

# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



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### Work Session: Update on the Transportation System Plan

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Meeting Date: April 18, 2012  
Department: Public Works  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: B  
Staff Contact: Kurt Yeiter  
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#### ISSUE STATEMENT

This work session will provide a status report on the Transportation System Plan update. The last council work session on this project was July 11, 2011. No action is requested at this meeting.

#### BACKGROUND

The Eugene Transportation System Plan (TSP) is being updated to replace *TransPlan* as Eugene's local comprehensive transportation strategy. The TSP will support the Envision Eugene vision for future growth and mobility over the next 20 years or more. The TSP will provide goals and policies to direct future changes to the transportation system and a list of projects that are needed to implement these changes. The Transportation System Plan will weave together direction from the Airport Master Plan, Pedestrian and Bicycle Master Plan, Lane Transit District's long range transit plan (not yet completed), and other plans. In addition to the Eugene Transportation System Plan, there will be two regional transportation plans as required by state and federal regulations.

Work on the TSP has been informed by a community dialogue through the Transportation Community Resource Group (TCRG), which invites all original members of the Envision Eugene Community Resource Group (CRG), the Pedestrian and Bicycle Master Plan project advisory committee (PAC), the City's standing Bicycle and Pedestrian Advisory Committee (BPAC), and others to participate. TCRG meetings usually attract about 40 people, with many regular attendees. The purpose of this work session is to share some insights gleaned from the TCRG discussions to-date.

What have we learned? For more than a year, the Transportation Community Resource Group studied Envision Eugene, the Climate and Energy Action Plan, the Oregon Sustainable Transportation Initiative (OSTI) and greenhouse gas reduction strategies, transit planning, the Pedestrian and Bicycle Master Plan, projected state and federal funding, and street design. One workshop used the Sustainable Transportation Analysis and Rating System (STARS) to help the TCRG shape the TSP in a "triple bottom line" framework. While it cannot be said that every member of the TCRG agrees on every point, the following themes seem to be emerging to guide the Transportation System Plan:

- The *Metro Plan*, *TransPlan*, and Growth Management Policies provide a good foundation for the future, but the TSP should be updated to explicitly address climate change, energy uncertainty, and sustainability.

- The TSP should do its best to meet the goals set forth in the local Climate and Energy Action Plan and Oregon Sustainable Transportation Initiative.
- Increases in fuel prices create increased demand for alternatives to single-occupant automobiles, such as public transit, safe and convenient bike facilities, and housing located nearer stores and employment.
- Money not spent on transportation is money spent locally.
- There will be significantly less state and federal money available in the future for transportation projects. ODOT will focus its spending on maintaining and preserving the highway system.
- Transit funding fluctuates. When revenues go down, demand goes up.
- Envision Eugene's "Key Transit Corridors" are both the most vibrant and congested commercial areas.
- Successful transit depends on the character of the built environment (e.g., connectivity, mix of uses, design, and amenities).
- The streets are not wide enough to accommodate all travel modes all the time, for everyone.
- Freight movement is important.
- Equity and access matter.
- Congestion is probably unavoidable, and consideration should be given to tolerance for more congestion.
- The transportation future may be very different due to new technologies and trends.
- True sustainability is very difficult to achieve, but sensible steps should be taken soon.
- Resiliency to rapid changes is very important.

Where is the community now? Based on these lessons, the TCRG has released draft goals, objectives, and policies for public review and feedback (see Attachment A). The goals and objectives will eventually be used as criteria for evaluating potential transportation projects and programs, winnowing down a universe of potential projects to those recommended for funding in the TSP. It is therefore important that the goals and objectives truly reflect community values.

The City is also currently accepting recommendations of potential transportation projects to be considered for further study. Already included on the list are projects in *TransPlan* and the new Pedestrian and Bicycle Master Plan, and other ideas generated in the TCRG meetings. The draft goals and objectives, and a summary project list were featured at all six community forums sponsored by Envision Eugene and are available with feedback forms and interactive maps on the project website: [www.EugeneTSP.org](http://www.EugeneTSP.org). The website surveys will remain active through April 30.

The Lane Council of Government's regional traffic model has been updated to better reflect the land use and potential development studies from Envision Eugene's technical resource group. Once approved to move forward towards adoption, the Envision Eugene vision for future land use and growth will be integrated into the traffic model to inform future transportation decisions.

The Transportation System Plan was funded by ODOT in phases. Phase One provides an evaluation of existing conditions, review of current policies, crafting of draft goals and objectives, and coordination with Envision Eugene's land use analysis. Phase One will be completed mid-2012. Phase Two will identify the preferred package of transportation projects for adoption, implementation strategies, and cost estimates.

**RELATED CITY POLICIES**

The City is obligated to update its Transportation System Plan by HB 3337 and the Oregon Transportation Planning Rule. All existing City policies are being considered as the plan is updated.

**COUNCIL OPTIONS**

For discussion only. No action is required.

**CITY MANAGER'S RECOMMENDATION**

No action is required on this item. Therefore, no recommendations are offered by the City Manager.

**SUGGESTED MOTION**

No action is required on this item. Therefore, no motions are suggested.

**ATTACHMENTS**

A. Draft goals, objectives, and policies

**FOR MORE INFORMATION**

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## DRAFT Goals, Objectives, and Policies

The following framework of draft goals, objectives, and policies for the Eugene Transportation System Plan (TSP) have been drafted based on a review of existing adopted and completed local and regional plans, the Sustainable Transportation Access Rating Systems (STARS) draft guidance document for planning processes, and input from Eugene's Transportation Community Resource Group (TCRG), an open group of interested citizens and agency staff that have been providing guidance on the system plan. The goals, objectives, and policies will be discussed with the Eugene community in winter 2012 and will be used as a point of reference against which potential transportation project and program ideas will be evaluated.

### Draft Goals

*A goal is a broad statement of philosophy that describes the hopes of the community for the future of Eugene, as it relates to transportation. A goal may never be completely attainable but it is used as a point towards which to strive. Pursuit of these statements underpins all of the Plan's objectives, policies, and projects.*

**Goal 1:** Create an integrated multimodal transportation system that is safe and efficient; supports local land use and economic development plans; reduces reliance on single-occupancy automobiles; and enhances community livability.

**Goal 2:** Advance regional sustainability by providing a transportation system that improves economic vitality, environmental health, social equity, and well-being.

**Goal 3:** Strengthen community resilience to changes in climate, increases in fossil fuel prices, and economic fluctuations through adaptations to the transportation networks.

**Goal 4:** Distribute the benefits and impacts of transportation decisions fairly and address the transportation needs and safety of all users, including youth, the elderly, people with disabilities, and people of all races, ethnicities and incomes.

## Draft Objectives

*An objective is an attainable target that the community attempts to reach in striving to meet a goal.*

*An objective may also be considered as an intermediate point that will help fulfill the overall goal.*

*Objectives are grouped with STARS goal categories that they support.*

### Safety and Health

1. Double the percentage of pedestrian, bicycle, and transit trips by the year 2031.
2. Improve community health by increasing physical activity as part of the transportation system.
3. Reduce exposure to auto-related air pollutants.
4. Support the reduction in quantities of harmful airborne pollutants associated with transportation<sup>1</sup>.
5. Improve safety and security for all users, especially for the most vulnerable; strive for zero fatalities.

### Social Equity

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

### Access and Mobility for all modes

7. Foster neighborhoods where 90 percent of Eugene residents can meet most daily needs without relying heavily on an automobile.
8. Improve the comfort and convenience of travel, especially for walking, bicycling, carpooling, and riding transit.
9. Improve trip reliability for the movement of freight, and other trips where arriving on-time is of the highest importance.

### Community Context

10. Ensure consistency between transportation investments and all relevant adopted and accepted local plans, such as Envision Eugene, A Community Climate and Energy Action Plan for Eugene, Airport Master Plan, and the Pedestrian and Bicycle Master Plan.
11. Maintain broad community and political support for this Transportation System Plan.

### Economic Benefit

12. Support redevelopment priorities by promoting compatible transportation investments along key transit corridors and in core commercial areas, including downtown.

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<sup>1</sup> Such as acetaldehyde and benzene, two pollutants associated with motor vehicle operation that don't yet meet Oregon benchmarks.

13. Promote access to jobs, services, education, and shopping for residents and visitors of Eugene.
14. Encourage infrastructure and programs that allow residents to reinvest in the local economy by reducing expenditures on fuel and vehicle use.

### Cost Effectiveness

15. Optimize benefits relative to public, private, and social costs over the plan's time horizon.
16. Maximize the life of the current transportation system.

### Climate and Energy

17. Focus on transportation programs and projects that help to:
  - a. reduce total community-wide fossil fuel use by 50% by 2030;
  - b. reduce vehicle miles traveled per capita by 10% by the year 2020; and
  - c. reduce community-wide greenhouse gas emissions 10% below 1990 levels by 2020.

### Ecological Function

18. Improve water quality and lower the rate of stormwater runoff as it relates to new transportation infrastructure.
19. Reduce the urban heat island<sup>2</sup> caused by dark surfaces, such as asphalt, that absorb and re-radiating heat.
20. Foster transportation investments that avoid damaging and improve habitat areas, where possible.

### Draft Policies

*A policy is a statement adopted to provide a consistent course of action, moving the community towards attainment of its goals.*

*Policies are grouped with the STARS goals categories that they support.*

### Safety and Health

1. Reduce the number and severity of crashes through design, operations, maintenance, education, and enforcement.
2. Design transportation facilities to avoid pedestrian and bicyclist fatalities and injuries.
3. Maintain a network of Emergency Response Streets to facilitate prompt emergency response<sup>3</sup>.

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<sup>2</sup> The term "heat island" describes built up areas that are hotter than nearby rural areas. Heat islands can affect communities by increasing summertime peak energy demand, air conditioning costs, air pollution and greenhouse gas emissions, heat-related illness and mortality, and water quality. Source: U.S. Environmental Protection Agency, <http://www.epa.gov/hiri/> (last accessed February 6, 2012).

<sup>3</sup> Best practices for emergency response standards can be found in the Congress for a New Urbanism (CNU)/Institute of Transportation Engineers (ITE) Proposed Recommended Practice, Designing Walkable Urban Thoroughfares: A Context Sensitive Approach.

4. Provide an inviting environment where travelers feel an adequate level of safety and security while traveling.

### **Social Equity**

5. Ensure that transportation facilities are provided for all demographics, including people of different ages, races, ethnicities, abilities, incomes, and different neighborhoods.

### **Access and Mobility for all modes**

6. Use street design to encourage lower speeds on key multimodal streets.
7. Complete safe, comfortable, and direct sidewalk and bikeway networks between key destinations, transit stops, and residential areas.
8. Support Lane Transit District's efforts to provide high-capacity, frequent transit service, including bus rapid transit (EmX), on the Primary Transit Network.
9. With Lane Transit District, analyze collector and arterial roads for their potential as a Primary Transit Network, and adopt setbacks, design, and operational standards to realize the potential for high-capacity, frequent transit service.
10. Expand Transportation Demand Management (TDM), carshare, and bikeshare programs to reduce the number of single-occupant vehicles.
11. Preserve corridors, such as rail rights-of-way, and easements that may be needed for future transportation uses.
12. Promote connections between modes of transportation, such as by providing good bicycle facilities at bus and train stations, and truck loading facilities at train yards.
13. Improve travel times and travel time reliability between key origins and destinations for transit and regional freight movement.
14. Encourage the use of rail for movement of freight and long distance passenger trips.

### **Community Context**

15. Use the Pedestrian and Bicycle Master Plan as the guide for improvements of pedestrian and bicycle facilities and services.
16. Design major transportation facilities and include amenities in all project designs in ways that retain or improve the character of residential neighborhoods.
17. Target publicly-financed infrastructure extensions to support development for higher densities, in-fill, mixed-use development.

18. Support public investment in the Eugene Airport as a regional facility, using the Eugene Airport Master Plan as the guide for improvements of facilities and services at and near the airport.
19. Support rail-related infrastructure improvements as part of the Cascadia High Speed Rail Corridor project.
20. Maximize public support for the transportation plan and individual projects through open information, public participation, and regular public acknowledgement and reassessment of the plan's directives.

### **Economic Benefit**

21. Design streets to improve speed consistency and optimize fuel consumption.
22. Increase access to employment centers via foot, bike, and transit, while improving the quality of the traveling experience.
23. Favor transportation investments that support industries and employment sectors specifically targeted for this region.
24. Facilitate efficient access for goods, employees, and customers to and from commercial and industrial lands, including freight access to the regional transportation network.

### **Cost Effectiveness**

25. Coordinate with Lane Transit District to stabilize sufficient funding for transit services to meet this growing community's needs.
26. Coordinate with partner agencies to ensure efficient planning, design, operation, and maintenance of transportation facilities and programs.
27. Favor transportation investments that have potential funding for both implementation and ongoing maintenance.
28. Prioritize enhancement, improved safety, and maintenance of the existing roadway network over roadway expansion.
29. Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair, to the extent practical and affordable.
30. Consider a mechanism that aligns transportation infrastructure costs in greenfield areas with the new development and requires new development to fund needed increases to capacity<sup>4</sup>.

### **Climate and Energy**

31. Encourage the use of electric and non-motorized vehicles.

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<sup>4</sup> The City will examine ways to subsidize the costs of providing infrastructure or offer other incentives that support higher-density, in-fill, mixed-use, and redevelopment.

## Ecological Function

32. Reduce stormwater pollution and minimize hydrologic impacts associated with streets and multi-use paths in a manner prescribed by Eugene's Comprehensive Stormwater Management Plan.
33. Maintain or enhance the tree canopy along key transportation corridors to reduce the urban heat island effect.
34. Care for federal, state, and locally-defined sensitive or imperiled species or habitat by minimizing or avoiding negative impacts associated with transportation projects.
35. Look for opportunities to repair and enhance habitat in all transportation projects.