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CENTRAL LANE SCENARIO PLANNING

DRAFT preferred scenario for review and discussion

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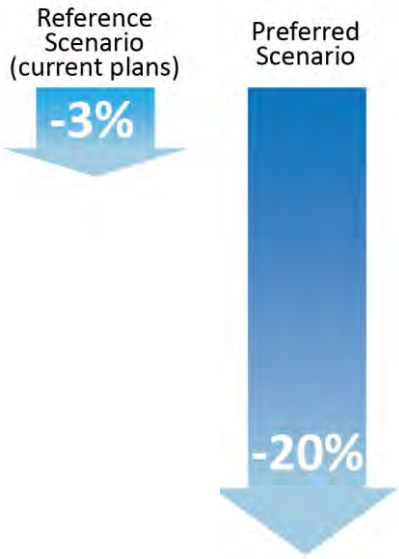
The preferred scenario

In 2009, the Oregon Legislature passed the Jobs and Transportation Act (House Bill 2001). The Jobs and Transportation Act requires the local governments in central Lane County to conduct scenario planning and cooperatively select a “preferred scenario” that accommodates planned population and employment growth while achieving a reduction in greenhouse gas emissions from passenger vehicles. The preferred scenario is comprised of strategies in seven policies areas, described below. With the preferred scenario, the region could expect a 20% per capita reduction in greenhouse gas emissions from light vehicles over 2005 levels, meeting the state’s reduction target for the region. The region can expect about a 3% reduction in per capita emissions if current plans and policies are implemented (the “reference scenario”).

The local governments – Lane County and the cities of Coburg, Eugene and Springfield – are not required to implement the preferred scenario and are not mandated to select any particular set of strategies that support the preferred scenario. The preferred scenario refers to levels of investment in seven strategy areas – active transportation (bicycling and walking), transit, fleet and fuel changes, pricing, parking management, education and marketing, and roads – that could meet regional goals and the state’s greenhouse gas target.

The preferred scenario is accompanied by land use and transportation strategies that could be employed by one or more jurisdictions to move in the direction of the preferred scenario. The strategies are intended to be flexible and should be reconsidered over time. **Most importantly, the**

How much does the preferred scenario reduce greenhouse gas emissions?



preferred scenario is not a statement of regional policy and the strategies are not intended to be directive and are not regulatory.

The elements of the preferred scenario are interrelated. For example, expansion of the transit system can result in more walking and biking and greater public health benefits. In addition, encouraging drivers to switch to other travel modes only works if they have viable options such as robust transit, walking, and bicycling infrastructure.

Preferred scenario: a balanced approach

The preferred scenario represents a balanced approach toward investment in seven areas. The recommended level of investment for each area is shown in Table 1. The preferred scenario includes:

- A significant investment in transit, active transportation and education and marketing programs.
- Some change in the way drivers pay to use the system.
- Continued investment in optimizing roadways in the region.
- Continued support for the state’s assumptions about changes to vehicle and fuel technology.
- Continued policies related to parking pricing and availability.

The preferred scenario is most aggressive in “education and marketing” strategies, which are relatively inexpensive, but magnify benefits from investments in other areas like active transportation and transit. The preferred scenario assumes modest investment in roadway optimization strategies which feature strongly in current plans and policy. Investment in other strategies lies in between these two. The preferred scenario does not rely too heavily on any one policy area, but is instead a realistic and balanced mix of investments that would make significant progress toward regional goals.

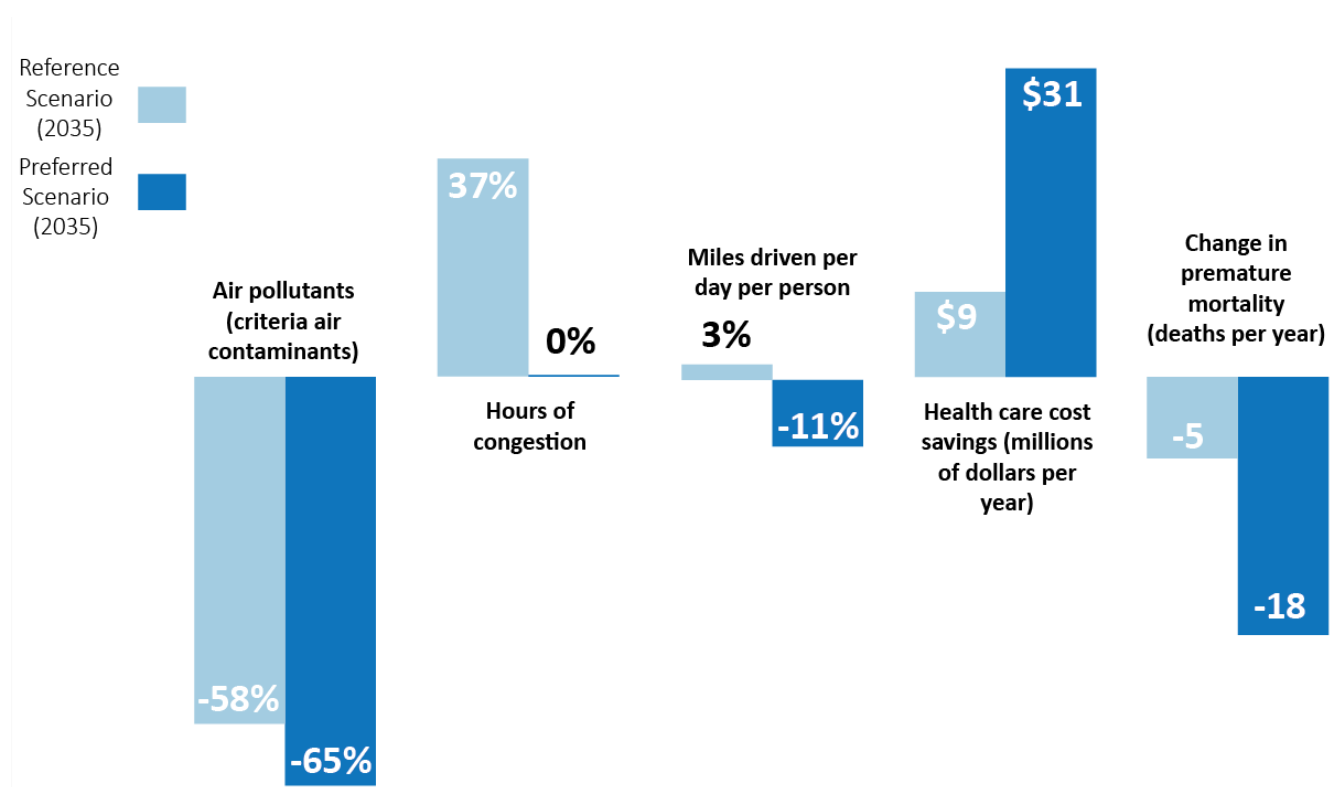
Preferred scenario outcomes

The preferred scenario would help the region make progress in several different regional goal areas. The preferred scenario is compared to both current conditions and a “reference scenario.” The reference scenario represents what is expected to occur if existing plans and policies are implemented and makes significant progress toward regional goals. The preferred scenario would make further gains in the goal areas listed below.

Public health

The preferred scenario would significantly improve public health outcomes across the region as compared to today. Chronic disease, premature death, and health care costs would all decline due to more residents using active transport modes, like cycling and walking. Some of this benefit also comes from residents driving less and therefore experiencing fewer crashes.

Change as compared to today



Transportation

Even with a 25% expected increase in population over the next 20 years, with the preferred scenario, congestion would not increase over today’s condition. Freight delay would be less with the preferred scenario than with the reference scenario. The number of miles driven per person, on average, would decrease by about 11% over today.

Air quality and greenhouse gas emissions

Air quality would improve, with common air pollutants decreasing by two-thirds as compared to today. Per capita greenhouse gas emissions would decrease significantly. Emissions would decrease significantly due to improved fuel efficiency, new vehicle technologies and transportation fuels becoming less carbon intensive. Additional policy actions included in the preferred scenario would reduce emissions even further.

Economy

Time lost to congestion would stay about the same as today, but would decrease as compared to the reference scenario. Household driving costs, as a percentage of income, would stay about the same as today. Freight delay would be less than in the reference scenario. The preferred scenario could save more than \$50 million in annual fuel expenses. With no petroleum, production or refining facilities in the region or the state, it is possible that much of these saving would stay in the local economy.

Equity

Equity outcomes would be dependent on how policies and strategies might be implemented. For example, if cycling and walking facilities are constructed in low-income parts of the region, equitable access to active transportation is likely to improve. Pricing and parking strategies included in the preferred scenario can have neutral effects on equity if mitigation measures – like ensuring access to transit – are implemented

Challenges to advancing the preferred scenario

While the preferred scenario would achieve positive outcomes by many measures, current funding for transportation programs, infrastructure, and operations would not support the preferred scenario's increased level of investment. New revenue sources – local, regional or federal – would be required to make the necessary investments to support the preferred scenario. While, the strategic analysis that supported the scenario planning process represents a sophisticated way of understanding how policies interact, the analysis was conducted at a regional level and considered policy areas broadly. Before changing policy, jurisdictions may want to explore tradeoffs not included in this analysis such as developing cost estimates, a detailed cost-benefit analysis or targeted analysis of the geographic distribution of benefits and impacts.

Achieving the preferred scenario

While the preferred scenario is intended to be a broad statement of shared goals, it is important to understand what it might take to get to those goals. The following sections describe the desired level of investment in each strategy area and potential strategies that support that level of investment. These strategies are intended to be flexible and to allow each jurisdiction to choose how to support the goals defined in the preferred scenario.

Active transportation: Invest beyond existing plans

Emissions reduction effectiveness



Bicycling and walking (along with other “active” ways of getting around) are important ways for residents of central Lane County to get around the region. Eleven percent of regional trips are made by bicycling and walking today. The preferred scenario calls significant

investments in active transportation. Changing demographics including lower car ownership rates among Millennials may contribute to this shift. However, the magnitude of change called for in the preferred scenario will require behavior change as well as new infrastructure and creative uses of fixed rights-of-way. For this reason, education and marketing strategies may be as important as active transportation strategies in achieving the levels of biking and walking envisioned in the preferred scenario.

Active transportation strategy #1: Build bicycling and walking projects in local 20 year plans.

The recently updated Coburg and Springfield Transportation System Plans and the Eugene Pedestrian and Bike Master Plan includes biking and walking investments. To achieve the biking and walking mode shift envisioned in the preferred scenario, the 20 year plans for biking and walking improvements would need to be fully implemented. Special focus should be directed toward “separated” bicycle facilities, like cycle tracks and off-street paths. These types of facilities are the most comfortable for riders to use.

Active transportation strategy #2: Dedicate a larger share of local transportation dollars to constructing and maintaining biking and walking projects.

Currently, less than 5% of regional transportation funds are spent on biking and walking projects that are not associated with a roadway project. To fully implement local plans, additional

Active transportation: What would it take?

The preferred scenario could be supported by major increases – between 3 and 5 times current rates – in biking and walking in all cities in the region. Achieving this would require a combination of new biking and walking facilities and supportive programs to educate people about active transportation opportunities and make active modes more convenient. It might require creative use of available rights-of-way to accommodate all road users.

funding would need to be spent on biking and walking projects. In addition to capital funding to build new infrastructure, local governments will also need to identify additional funding for maintenance and operations of active transportation facilities. This may require identifying new funding sources, using a greater share of existing funds for biking and walking projects, or expanding existing programs like ConnectOregon that fund multimodal projects. Depending on the funding source, this may mean working with state officials to remove barriers to using some kinds of transportation funding on active transportation projects.

Active transportation strategy #3: Implement a bike share program.

To provide residents with more transportation choices, particularly for short trips, the region could implement a bike share program. Bike share programs enable more people to choose bicycling for some trips by providing easy access to bikes in areas where bike trips might make sense because parking is tight or distances are short.

Active transportation strategy #4: Developer incentives to construct high quality bike and pedestrian infrastructure.

As new areas are developed, Eugene, Springfield, Coburg and Lane County could choose to require or encourage (through incentives) developers to build high quality bike and pedestrian infrastructure like off-street paths, cycle tracks, buffered/protected bike lanes and wide sidewalks in new master planned areas.

Active transportation strategy #5: Expand Safe Routes to Schools programs.

Safe Routes to Schools programs encourage students to bike and walk to school. Currently, Eugene and Springfield partner with Eugene 4J School District, Bethel School District and Springfield School District to encourage students to choose active options for getting to and from school. With this strategy, local governments would expand this program by supporting partners in applying for Safe Routes to Schools grants, constructing infrastructure projects that make biking and walking near schools safe, or increasing funding for Safe Routes to Schools programs in the region.

Active transportation strategy #6: Encourage development of healthy, walkable neighborhoods.

Local land use plans call for the development of healthy, walkable neighborhoods where residents can meet many of their daily needs by walking or biking. Local governments can encourage development of these types of neighborhoods consistent with their current comprehensive plans through developer incentives such as tax exemptions, reduced parking requirements, restructured system development charges, and density bonuses.

Fleet and fuels: Invest in existing plans

Emissions reduction effectiveness



A key strategy for reducing light-duty vehicle fuel consumption and subsequent GHG emissions is for the vehicle fleet become more fuel efficient. Federal fuel efficiency standards have already increased fuel economy and will continue to do so into the future. Advanced vehicle technologies like electric and plug-in electric are making up a greater share of vehicle sales each year. This trend is being supported by a multi-state effort which includes Oregon through the Multi-State Zero Emissions Vehicle Action Plan¹. In addition, the state of Oregon's Low Carbon Fuel standard seeks to decrease the carbon intensity of conventional gasoline and diesel fuel helping to reduce emissions.

Transit: Invest beyond existing plans

Emissions reduction effectiveness



The communities of central Lane County benefit from accessible, frequent, and convenient transit service. Transit service provided by the Lane Transit District (LTD) is more productive than most of its peer agencies. Improving transit service provides many community benefits. As part of the preferred scenario, Lane County and the cities of Coburg, Eugene, and Springfield would support major investments in the transit system to achieve an increase in per capita transit service and in ridership.

Transit strategy #1: Support a stable source of funding for transit capital investments.

As state and federal dollars become scarcer, LTD may need to rely more heavily on local sources of revenue for major capital investments. Federal grant funding is becoming more competitive, meaning LTD may need to provide up to 50% matching funds for capital projects (instead of 10 or 20%). If implemented, the local governments in the region would support LTD in identifying a stable source for future capital funding.

¹ <http://www.deq.state.or.us/aq/orlev/>

Transit strategy #2: Support LTD in identifying a stable source of funding for transit operations and maintenance.

The payroll tax, in addition to fare revenue, funds most of LTD's operations and maintenance costs. To achieve the level of transit ridership envisioned in the preferred scenario, LTD would need a stable, sustainable source of funding beyond the current payroll tax. If implemented, the local governments in the region would support LTD in identifying a stable source for future operations and maintenance funding.

Transit strategy #3: Support full implementation of the Frequent Transit Network (FTN) described in LTD's Long Range Transit Plan.

LTD's "Frequent Transit Network" consists of transit routes with service frequencies of every 15 minutes or better all day, have service at least 16 hours of the day, and other distinct features. The FTN is the backbone of LTD's system, providing high-quality, high-frequency service. To achieve the level of transit ridership envisioned in the preferred scenario, LTD would need to implement the FTN as illustrated in Figure 1. This includes seven EmX lines and improved transit service on other high performing routes as well as redesigned local transit service.

Transit strategy #4: Encourage new development along FTN corridors.

Eugene and Springfield each have existing policies that support employment and residential development along the FTN. To encourage redevelopment in these areas and to achieve needed densities to support increased transit and commercial services, Eugene and Springfield could provide incentives such as tax exemptions, reduced parking requirements, restructured system development charges, and density bonuses for new housing, retail or employment in designated corridors. Both cities are already implementing many of these strategies. Additionally, design considerations like wide sidewalks, landscaping, street lighting, and others contribute to successful transit streets. These programs and design considerations are likely to encourage walking and biking as well as transit use.

Transit strategy #5: Improve transit access by focusing bicycling, walking, and safety improvements near transit stops and enhancing options for linking biking and transit trips.

For transit service to work in the region, residents need safe access to transit stops on foot or bike. Local governments can support this access by focusing bicycling and walking investments such as new bike facilities, wayfinding signage, sidewalks, and improved pedestrian crossings near transit stops. LTD and local governments can also work together to enhance opportunities for community members to link biking and transit trips by offering secured bike storage at transit stops or more capacity for carrying bikes on buses. Integrating bike share programs with transit can also help bridge the "last mile" for transit users.

Transit strategy #6: Support increased service frequencies and support expanded service hours.

LTD currently has limited weekend and evening service on many routes and operates some routes with limited frequency. With this strategy, local governments would support LTD in

identifying building partnerships to support transit, and identifying funding sources for transit operations to allow for new routes and increased service hours and frequencies.

Transit strategy #7: Improve rider experience.

Transit amenities like comfortable shelters, real time traveler information and electronic fare collection can make transit use easier and more comfortable. Other strategies, like adequate lighting, improve rider perceptions of safety. Local governments can support LTD in improving rider amenities by creating land use codes that allow LTD to place shelters along routes and supporting other LTD initiatives.

Pricing: Invest beyond existing plans

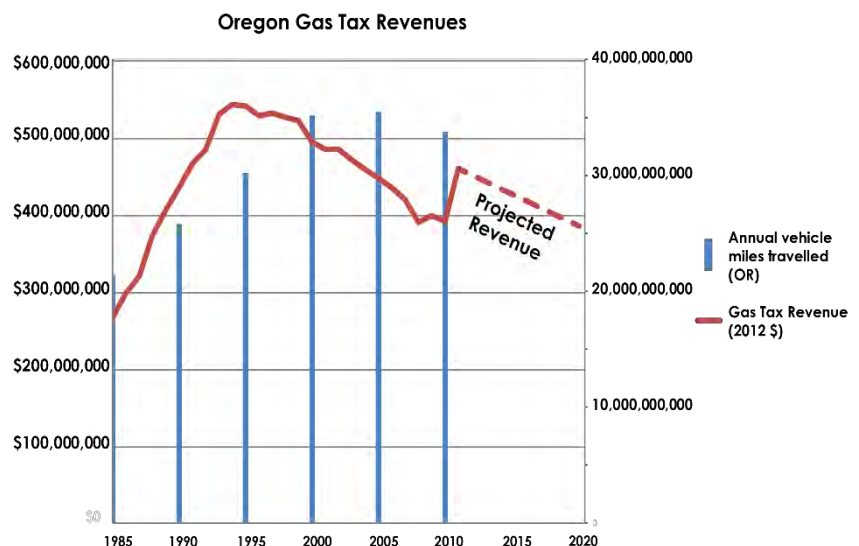
Emissions reduction effectiveness



Changing the way residents pay for driving by charging a different combination of taxes and fees could provide increased revenue for investing in the multimodal transportation system. The central Lane County region, along with most other jurisdictions in Oregon and the US, have long relied on federal and state revenues to fund

construction of the transportation system. However, revenues from both sources (which in large part come from user fees like fuel taxes) are stagnating or declining. Funds for operating and maintaining the system are even more constrained.

New vehicle technologies like plug in hybrid and electric vehicles become more common, traditional user fees like fuel taxes will become less viable and less equitable. Restructuring the way we pay for maintaining and improving the transportation system can support the investments that would be required to realize the preferred scenario. In addition to enhancing revenues, restructuring transportation user fees can also encourage drivers to use other transportation modes for more of their trips, and can ensure that everyone pays for their use of the transportation system. The preferred scenario may be supported by a gradual change from the existing gas tax to a vehicle miles traveled fee as well as new taxes and fees that provide additional local revenues to pay for transportation projects. Parking pricing is considered separately as its own strategy.



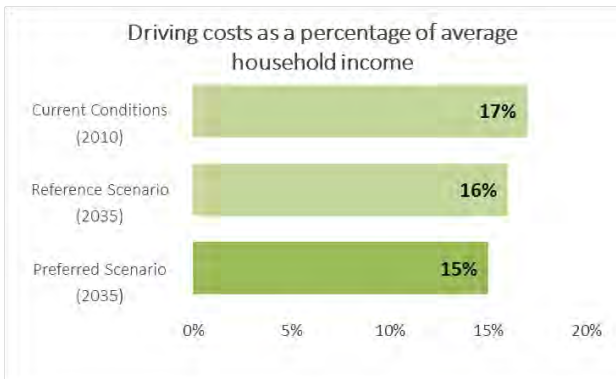
Pricing strategy #1: Support state efforts to implement a vehicle miles traveled fee.

The State of Oregon has been exploring a vehicle miles traveled fee through the Road Use Charge program. While local governments in the region cannot implement a vehicle miles traveled fee, they can support the state’s implementation efforts.

Pricing strategy #2: Support Lane County’s efforts to raise the vehicle registration fee.

Counties, under Oregon law, are able to enact a local vehicle registration fee. Lane County should seek an increase in the vehicle registration fee to increase funds available for maintenance and operation of the region’s transportation system. As of late 2014, all local governments in the region have endorsed an increase in the county’s vehicle registration fee.

Pricing strategy #3: Support the private sector in fuller roll-out of pay-as-you-drive insurance.



Pay-as-you-drive (PAYD) insurance is a newer form of automotive insurance that bases premiums on miles traveled instead of charging customers a lump sum each month. This flexibility allows drivers an incentive for choosing non-driving options resulting in cost savings for people who drive fewer miles. Prior to implementation, this strategy would need to be evaluated in terms of the impact on the state’s insurance market.

Pricing: What would it take?

Without changes to the current fuel tax system and rate, Oregon will have less to invest in our transportation system in the future. Introduction of a vehicle miles traveled fee is one way of maintaining a user fee for our roadways as electric and plug-in hybrid cars become more ubiquitous on the state’s roadways.

Pricing strategy #4: Support increases in the state and local fuel tax.

While replacing the state and local gas tax with a vehicle miles traveled fee is a long-term goal, local governments should support increases to the state fuel tax including indexing the state fuel tax to inflation. In addition, local governments should consider increasing local fuel taxes and indexing local fuel taxes to inflation to increase funding for roadway operations and maintenance.

Parking management: Invest in existing plans

Emissions reduction effectiveness



Managing parking for both commuters and for other trips (like shopping downtown) is an effective tool for making more efficient use of the limited parking supply and reducing the need for additional parking. Parking management is implemented through local development codes.

Managing parking works best when used in a complementary fashion with other strategies; it is less effective in areas where transit or bicycle and pedestrian infrastructure is lacking. The preferred scenario calls for managing parking consistent with existing plans.

Parking management strategy #1: Increase fees for long-term parking in some areas.

Commuters already pay to park in downtown Eugene and the area around the University of Oregon. Eugene and Springfield may choose to expand the areas where commuters pay to park or to raise parking fees for publicly owned parking.

Parking management strategy #2: Allow developers greater flexibility in providing parking.

Local governments generally require developers to provide on-site parking for new development. Local governments may choose to revise development codes to remove minimum parking requirements or to encourage developers to decouple parking costs from rent costs for both residential and commercial properties. These changes would allow developers to respond to market demand for parking and reward households and businesses that do not need parking.

Education and marketing: Invest beyond existing plans

Emissions reduction effectiveness



Education and marketing programs are effective ways to change driver behavior and to make other investments, such as those in transit and active transportation, more effective. Education and marketing programs could include workplace commuting programs, individual marketing programs (like

SmartTrips), as well as encouraging expansion of car sharing programs. Other education programs will encourage “eco driving” practices (like keeping tires inflated and accelerating slowly from stops) to reduce vehicle fuel consumption and emissions.

Education and marketing strategy #1: Expand individual marketing programs like SmartTrips.

Eugene and Springfield have already launched effective SmartTrips programs. These programs could be expanded to more households and possibly targeted to new populations like Spanish-speaking households.

Education and marketing strategy #2: Support eco driving practices.

Eco driving practices like choosing low rolling resistance tires, keeping tires properly inflated, choosing to drive the household’s most efficient vehicle for most trips, and accelerating slowly from stops all help to reduce emissions. The local governments in the region can support widespread adoption of these practices through education and marketing campaigns.

Education and marketing: What would it take?

With the preferred scenario more than half of households and employees would participate in trip reduction programs. This would require expanding programs as well as improving the effectiveness of those programs.

Education and marketing strategy #3: Expand car sharing in the region.

Many residents need access to a car for some trips. Expanded car sharing, implemented by the private sector, could reduce the need for vehicle ownership and encourage residents to use biking, walking, transit and ridesharing for more trips. Expanded car sharing could include support for peer-to-peer car sharing or for traditional car sharing in dense areas.

Education and marketing strategy #4: Expand participation in workplace commute reduction programs.

Workplace commute reduction programs can include incentives for walking, biking and taking transit to work, or encouraging compressed work weeks or telecommuting. The region can support businesses in expanding workplace commute reduction programs by providing information to employers and possibly incentives to employers that participate.

Education and marketing strategy #5: Expand transit pass program.

Currently, 65% of LTD riders have some sort of transit pass or pay an otherwise reduced fare. Transit pass programs are an effective way to increase transit ridership. For example, youth passes promote transit use habits that make them more likely to be adult transit riders. Local governments can support expanded transit pass programs by supporting residential pass programs or student pass programs.

Education and marketing strategy #6: Support implementation of the Regional Transportation Options Plan and the state’s Transportation Options plan.

The Regional Transportation Options Plan defines regional goals and strategies to support walking, biking, transit, ridesharing. The state’s Transportation Options plan sets a similar policy context for state support of transportation options. Local governments can support these plans by adopting supportive policies in transportation system plans, funding projects and programs to support transportation options and encouraging employees to explore alternatives to driving alone to work.

Roads: Invest in existing plans

Emissions reduction effectiveness



Many people in the region will continue to get around primarily by driving. State, regional and local transportation plans call for optimizing the existing transportation system before expanding roadways in the region. The preferred scenario calls for implementing these existing plans and implementing roadway optimization projects such as:

- Installing ramp meters on limited access highways
- Improving intersections by replacing signals with roundabouts or linking signals to allow for better traffic flow
- Managing access from private properties to arterial roadways
- Improving incident response to reduce congestion

Figure 1. Current frequent transit network

Bus Rapid Transit System Development Status

