct link between the *2035 TSP* and the CRO are the requirement to reduce reliance on automobiles and the associated required benchmarks and performance measures. This memo provides details regarding that direct link, information about the allocation of transportation resources to projects that advance the CRO, and excerpts from the *2035 TSP* that highlight the Triple Bottom Line (TBL) framework used throughout plan development.

Statewide Planning Goal 12 (to provide and encourage a safe, convenient and economic transportation system), is implemented through the state's Transportation Planning Rule (TPR). Adoption of the proposed *2035 TSP* is necessary to satisfy one of the TPR's requirements. Many provisions of the TPR are dedicated to setting out the elements that local governments must include in a local transportation plan as well as what local governments should be accomplishing through adoption of their local plan. Generally, for a local transportation system plan, the TPR can be boiled down to three requirements:

1. The plan is to be a long range planning document that establishes a system of transportation facilities and services that will meet the identified needs of the City over the next 20 years.
2. The system of facilities and services established by the City's local transportation plan must address all modes of transportation, including vehicular, bike, pedestrian, transit, rail and air and must provide for both the movement of people as well as goods and services.
3. The local transportation system plan must be designed to increase transportation choices and reduce reliance on the automobile.

It is through this third TPR requirement, of designing the plan to reduce reliance on the automobile, that the 2035 TSP and the CRO most clearly converge and complement each other. The convergence between the 2035 TSP and the CRO is within the framework of the 2035 TSP's internal direction (not through externally focused directives, requirements or new regulations). As a long range planning document, through proposed construction projects, the 2035 TSP establishes a transportation system that enables the behaviors that will advance the CRO by making walking, biking, and the use of transit extremely convenient.

Of the 264 projects planned in the 2035 TSP to be built over the next 20 years (excluding those to be built upon development), 239 of the projects are entirely pedestrian and bicycle projects; those projects include 89 neighborhood greenways, 22 on-street bike lanes, 18 shared use paths, 12 protected bike lanes, and 85 separated path/sidewalk projects. Six of the 264 projects are transit projects, which include improving frequent transit service and multimodal travel along numerous transit corridors. These 245 bicycle, pedestrian, and transit projects represent 51% of the total transportation dollars that are planned to be spent over the next 20 years. Of the 19 remaining projects, 6 of the projects are complete street upgrades to existing roadways; all 6 of these projects have a significant bicycle and pedestrian component. These complete street projects represent an additional 10% of the total transportation dollars. Not counting the three rail projects (which amount for 6% of the total transportation dollars), only three projects planned for the next 20 years have no explicit bicycle, pedestrian, or transit component contained in their project descriptions. These three projects represent approximately 8% of the total transportation dollars that are planned to be spent over the next 20 years.

Since the climate recovery ordinance advances one of the underpinnings of the Transportation Planning Rule of needing to reduce the reliance on the automobile, the plan does not rely on making only an indirect connection to the CRO with planned projects – it makes the connection outright. There is a section in the 2035 TSP identifying the City's commitment to addressing climate change and the CRO as a guiding principal of the transportation plan. The section describes, with specificity, how the 2035 TSP advances the preferred scenario strategies selected by the Central Lane MPO in 2013 by identifying each of the preferred scenario strategies and describing what in the plan advances that strategy. The 2035 TSP section that specifically addresses how the plan advances the CRO and the preferred scenario is set forth at the end of this memo.

Chapter 3 of the 2035 TSP includes a section of greenhouse gas, climate change, and natural environment polices and action items. In addition to this specific section regarding climate change, many of the 2035 TSP's other goals, policies and action items are designed to increase transportation choices and reduce reliance on the automobile. For example, the plan's system-wide policies are all related to advancing the multi-modal transportation system. Additionally, as result of the Planning Commission's consideration and recommendation of the 2035 TSP, a specific action item was added to require all developments and employers of a certain size and type to prepare, implement and monitor Transportation Demand Management plans.

In addition to the projects, goals and policies, the 2035 TSP includes quantifiable performance measures and benchmarks (including specific reporting dates) for six items, all of which support and advance achievement of the CRO goal of reducing fossil fuel consumption. When *TransPlan* was adopted in 2001, in order to comply with the TPR, LCDC approved performance measures that are designed to reduce the entire Metropolitan Planning Organization area's reliance on the automobile and to increase the area's transportation choices. The performance measures are: (1) increasing the percentage of non-auto trips; (2) increasing the percentage of transit mode share on congested corridors; (3) constructing a certain number of priority bikeway miles; (4) increasing the acres for nodal development; (5) increasing the

number of dwelling units built in nodes; and, (6) increasing the percentage of new total employment within nodes.

The TPR requires that the City’s local transportation plan include benchmarks to assure progress toward meeting these LCDC-approved performance measures. To that end, the 2035 TSP includes the following benchmarks for achieving the six performance measures:

LCDC-Approved Performance Measures (from TransPlan)	Benchmarks					How Measured
	2015	2020	2025	2030	2035	
% Non-Auto Trips “Active Mode Share”	17% (7% walk 8% bike)	24%	33%	40%	45%	% walking and biking trips ACS commute statistics and additional pedestrian and bike data as they becomes available from City & LCOG counts.
% Transit Mode Share on Congested Corridors	10%	12%	14%	16%	18%	LCOG data, LTD data (boardings) or ACS commute statistics (ACS=4.1% transit now)
Priority Bikeway Miles Definition of a “priority bikeway” project from <i>TransPlan</i> = Bike projects located along an essential core route on which the overall bicycle system depends; and (one of the following): 1. Fills in a critical gap in the existing bicycle system; or 2. Overcomes a barrier where no other nearby existing or programmed bikeway alternatives exist; or, 3. Significantly improves bicycle users’ safety in a given corridor.		10	20	30	40	Number of new projects constructed that meet <i>TransPlan’s</i> definition of Priority Bikeway Miles.
Acres of zoned nodal development Definition of “nodal development” from <i>TransPlan</i>	1240	1530	1700	1870	2040	Number of acres that meet <i>TransPlan’s</i> definition of nodal development, <i>i.e.</i> , mixed use

<p>= a mixed-used, pedestrian friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.</p>						<p>centers, Key Transit Corridors, and 20-minute neighborhoods.</p> <p>GIS, U.S. Census</p>
<p>% of dwelling units built in nodes</p>	<p>23.3%</p>	<p>26%</p>	<p>29%</p>	<p>32%</p>	<p>35%</p>	<p>% of new dwelling units built in areas that meet <i>TransPlan's</i> definition of nodal development, <i>i.e.</i>, % of new dwelling units built in mixed use centers, 20-Minute Neighborhoods, and along Key Transit Corridors.</p> <p>LCOG, Census</p>
<p>% of New "Total" Employment in Nodes (Per <i>TransPlan</i>, the calculation of the measure excludes employment that would not likely located in a nodal area, such as industrial employment.)</p>	<p>45%</p>	<p>48%</p>	<p>51%</p>	<p>54%</p>	<p>57%</p>	<p>% of new employment located within areas that meet <i>TransPlan's</i> definition of nodal development, <i>i.e.</i>, % of new employment in mixed use centers, 20 Minute Neighborhoods, and along Key Transit Corridors.</p> <p>LCOG data</p>

During the *Pedestrian and Bicycle Master Plan* planning process City staff looked closely at how best to establish an inter-connected, complete system of walkways, bikeways and trails over a 20-year period. On March 12, 2012, the Eugene City Council accepted the 2012 Eugene Pedestrian and Bicycle Master Plan (PBMP) and directed the City Manager to integrate the PBMP into the *2035 TSP*. The PBMP's goals, key policies, and projects are woven throughout the *2035 TSP* and function as an integral part to making walking and cycling highly convenient. Attached to this Memorandum is a list of the 42 of the projects in the *2035 TSP* meet the definition of priority bikeway way, *i.e.*, the projects are along an essential core route on which the overall bicycle system depends; *and* (one of the following): (a) fill in a critical gap in the existing bicycle system; *or* (b) overcome a barrier where no other nearby existing or programmed

bikeway alternatives exist (e.g., river, major street, highway); or (c) significantly improves bicycle users' safety in a given corridor. Based on the adopted priority bikeway project performance measure (set forth above), 40 of the 42 priority bikeway projects must be constructed by 2035.

The 2035 TSP explicitly recognizes that, in addition to the steps being taken by the 2035 TSP to reduce fossil fuel consumption and advance the achievement of the preferred scenario, a wide variety of additional measures will likely be needed to meet the Climate Recovery Ordinance's 50 percent fossil fuel reduction goal; including, additional investment in active transportation (bicycling, walking, and transit); fleet and fuel changes; changes to the pricing structure of fossil fuels, insurance, and parking; additional management of the parking supply; and additional education and marketing efforts. These additional measures are best accomplished through externally-direct regulations, such as by amending our land use code to require more bike parking, or through amendments to the City's current transportation demand management program and regulations to encourage certain behaviors.

To the extent the fulfillment of the plan's policies and goals require regulations that will be applied to the public, many of those are called out in the plan to be adopted separately. Among others, the 2035 TSP identifies the following externally-focused future actions:

- Review and amend City codes where needed to enable additional opportunities to provide bikeways and improved pedestrian connections between key destinations, transit stops, and residential areas with new development and redevelopment. Create opportunities for public review of new development and new or redeveloped schools at early stages of site development to improve multimodal access and circulation.
- Align the City's land use and parking regulations to encourage walking, biking, and use of public transit; more efficient use of land; and lower transportation and housing costs while accommodating the growth and economic prosperity espoused by the comprehensive land use plan.
- Require all developments and employers of a certain size and type to prepare, implement and monitor Transportation Demand Management (TDM) plans.
- Amend the Eugene Code (e.g., EC 9.6505) and policies to consistently require sidewalk installation throughout newly divided and developed lands, such as by requiring sidewalk construction concurrent with street improvements or by bonding for completion of the sidewalks if development on individual lots does not fill in the system in a reasonable amount of time.
- Update Eugene's Traffic Impact Analysis review regulations for new development to include review of walking and biking improvements and connections to nearby networks.
- Review Eugene Code parking and redevelopment standards for opportunities to improve requirements for support facilities for employees who are commuting by bike, such as by providing showers, lockers, and secure covered bike parking.

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Below are excerpts from the 2035 TSP that relate to the City's triple-bottom line analysis of the plan and the plan's furtherance of the CRO.

### Triple-Bottom Line Planning

The City of Eugene has a recent history of pursuing sustainable and equitable practices in all its operations. In 2000, the City Council adopted Resolution 4618, which committed the City "to promoting a sustainable future that meets today's needs without compromising the ability of future generations to meet their needs." This resolution states that the "City will ensure that each of its policy decisions and

programs are interconnected through the common bond of sustainability as expressed in these principles.”

Triple Bottom Line (abbreviated as TBL) is an accounting framework with three parts: social, environmental, and financial. Sometimes called the "three pillars of sustainability," the TBL is a decision-making framework the City of Eugene uses to reach its sustainability goals. This holistic view is grounded in the notion that we must advance social equity, environmental health, and economic prosperity to build a sustainable future for all members of the community. Applying TBL requires that the City explore potential impacts and trade-offs in each of these three areas for a fuller, more complete understanding of how decisions contribute to long-term sustainable development. The 2035 TSP integrated TBL sustainability principles in every step of its development. The criteria that were used to prioritize potential projects and programs in this plan were broadened to include public health and safety, community context and neighborhood character, climate and energy, and cost effectiveness to ensure that the plan adequately addresses the many aspects of the economy-equity-environment triple bottom line.



*Triple Bottom Line planning looks for actions that meet economic, social, and environmental needs.*

*Source: [www.airportsustainability.org](http://www.airportsustainability.org)*

The 2035 TSP's expanded view also brought to light other important attributes of the transportation systems, such as perceptions of safety, livability, and compatibility with neighborhood plans.

### **Equitable Planning and Transportation Services**

The 2035 TSP supports equity and social prosperities in several ways. This plan supports the provision of complete transportation networks that serve all travelers of all ages, abilities, and incomes. Everybody should have safe and efficient access to employment, education, services, and recreation. For example, the ability to afford a car should not be the determining factor in whether a person can be employed. The 2035 TSP promotes the services and projects that will result in sufficient options to meet these needs. This plan also calls for assurances that costs and benefits of transportation improvements are shared equitably over time, both geographically throughout the City and among populations of different economic strata, races, and ethnicities. The 2035 TSP empowers community members by encouraging the City to work with local residents, businesses, and other stakeholders to cooperatively develop context sensitive projects that foster the community's active use and sense of ownership of public rights-of-way.

### **Support for Economic Development**

The 2035 TSP supports the continued growth and vitality of the local and regional economy. Transportation infrastructure investments on key corridors will support the projected employment base and freight movements as well as improve multimodal access to the airport and train station. The 2035 TSP supports the creation of enhanced transportation corridors by seeing streets as inviting places for people biking, walking, and driving, and as key support for commerce. In this way, “complete streets” will provide integrated transportation networks throughout the City that connect people walking, biking, and taking transit to work, as well as serve cars and the movement of freight.

The *2035 TSP* removes a barrier to planned growth by adjusting Levels of Service for traffic to more realistic levels, levels that reduce reliance on automobile travel and permit levels of development desired by the comprehensive land use plan.

### Commitment to Address Climate Change

The City is committed to address climate recovery and reducing fossil fuel consumption. In July 2014, the Eugene City Council adopted a Climate Recovery Ordinance that codified a Council goal of achieving a 50 percent citywide reduction of fossil fuel use by 2030. The goal of reducing fossil fuel use by 50 percent is also a stated goal of the *2035 TSP*.

In addition to the City's adoption of the Climate Recovery Ordinance, from 2013 to mid-2015 the City participated in a scenario planning process led by the Central Lane MPO. The scenario planning process examined how transportation policies might affect equity, public health, economic vitality, and greenhouse gas emissions in the region. The state required the project partners to examine at least one scenario that would achieve a 20 percent reduction (below 2005 emissions levels) in greenhouse gas emissions from light vehicles. Generally, the 20 percent greenhouse gas emission reduction target of the scenario planning study is consistent with the goal of the Climate Recovery Ordinance.

While the preferred scenario selected by the Central Lane MPO is not a statement of regional policy and the strategies are not intended to be directive or regulatory, the *2035 TSP* incorporates and advances many of the strategies identified by the Central Lane MPO as a way of achieving the preferred scenario. Some specific examples of how the *2035 TSP* advances the preferred scenario strategies are as follows:

1. The *2035 TSP* plans for significant investment in active transportation over the next 20 years. (Active transportation strategies #1 & #2.)
  - Of the 264 projects planned in the 2035 TSP to be built over the next 20 years (excluding those to be built upon development), 239 of the projects are entirely pedestrian and bicycle projects; those projects include 89 neighborhood greenways, 22 on-street bike lanes, 18 shared use paths, 12 protected bike lanes, and 85 separated path/sidewalk projects.
    - Six of the 264 projects are transit projects, which include improving frequent transit service and multimodal travel along numerous transit corridors.
    - These 245 bicycle, pedestrian, and transit projects represent 51% of the total transportation dollars that are planned to be spent over the next 20 years.
    - Of the 19 remaining projects, 6 of the projects are complete street upgrades to existing roadways; all 6 of these projects have a significant bicycle and pedestrian component. These complete street projects represent an additional 10% of the total transportation dollars.
    - Not counting the three rail projects (which amount for 6% of the total transportation dollars), only three projects planned for the next 20 years have no explicit bicycle, pedestrian, or transit component contained in their project descriptions. These three projects represent approximately 8% of the total transportation dollars that are planned to be spent over the next 20 years.
2. Establishment of a bike share program is currently underway and is one of the *2035 TSP*'s four bicycle policies. (Active transportation strategy #3.)

According to the Environmental Protection Agency, transportation accounts for **28%** of greenhouse gas (GHG) emissions nationally.

3. Identified potential action items for meeting 2035 TSP policy objectives include providing education and awareness programs, such as *SmartTrips* and school-based transportation options (including Safe Routes to School) to improve safety for all travelers and providing support for Safe Route to School programs and other programs that create safe walking conditions between residences and schools and other neighborhood destinations. (Active transportation strategy #5, Education and marketing strategy #1.)
4. A system-wide policy of the 2035 TSP is fostering neighborhoods where Eugene residents can meet most of their basic daily needs without an automobile by providing streets, sidewalks, bikeways, and access to transit in an inviting environment where all travelers feel safe and secure. The related potential action item is the creation of a strategy to facilitate 90 percent of Eugene residences to be within 20-minute neighborhoods. (Active transportation strategy #6.)
5. The 2035 TSP policies promote improved transit services that are integrated through context specific multimodal planning for all Key Corridors. One of the four transit policies in the 2035 TSP is to collaborate with Lane Transit District to provide a network of high capacity, frequent, and reliable transit services, including consideration of Bus Rapid Transit, to the City's identified Key Corridors and to Frequent Transit Corridors as defined by Lane Transit District's Long Range Transit Plan. Additionally, the 2035 TSP includes \$171.4 million in transit projects that support the transit policies and the identified transit needs. (Transit strategies #3 and #4.)
6. The six multimodal/transit projects planned for the next 20 years include the improvement of frequent transit service and multimodal travel along Coburg Road, River Road, Highway 99, 30th Avenue and Amazon Parkway, new transfer stations, and enhanced pedestrian crossings. Additionally, an identified potential action item is to review City Code and amend it if needed to enable additional opportunities to provide bikeways and improved pedestrian connections between key destinations, transit stops, and residential areas with new development and redevelopment. (Transit strategies #5 and #7.)
7. Identified potential action items include aligning the City's land use and parking regulating to encourage walking, biking, and use of public transit and periodically reviewing parking needs in the downtown, Federal Courthouse, and riverfront districts and balance supply with other objectives, such as economic vitality; support for transit, walking, and biking; reduced consumption of fossil fuels; and human-scaled urban form. Additionally, for more than 10 years the City has had in place *Standards for Transportation Demand Management Programs* that provide a mechanism to vary the number of required off-street parking spaces by providing a strategy for reducing vehicle use and parking demand and using benchmarks to measure program effectiveness. (Parking management strategy #2.)
8. The 2035 TSP recognizes the Regional Transportation Options Plan (RTOP) adopted by the Central Lane MPO as the regional guidance for programs that reduce reliance on single-occupancy vehicles and identifies seven key programs and services, including: *SmartTrips* individualized marketing programs to encourage active transportation choices; *School-Based Transportation Options*: Build off existing Safe Routes to School programs to include coordinated program with ridesharing and transit promotion and expand the program to middle and high schools; *Rideshare* (carpooling and vanpooling); and, LTD's Group Bus Pass program. (Education and marketing strategies #1, 3, and #6.)

The scenario planning studies indicate that, in addition to the steps being taken by the 2035 TSP to reduce fossil fuel consumption and advance the achievement of the preferred scenario, a wide variety of

additional measures will likely be needed to meet the Climate Recovery Ordinance’s 50 percent fossil fuel reduction goal; including, additional investment in active transportation (bicycling, walking, and transit); fleet and fuel changes; changes to the pricing structure of fossil fuels, insurance, and parking; additional management of the parking supply; and additional education and marketing efforts.

At the time of this TSP adoption there is significant uncertainty about the tools that will be available for the City to meet this challenge – State consideration of new taxing mechanisms, emergence of self-driving cars and delivery vehicles, advances in electric vehicle technologies, real time information feeds to drivers about alternate routes and available parking spaces, safer street designs, and intelligent traffic control devices are just some of the trends that may impact travel behaviors, fuel consumption, traffic congestion, and emissions. The City will work with community partners and stakeholders to identify and implement the needed strategies for reducing fossil fuel consumption so the strategies will complement and expand upon those already contained in the *2035 TSP*.

### Emphasis on Active Transportation

#### What is Active Transportation?

Active transportation refers to any form of human-powered transportation – **walking, cycling, using a mobility device, in-line skating or skateboarding**. People engage in active transportation in many ways, whether it is walking to the bus stop, or biking to school or work. For some, driving a car is not possible.

Because transit users begin or end their trips on foot or bike, the *2035 TSP* considers transit an active mode, too.

The City’s transportation systems should be designed and operated with the needs and safety of all travelers in mind, including people of all ages and abilities, especially the most vulnerable, who are walking, driving, bicycling, using transit, or traveling with mobility aids, some out of necessity.

Toward this end, the *2035 TSP* includes a “Complete Streets” policy that will affect how all streets will be planned and maintained in the future. By making streets more inviting to pedestrians and bicyclists, especially for short trips, the City will gain more efficient use of limited available space within the street rights-of-way, provide a healthier environment in neighborhoods, and support the higher density, mixed use Key Corridors championed by *Envision Eugene, A Community Vision for 2032*.

Improvements to the sidewalk, bicycle, and transit networks make many more travel options available, providing choices that best fit one’s travel needs, financial situation, and location. In furtherance of the goal to increase the number

of people choosing active transportation as their travel option, as noted above, there are 245 bicycle, pedestrian and transit projects planned for the next 20 years; these projects representing over 51% of the total transportation dollars that the City plans to spend over the next 20 years.

By planning for the active transportation infrastructure that will make active modes of travel more safe and convenient, the *2035 TSP* is designed to achieve its goal of greatly increasing the number of trips made by transit, bicycling and walking. With the 245 bicycle, pedestrian and transit projects (as well as the six complete street projects) planned for the next 20 years, the *2035 TSP* hopes to (at least) triple the number of trips made by transit, bicycling or walking by 2035.



....

### **Greenhouse Gas, Climate Change, and Natural Environment Policies**

1. Support the use of more highly fuel efficient vehicles including electric, hydrogen fuel cell, and non-motorized vehicles.
2. Create a strategy that advances the goal of having an integrated transportation system that reduces fossil fuel consumption by 50 percent and reduces reliance on single-occupancy automobiles.
3. Prioritize capital projects and programs that will facilitate the achievement of the *2035 TSP's* pedestrian, bicycle and transit policies.
4. Continue work to identify possible transportation infrastructure improvements that will make walking, bicycling and the use of transit safe and highly convenient.
5. Protect, and enhance habitat in transportation projects where possible. Minimize and mitigate impacts of transportation projects when needed.
6. Provide leadership in regional and State coordination efforts that support Eugene's environmental policies.

### **Potential Actions for Greenhouse Gas, Climate Change, and Natural Environment Policies:**

- A. Support programs aimed at reducing reliance on single occupancy vehicle travel.
- B. Enhance the tree canopy along streets.
- C. Reduce stormwater pollution and minimize runoff from streets and multi-use paths in a manner prescribed by Eugene's *Comprehensive Stormwater Management Plan*.
- D. Increase supply of charging stations for electric vehicles.



- E. Support legislation that updates the State building code to require basic electric vehicle charging infrastructure in new development.
- F. Provide priority parking and reduced parking fees for non-gasoline powered vehicles.
- G. Create a program that encourages properties adjacent to streets and alleys to replace paved areas with usable open space, permeable surfaces, plantings, stormwater retention areas, and other amenities for the public benefit (e.g., a “green alleys” program).
- H. Provide stormwater facilities within street construction projects by incorporating low impact development and green infrastructure practices.
- I. Identify City Code amendments that will facilitate the achievement of the 2035 TSP’s pedestrian, bicycle and transit policies.



*Stormwater treatment can be an attractive part of the streetscape.*

Source: CH2M

# Attachment C

## Priority Network (TSP)

| ID  | Facility                 | Name                           | Extent                                  |
|-----|--------------------------|--------------------------------|-----------------------------------------|
| 5   | Greenway                 | Crocker Road                   | Irvington Dr to Irving Rd               |
| 152 | Greenway                 | Donegal Street                 | Irving Rd to Ruby Ave                   |
| 155 | Greenway                 | N Park Avenue                  | Skipper Ave to Maxwell Rd               |
| 157 | Greenway                 | N Park Avenue                  | Howard Ave to NW Expressway             |
| 12  | Grade Separated Crossing | Park Avenue Overpass           | Ruby Ave to Skipper Ave                 |
| 552 | Shared Use Path          | UGB Path                       | Wilkes Dr to Division Ave               |
| 526 | Protected Bike Lane      | River Road                     | Division Ave to NW Expressway           |
| 80  | Greenway                 | Dale Avenue                    | Downing St to County Farm Rd            |
| 81  | Greenway                 | Dale Avenue                    | Riverbend Ave to Downing St             |
| 85  | Greenway                 | Honeywood Street               | Gilham Rd to Honeywood St               |
| 86  | Greenway                 | Honeywood Street               | Honeywood St to Honeywood Accessway     |
| 393 | Protected Bike Lane      | Willakenzie Road               | I-5 Path to Cal Young Rd                |
| 392 | Protected Bike Lane      | Cal Young Road                 | Willakenzie Rd to Oakway Rd             |
| 391 | Protected Bike Lane      | Oakway Road                    | Cal Young Rd to Coburg Rd               |
| 131 | Greenway                 | Bailey Lane                    | Harlow Rd to Willakenzie Rd             |
| 453 | Greenway                 | Westward Ho Ave/Sunshine Acres | Harlow Rd to N Garden Way               |
| 452 | Greenway                 | Dapple Way                     | Sorrel Way to Dapple Accessway          |
| 610 | Shared Use Path          | Roosevelt Path Extension       | Maple St to HWY 99                      |
| 549 | Shared Use Path          | HWY 99 Path                    | Roosevelt Blvd to W 5th Ave             |
| 41  | Bike Lane                | Garfield Street                | Roosevelt Blvd to W 6th Ave             |
| 554 | Bike Lane                | W 2nd Avenue                   | Garfield St to Chambers St              |
| 110 | Greenway                 | W Broadway                     | McKinley St to Charnelton St            |
| 446 | Greenway                 | W 12th Avenue                  | Fern Ridge Path Accessway to Hilyard St |
| 107 | Greenway                 | W 15th Avenue                  | Jefferson Alley to Kincaid St           |
| 583 | Protected Bike Lane      | 8th Avenue                     | Lincoln St to E Broadway                |
| 556 | Protected Bike Lane      | 13th Avenue                    | Kincaid St to Lincoln St                |
| 589 | Protected Bike Lane      | E 24th Avenue                  | Willamette St to Alder St               |
| 21  | Shared Use Path          | E 30th Avenue                  | Hilyard St to Agate St                  |
| 211 | Shared Use Path          | Spring Boulevard Connector     | Central Blvd to E 30th Ave              |
| 571 | Protected Bike Lane      | Lincoln Street                 | W 5th Ave to W 13th Ave                 |

|     |                          |                                    |                                    |
|-----|--------------------------|------------------------------------|------------------------------------|
| 18  | Protected Bike Lane      | High Street                        | E 6th Ave to E 19th Ave            |
| 596 | Bike Lane                | High Street                        | E 6th Ave to E 4th Ave             |
| 8   | Grade Separated Crossing | Alder Street Rail Crossing         | South Bank Path to Alder St        |
| 31  | Bike Lane                | Willamette Street                  | 23rd Ave to 32nd Ave               |
| 459 | Shared Use Path          | Hilyard Street                     | E 34th Ave to Dillard Rd           |
| 46  | Protected Bike Lane      | E Amazon Drive                     | Hilyard St to Snell St             |
| 249 | Grade Separated Crossing | Amazon Drive Footbridge at 39th    | W Amazon Dr to E Amazon Dr         |
| 612 | Grade Separated Crossing | Amazon Drive Footbridge at 37th    | W Amazon Dr to E Amazon Dr         |
| 613 | Grade Separated Crossing | Amazon Drive Footbridge at Dillard | W Amazon Dr to E Amazon Dr         |
| 245 | Grade Separated Crossing | Commerce Street Bridge             | Fern Ridge Path to Commerce Street |
| 559 | Grade Separated Crossing | Wallis Street Bridge               | Fern Ridge Path to W 12th Ave      |
| 216 | Grade Separated Crossing | Buck Street Bridge                 | Fern Ridge Path to Buck St         |



## Memorandum

Date: May 16, 2017  
To: Mayor and City Council  
From: Rob Inerfeld, Transportation Planning Manager  
Subject: Randy Papé Beltline and the Eugene 2035 TSP

This memorandum provides additional information for the May 22 work session on the Eugene 2035 Transportation System Plan (*2035 TSP*) regarding the relationship of the *2035 TSP* to Randy Papé Beltline.

The 20-year project list in the *2035 TSP* includes 3 projects on OR569, also known as Randy Papé Beltline:

- The section from River Road to Coburg Road that is covered by the Beltline Facility Plan. The elements of this project that are on the 20-year project list in the *2035 TSP* are the multimodal local arterial bridge and the safety improvements at the Delta/Beltline interchange;
- Adding one vehicle lane each way to the section of Beltline from Roosevelt Boulevard to W. 11<sup>th</sup> Avenue; and
- Building a complete street with turn lanes, stormwater treatment and pedestrian and bicycle facilities on the section of W. 11<sup>th</sup> (also known as Beltline or OR569 on this section) from Terry Street to Green Hill Road.

There is also a possibility that the Beltline bridges over the Willamette River could be replaced with new seismically sound bridges during the 20-year life of the *2035 TSP* but this is considered more of a maintenance project and not identified in the TSP.

In 2006, the City Council voted to make improving the section of Beltline between River Road and Coburg Road the City's top transportation priority in north and west Eugene. Subsequently, City staff has supported ODOT's work to complete the Beltline Facility Plan. By adopting the TSP, the City Council and Board of County Commissioners will also adopt the Beltline Facility Plan. ODOT is currently preparing to begin the National Environmental Policy Act (NEPA) review process. ODOT will not begin the NEPA process until the *2035 TSP* is adopted. Through the NEPA process, a build alternative will be selected for the section of Beltline from River Road to Coburg Road. The NEPA analysis scope is not yet finalized, but it will likely include an assessment of the changes in greenhouse gas emissions between the no build and the build alternative.

In the near term, ODOT is designing safety improvements to the Delta/Beltline interchange slated for construction beginning in 2019.

City staff is collaborating with Lane County on a couple of key projects nearby:

- At its western terminus, the local arterial bridge will connect to both Beaver Street and Division Avenue. Although the city did recently install a buffered shoulder for walking and biking on the north side of Division, neither Beaver nor Division has adequate pedestrian and bicycle facilities and both have projects identified in the *2035 TSP*. City staff is participating in a county-led study to reconstruct Beaver Street and Hunsaker Lane as a complete street with safe and comfortable sidewalks and bike lanes.

[Type text]

- The West Bank Path currently terminates at the intersection of Division and Beaver. The 2035 TSP includes a project called the UGB Path that will continue the path northward eventually connecting to Wilkes Drive. There is strong interest in the community in prioritizing this project which will enable more people to walk and bike over the local arterial bridge and to the Delta Oaks commercial area. This project will likely be a partnership between the City of Eugene and Lane County and we have begun discussions regarding how to move forward with this project.

In addition to the Beltline Highway Facility Plan being an attachment to the 2035 TSP, Chapter 5 the 2035 TSP includes the following information regarding the Randy Papé Beltline project:

## Randy Papé Beltline Facility Plan

The Randy Papé Beltline Facility Plan is adopted as part of the 2035 TSP (Attachment C). The Facility Plan includes recommended improvements to the Randy Papé Beltline Highway, Delta Highway and the adjacent arterial street system to improve safety and the long-term operations of the highway between River Road and Coburg Road. This Facility Plan is a precursor to the National Environmental Policy Act (NEPA) process for the implementation of future Randy Papé Beltline Highway projects. The NEPA analysis will include more detailed and rigorous analysis of project impacts and result in a determination as to whether or not one or more of the improvements options can be constructed and, potentially, result in a project that is eligible for federal funding.<sup>1</sup>

The Randy Papé Beltline Facility Plan identifies concerns regarding safety, operation, and capacity of Beltline Highway and its interchanges at Delta Highway, River Avenue/Division Avenue, and River Road in both objective and subjective ways. The Facility Plan describes four potential improvement options: No Build, Improve Existing, Auxiliary Lane, and Collector Distributor.

### What is NEPA?

The **National Environmental Policy Act (NEPA)** is a United States environmental law (enacted in 1970) that promotes the enhancement of the environment and establishes the broad national framework for protecting our environment. NEPA requires federal agencies to assess the environmental effects of their proposed actions prior to making decisions.

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<sup>1</sup>If the outcome of the NEPA analysis is that one or more of the improvement options can be constructed, the project description and costs estimates for Project MM-3 will be updated to reflect the improvement option ultimately selected. The City recognizes that construction outside of the urban growth boundary may require a goal exception or UGB amendment. Those land use issues will be resolved together with Lane County.

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Both the Improve Existing and Auxiliary Lane options provide auxiliary lanes and improved, safer access to the existing Beltline mainline, and provide a local arterial street connection parallel (to the north) to the existing bridge. Both options meet the project objectives and can provide better facilities for walking, biking, and transit. The Collector Distributor option, however, was found to be inconsistent with the direction espoused by the TSP. Compared to the Improve Existing and Auxiliary Lane options, the Collector Distributor option has significantly higher costs with only a marginal improvement to corridor operational performance, inability for phased construction, likelihood of greater impacts to the surrounding community, and would be less hospitable for walking, biking, and transit. Thus, based on City Council direction provided on September 30, 2015, adoption of the Randy Papé Beltline Facility Plan as part of this TSP does not include the Collector Distributor option. Only the No Build, Improve Existing, and Auxiliary Lane options will be subject to NEPA review.



Traffic on Beltline Highway at River Avenue during evening rush hour.

Source: City of Eugene

## Memorandum

Date: May 16, 2017  
To: Mayor and City Council  
From: Rob Inerfeld, Transportation Planning Manager  
Subject: Vision Zero and Transportation Safety in the Eugene 2035 TSP

This memorandum provides additional information for the May 22 work session on the Eugene 2035 Transportation System Plan (*2035 TSP*) regarding the Vision Zero and transportation safety elements of the *2035 TSP*. The importance of developing a safe transportation system is woven throughout the *2035 TSP*. Although it is not explicitly stated, most of the 264 capital projects in the *2035 TSP* are also intended to either address safety deficiencies or to enhance the safety of specific corridors.

Below are excerpts from the proposed Eugene 2035 Transportation System Plan (*2035 TSP*) that relate specifically to Vision Zero and safety of the transportation system. The page numbers identify where the excerpt can be found in the proposed *2035 TSP*.

(Page 6) The criteria that were used to prioritize potential projects and programs in this plan were broadened to include public health and safety, community context and neighborhood character, climate and energy, and cost effectiveness to ensure that the plan adequately addresses the many aspects of the economy-equity-environment triple bottom line.

(Page 8) The *2035 TSP's* expanded view also brought to light other important attributes of the transportation systems, such as perceptions of safety, livability, and compatibility with neighborhood plans.

7. Identified potential action items for meeting *2035 TSP* policy objectives include providing education and awareness programs, such as *SmartTrips* and school-based transportation options (including Safe Routes to School) to improve safety for all travelers and providing support for Safe Route to School programs and other programs that create safe walking conditions between residences and schools and other neighborhood destinations. (Active transportation strategy #5, Education and marketing strategy #1.)
8. The *2035 TSP* recognizes the Regional Transportation Options Plan (RTOP) adopted by the Central Lane MPO as the regional guidance for programs that reduce reliance on single-occupancy vehicles and identifies seven key programs and services, including: *SmartTrips* individualized marketing programs to encourage active transportation choices; School-Based Transportation Options: Build off existing Safe Routes to School programs to include coordinated program with ridesharing and transit promotion and expand the program to middle and high schools; Rideshare (carpooling and vanpooling); and, LTD's Group Bus Pass program. (Education and marketing strategies #1, 3, and #6.)

### (Page 10) Public Health

Transportation affects our individual health in many ways: through exposure to air pollution, by affecting the amount of exercise we get, through traumatic crashes, and, all too often, by adding stress. Cumulatively, poor health conditions and injuries create an economic burden on society. Local studies showed significant health benefits when the community invested more in active transportation, transit, education, and marketing

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programs designed to help people avoid single occupant auto trips.

In November 2015, the City Council adopted Resolution No. 5143 setting as official policy for the City the Vision Zero goal that no loss of life or serious injury on our transportation system is acceptable. In its resolution, the City Council explicitly gave its support to “efforts by the City of Eugene and our regional partner agencies to prioritize safety improvements for people walking, bicycling, and using mobility devices” and to “efforts by the City of Eugene and our regional partners to eliminate deaths and serious injuries on our transportation system, with an emphasis on the most vulnerable users.”

Each of the planned projects advance, in some way, the Vision Zero goal by improving the safety of the subject transportation facility for the users. In addition to the many bicycle and pedestrian projects that will improve the user’s safety, such as the grade separated path/sidewalk projects and the protected bike lane projects, proposed improvements to our current roadways will also advance user safety goals. For example, the complete street upgrade projects will improve the roadway for all users and the adoption and construction of the Randy Papé Highway Facility Plan recommendations for improvements to the Randy Papé Beltline Highway and Delta Highway will improve the safety of those facilities, both of which have segments identified by ODOT as having Safety Priority Index System (SPIS) scores in the top 10 percent. (ODOT’s SPIS score is based on crash rate, frequency and severity over the prior three years.) In all, implementation of the 2035 TSP will result in improved safety from crashes, safer sidewalks and bike facilities, slower vehicular speeds, and better pedestrian crossings on busy streets.

(Page 13) There are other City-adopted plans and policies that, while not solely related to the provision of transportation facilities to the public, nevertheless play an important role in the City’s long-range transportation planning. Some of those other plans and policies, such as the Climate Recovery Ordinance and the Triple Bottom Line framework, are explicitly discussed in the 2035 TSP. Also recognized and incorporated into the 2035 TSP is the City Council’s adoption of Resolution No. 5143 which sets as official policy for the City the Vision Zero goal that no loss of life or serious injury on our transportation system is acceptable.

#### (Page 15) Goals

**Goal 1:** Create an integrated transportation system that is safe and efficient; supports the *Metro Plan’s* land use diagram, *Envision Eugene, A Community Vision for 2032* (2012), the City of Eugene’s target for a 50 percent reduction in fossil fuel consumption, and other City land use and economic development goals; reduces reliance on single-occupancy automobiles; and enhances community livability.

**Goal 4:** Address the transportation needs and safety of all travelers, including people of all ages, abilities, races, ethnicities, and incomes. Through transportation investments, respond to the needs of system users, be context sensitive, and distribute the benefits and impacts of transportation decisions fairly throughout the City.

#### (Page 16) System-Wide Policies

1. Foster neighborhoods where Eugene residents could meet most of their basic daily needs without an automobile by providing streets, sidewalks, bikeways, and access to transit in an inviting environment where all travelers feel safe and secure.
2. Consider safety first when making transportation decisions. Strive for zero transportation-related fatalities and severe injuries by reducing the number and severity of crashes through design, operations, maintenance, education, and enforcement. In furtherance of the City Council’s adopted Vision Zero goal (Resolution No. 5143), prioritize safety improvements for people who walk, bike and use mobility devices because no loss of life or serious injury on our streets is acceptable.

#### (Page 17-18) Potential Actions for System-Wide Policies



[Type text]

- C. Create a strategy to facilitate 90 percent of Eugene residences to be within “20-minute neighborhoods.” The strategy might include methods to improve proximity of residences to services and prioritizing projects that improve convenience and safety for walking, biking, and connections to transit stops.
- J. Continue to review and amend standard conditions for traffic control, permit approval procedures, and design standards, as necessary, to ensure safe, barrier-free passage through and adjacent to construction zones.
- K. Evaluate City streets for opportunities to lower speed limits when doing so will make the street safer for one or more modes of transportation and not make it less safe for any other mode.
- P. Provide education and awareness programs, such as *SmartTrips* and school-based transportation options (like Safe Routes to School), to improve safety for all travelers and encourage use of active transportation.
- S. Collect and report crash data for all travel modes and use the data to inform capital and maintenance projects to enhance safety and engineering changes to existing infrastructure.
- U. Prepare an assessment of the City’s current safety efforts, recommendations for actions to take to improve transportation safety, and an implementation plan for those actions. The assessment should include a framework for screening all transportation projects for consistency with adopted policies.
- W. Complete a Vision Zero Action Plan to achieve the goal of zero transportation-related fatalities and severe injuries by a target date to be recommended by the Vision Zero Task Force.

(Page 19) Potential Actions for Transit Policies

- C. Consider transit-preferential measures at intersections to improve travel time reliability and reduce delays. These include transit signal priority, queue jump lanes, curb extensions for loading, and other such practices. These options should be balanced against the potential interference with bike lanes, delays to pedestrian crossings, and safety for all travelers. Work with LTD to provide safe and convenient pedestrian and bicycle access and amenities by transit stops, including bike share stations and secure bike parking

(Page 21) Actions for Roadway Policies

- B. Amend the Traffic Impact Analysis provisions to require a review of safety at intersections through a comparison of the actual crash rate experienced during the past 3-5 years versus the expected crash rate for similar facilities to determine whether improvements may be needed.

(Page 22) Potential Actions for Roadway and Parking Policies

- F. Update the Eugene *Design Standards and Guidelines for Eugene Streets, Sidewalks, Bikeways and Accessways* to implement the “complete streets policy” by:
  - Recognizing these attributes as integral parts of the planning, design, and programming for public streets and rights-of-way:
    - The safety for those traveling in the public right-of-way, including the most vulnerable people of all ages and abilities.
    - The convenience of all users of the transportation system.
    - The importance of making walking and biking the most efficient, convenient, safe, and comfortable method of travel for trips of up to half a mile and up to 2 miles, respectively.
    - Adopted plans that state a preference for a mode of travel in a specific location, such as transit in Frequent Transit Corridors, emergency services on Emergency and Fire Response routes, trucks on designated freight routes, and bicycles on facilities described in Chapter 5.

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- Balancing traffic flow with the street experience, safety, and needs of other users within the streetscape.
- J. Review and update procedures for incident/crash detection and clearing roads to reduce traffic delay while maintaining a safe environment for incident responders.
- K. Review and update as necessary the Eugene Code and policies for access management and street connectivity standards to enhance safety and operational efficiency for all modes of travel on streets and sidewalks.

(Page 24) Pedestrian Policies

1. Ensure that there are safe, accessible, comfortable, and direct sidewalk connections between residential areas, major destinations, and transit stops. Continually improve walking comfort, safety, and accessibility through design, operations, retrofits, and maintenance. Provide landscaped setback sidewalks of ample width and safe street crossings to encourage people to walk.

(Page 25) Potential Actions for Pedestrian Policies

- C. Provide support for Safe Routes to School programs and other programs that create safe walking conditions between residences and schools and other neighborhood destinations.

(Page 26) Bicycle Policies

2. Develop a well-connected and comfortable bikeway network. Ensure that there are safe, comfortable, and direct bikeway connections between residential areas, major destinations, and transit stops and provide secure bicycle parking facilities at these destinations.
3. Continually improve the comfort and safety of bicycling through design, operations, retrofits, and maintenance. Identify and develop “low stress” bikeways to attract new cyclists.

(Page 26) Potential Actions for Bicycle Policies

- B. Support Safe Routes to School programs and other programs that create safe bicycling conditions between residences and schools and other neighborhood destinations.

(Page 27) Potential Actions for Rail, Freight, and Pipeline Policies

- G. Coordinate with rail providers to upgrade at-grade rail crossings to improve traffic safety and manage conflict points while maintaining access for non-rail travel where possible.
- H. Install supplemental safety measures (SSMs), such as quad gates and medians, at railroad crossings, as necessary, starting in the downtown and Whiteaker areas, to implement a railroad quiet zone.

(Page 28) Greenhouse Gas, Climate Change, and Natural Environment Policies

4. Continue work to identify possible transportation infrastructure improvements that will make walking, bicycling and the use of transit safe and highly convenient.

(Page 29) Cost Effectiveness and Finance Policies

2. Maintain transportation performance and improve safety by improving system efficiency and management before adding capacity for automobiles to the transportation system by using the following priorities for developing the Eugene Capital Improvement Program (CIP) and Eugene projects in the Metropolitan Transportation Improvement Program (MTIP):

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- Protect the existing system. The highest priority is to preserve or improve the functionality of the existing transportation system by means such as access management, transportation demand management, improved traffic operations, use of technologies, accommodating “active transportation” options not previously present, and keeping roads well maintained to avoid reconstruction.
- Improve the efficiency and safety of existing facilities. The second priority is to make minor improvements to existing streets, such as adding turning lanes at intersections, providing and enhancing pedestrian, bicycle and transit facilities, and extending or connecting streets pursuant to existing plans.
- Add capacity to the existing system. The third priority is to make major improvements to existing transportation facilities such as adding general purpose lanes and making alignment corrections to accommodate legal-sized vehicles.
- Add new facilities to the system. The lowest priority is to add new transportation facilities for motorized vehicles, such as new roadways. New streets that are needed and planned for connectivity are a higher priority, as noted in (b), above.

Implement higher priority measures first unless a lower priority measure is demonstrated to be more cost-effective or better supports safety, growth management, or other livability and economic considerations. Provide justification for using lower priority measures before higher priority measures.

(Page 35) The needs assessment and resulting projects (set forth in Chapter 4) that establish a transportation system adequate to meet the identified local transportation needs are based upon the land use designations established by the *Metro Plan*. Because the *2035 TSP* is based on the *Metro Plan* land use designations, any zone allowed within the land use designation is consistent with both the *Metro Plan* and this *2035 TSP*. The *2035 TSP* reflects Eugene policy makers’ and community members’ priority to maintain existing facilities and provide multiple transportation options for local and regional travel. These priorities are based on the premise that the City can reduce congestion, save money, and provide health benefits for the entire community by providing alternatives to single occupancy vehicle travel and by making existing streets safer and more efficient without costly increases to automobile-oriented infrastructure.

(Page 37) In addition to the roadway needs identified by the traffic model and by the analysis of existing transportation system conditions, the Transportation Community Resource Group (TCRG), participants at community workshops, Technical Advisory Committee (TAC), and agency staff identified these following needs to be addressed by the TSP:

....

- Improved safety for all travelers.

....

- From the *2012 Bicycle and Pedestrian Master Plan*: filling gaps in the sidewalk system, gaps in the designated bikeway system, and need for improved pedestrian and bicycle facilities that will encourage greater use.

(Page 38-39) Early in the TSP process, the PMT, TCRG, and TAC developed an evaluation framework for screening potential projects. This framework referenced the Sustainable Transportation Analysis and Rating System (STARS) and is reflective of the City’s commitment to the Triple Bottom Line. Table 3.2 presents the evaluation criteria applied to the potential project list. Some criteria, noted as “key criteria,” proved most useful and effective in comparing project and program ideas. While the “key criteria” often served as

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differentiators between potential projects, all criteria listed below were used to perform a preliminary screen of potential projects that address existing and future needs. All of the criteria were also used for a more detailed review of those ultimately identified for the 20 year list of projects reflected in Chapter 5.

[Key Criteria, included:]

Improve safety and security for all users, especially for the most vulnerable; strive for zero fatalities.

Use future transportation investments to reduce or eliminate disparities between neighborhoods in access, economic benefits, safety, and health.

(Page 41 – 42) Pedestrian System

The 2035 TSP's pedestrian-oriented projects and programs are aimed at serving different types of walking trips for people of all ages and abilities. To ensure that walking will constitute most of the trips of less than half a mile within Eugene, pedestrians must feel safe and comfortable, and have convenient access to their desired destinations. The pedestrian capital projects and operational programs in the 2035 TSP focus on components of transportation system alternatives that address the following needs identified through analysis of the existing and future system deficiencies:

- Filling gaps in the sidewalk network between neighborhoods, schools, parks, recreational areas, activity centers, and major transit stops, and to regional facilities;
- Arterial and collector street crossings and safety enhancements;
- Widening the shared use pathway system in the busiest sections; and
- Education about walking safety and access to key routes.

The 2035 TSP also calls for an update in the City's street design standards, development of a sidewalk infill program, and improved enforcement of laws that improve pedestrian safety.

(Page 42-43) Bicycle System

To encourage increased travel by bicycle, the 2035 TSP provides a list of projects and programs that will improve safety, convenience, and direct connections for people traveling by bike. Bicycling promotes the health of individuals, has a low impact on the environment, and allows people to move independently throughout the community without motorized vehicles, including many who cannot or choose not to drive. The bicycle-oriented capital projects and operational programs in the 2035 TSP focus on components of transportation system alternatives that address the following needs identified through the analysis of existing and future system deficiencies:

- Completing the bicycle route network throughout the City;
- Street designs that slow speeds on neighborhood greenways;
- Increasing the quantity of bike lanes that are separated or buffered from motorized traffic or parked cars;
- A convenient bike share system;
- Better wayfinding signage;
- Educational programs;
- Expanded bike storage on buses and at transit stops and stations; and
- Improved bicycle connections to transit hubs.

The list of bicycle projects in support of the policies and the identified needs are shown in Chapter 5. The 2035 TSP is the City's bicycle and pedestrian plan, providing projects and policies that will create a network of bicycle and pedestrian-friendly routes throughout the planning area. The identified bicycle needs, as well as

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the bicycle policies and projects set forth in the *2035 TSP*, were largely pulled from a March 2012 pedestrian and bicycle master planning effort, the outcomes of which are provided in Appendix F of Volume 2. While the map of all potential bicycle system improvements may include some on local streets, only improvements on collector and arterial streets were considered for the *2035 TSP* project list and cost estimates.

(Page 79) The *2035 TSP* articulates policies and actions that explicitly prioritize facilities and improvements that support mixed-use, pedestrian-friendly neighborhoods, increase use of active modes of transportation, and reduce reliance on travel by single-occupant automobile. These priorities include improved convenience and safety for walking, biking, and connections to transit stops; improved transit service in Key Corridors; bikeway improvements near the University of Oregon, downtown Eugene, and on streets connecting residential areas to schools and commercial hubs; a railroad quiet zone in the downtown and Whiteaker areas; investments that facilitate job growth in commercial or industrial areas; and priority parking and reduced parking fees for non-gasoline powered vehicles.

The highest priority projects in the *2035 TSP*, the Eugene Capital Improvement Program (CIP) and Eugene projects in the Metropolitan Transportation Improvement Program (MTIP) are those that (1) protect the existing system and (2) improve the efficiency and safety of existing facilities. These projects are to be implemented first unless a lower priority measure is demonstrated to be more cost-effective or is one that better supports safety, growth management, or other livability and economic considerations.

The *2035 TSP* promotes a series of projects that make streets safer and more efficient with use of emerging technologies. These actions increase the capacity and safety of the streets without adding general purpose lanes. Examples of technological improvements could include: traffic signal upgrades and communications, traffic monitoring cameras, dynamic message boards, and weather stations.