



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

March 12, 2014

12:00 PM CITY COUNCIL WORK SESSION

Harris Hall

125 East 8th Avenue

Eugene, Oregon 97401

Meeting of March 12, 2014;
Her Honor Mayor Kitty Piercy Presiding

Councilors

George Brown, President	Pat Farr, Vice President
Mike Clark	George Poling
Chris Pryor	Claire Syrett
Betty Taylor	Alan Zelenka

CITY COUNCIL WORK SESSION

Harris Hall

12:00 p.m. A. **WORK SESSION: West Eugene EmX Update**

12:45 p.m. B. **WORK SESSION:
Consider Initiation of a Metro Plan Amendment for Property at 955
Coburg Road**

**time approximate*

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided

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City Council meetings and work sessions are broadcast live on the City's Web site. In addition to the live broadcasts, an indexed archive of past City Council webcasts is also available. To access past and present meeting webcasts, locate the links at the bottom of the City's main Web page (www.eugene-or.gov).

El Consejo de la Ciudad de Eugene aprecia su interés en estos asuntos de la agenda. El sitio de la reunión tiene acceso para sillas de ruedas. Hay accesorios disponibles para personas con afecciones del oído, o se les puede proveer un interprete avisando con 48 horas de anticipación. También se provee el servicio de interpretes en idioma español avisando con 48 horas de anticipación. Para reservar estos servicios llame a la recepcionista al 541-682-5010. Todas las reuniones del consejo estan gravados en vivo en Metro Television, canal 21 de Comcast y despues en la semana se pasan de nuevo.

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EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: West Eugene EmX Update

Meeting Date: March 12, 2014
 Department: Public Works
www.eugene-or.gov

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

ISSUE STATEMENT

The West Eugene EmX Extension (WEEE) project last came before the City Council on September 26, 2012, when the council reaffirmed its support for the West Eugene EmX Extension. Subsequent to that, LTD has begun the design and engineering phase of the project. The purpose of this work session is to provide an update to the City Council on the status of the EmX Extension. No action is requested at this time.

BACKGROUND

The West Eugene EmX Extension is nearing the halfway point of final design with design completion expected in early summer and initial construction on portions of the project's 4.5 mile length due to begin as early as August 2014. The current stage of design represents a point in the project development process where uncertainty around most major design elements has been resolved. This resolution in the design has been a result of a collaborative partnership between City and LTD staff working through a design solutions team effort to fairly and efficiently examine, modify, and select project refinements that best meet the needs of the project and City requirements, and address concerns of affected property owners and businesses. The work session will cover the following elements of the project:

- Public outreach and design solutions process;
- Areas of significant change in project design;
- Model run confirms minimal impact to vehicular traffic;
- Ongoing issues;
- Contractor hired, early estimated construction schedule;
- Continued coordination with businesses; and
- Current cost estimating.

RELATED CITY POLICIES

From Eugene-Springfield Transportation System Plan (TransPlan):

TSI Transit Policy #2: Bus Rapid Transit

Establish a Bus Rapid Transit (BRT) system composed of frequent, fast transit service along major

corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible.

From the Growth Management Policies:

Growth Management Policy 11

Increase the use of alternative modes of transportation by improving the capacity, design, safety, and convenience of the transit, bicycle, and pedestrian transportation systems.

COUNCIL OPTIONS

No action is requested at this time.

CITY MANAGER'S RECOMMENDATION

None.

SUGGESTED MOTION

None.

ATTACHMENTS

A. Project Status, Design Solutions Summary and Outreach/Business Support (provided by LTD)

FOR MORE INFORMATION

Staff Contact: Rob Inerfeld
Telephone: 541-682-5343
Staff E-Mail: rob.inerfeld@ci.eugene.or.us

ATTACHMENT A

WEST EUGENE EMX EXTENSION (WEEE)

MARCH, 2014

Project Status, Design Solutions Summary, and Outreach/Business Support

Project Status

- The project is nearing the half-way point of final design, with design completion expected in early summer and initial construction on portions of the project's 4.5-mile corridor due to begin as early as August 2014.
- LTD staff will provide an update on the project at the Council's March 12 work session.
- Construction cost estimates look to be similar or slightly less than predicted; a final construction bid price will be completed by the general contractor once final design is complete.
- FTA funding (up to \$75 million/80% of project costs) LTD is working towards full FTA approval of final project plans and environmental and cost control procedures: FTA approval expected early summer 2014.
- State funding (approximately \$19.5 Million/20% of project costs) Lottery back-bonds along with pending Oregon Department of Transportation grant request for 3 bike/ped bridges and associated improvements.
- The current stage of design represents a point in the project development process where the major design elements have been firmly established. This design effort has been a result of collaboration between LTD and City staff working through an innovative design solutions process to fairly and efficiently examine, modify, and select project refinements that best meet the needs of the project and City requirements, and addresses concerns of affected property owners and businesses. (The project's Design Solutions process is described below.)
- LTD and City staff are actively communicating with property owners and businesses affected by design changes that have been made since development of the earlier concept plan. Although few affected property owners can be fully satisfied, in most cases, property and business impacts will decrease.

WEEE Stats:

- 4.6 mile (9.2 mile round trip) EmX extension
- *True* BRT: Approximately 60% either Business Access/Transit (BAT) lanes or exclusive bus lanes designed to preserve cost efficient transit that also *does not increase traffic congestion*
- Provides, better, faster, and more convenient service for all
- Upon completion, 10 minute EmX service will cover 25-miles and provide "one-seat" (no transfers) service between west Eugene, downtown Eugene, the University of Oregon, downtown Springfield, and the Gateway area of north Springfield
- 27 new high quality, full service and award-winning EmX stations added in central and west Eugene
- Two new bike and Pedestrian bridges, along with the city's largest single sidewalk enhancement project

Design Solutions

This process featured a weekly workshop structure that brought together specialists with substantial bus rapid transit and local experience in the areas of engineering, architecture, landscape architecture, traffic, property acquisition, and environmental analysis. The group worked collaboratively to investigate potential design modifications, on a parcel by parcel basis, that address property owner

concerns. As part of this process, the Design Solutions Team also considered changes that were unrelated to property impacts but would improve the project by reducing cost, improving transit service and operations, and/or providing increased community benefits.

The Design Solutions workshop process was combined with a high-level of direct interaction with affected property and business owners conducted in collaboration with LTD's partner agencies. Affected property owners were contacted initially, typically in an in-person meeting, to provide updated and accurate information about the project and to hear and understand their concerns. The design team then considered options to address the concerns. Possible design modifications were vetted with partner agency staff, and those deemed acceptable were presented to the property owners in a follow-up communication. The property owner meetings typically included an LTD representative, a City of Eugene representative, and a Design Team member.

Brief Examples:

- Eliminated the project's potential two full business acquisitions through careful design refinements
- W 11th Avenue bridge widening was shifted to the south to preserve parking and access for Bagel Sphere and adjacent building (even though existing parking is in the public ROW)
- Turn lane preserved for Gray's Garden Center property; team worked with ODOT and City to create safe design to preserve right turns across off-ramp traffic to Madison.
- Westerly terminus/turn-around was moved to Walmart property (south side of street) in response to business concerns about the proposed station location on Commerce Street.

Design Solutions Summary Results

	Concept Design	30% Design	Comments
Partial Acquisitions (affected parcels)	Approx 120 parcels	Approx 90 parcels	Many properties include multiple parcels. Does not include minor acquisitions solely for ADA sidewalk ramps
Full Acquisition	2 businesses	0 businesses	Preserve Kings Asian Market and Adult Shop in current locations
Total Acquisition Acreage	Approx 3.2 acres	Approx 2.7 acres	- 1.25 ac Design Solutions reduction + 0.75 ac Walmart turnaround
Driveway Closures	6	6	2 closures are preferred by owners, 2 closures avoided with design refinements, no net change
On-Street Parking	Approx 60 spaces removed	Approx 15 spaces removed	Design refinements now keeps most (35 spaces) on Charnelton, and keeps all existing spaces along Commerce
Off-Street Parking	Approx 70 spaces removed	Approx 120 spaces removed	Keep 47spaces - Design Solutions Lose 50 spaces – At Walmart overflow lot for EmX turnaround Lose 45 spaces – Survey proofing at Market Place West on 11th
Wetlands	0.048 acres	0.03 acres	New terminus location avoids impacting small wetland

Property Acquisition Description

The West Eugene EmX Extension will be constructed on existing arterial roadways. Lanes for the EmX service are either converted from existing traffic lanes or added lanes. Some EmX service also operates without special lanes in regular traffic where existing roadway capacity is adequate. Permanent property acquisition is generally limited to areas where lanes have been added.

The vast majority of property acquisitions for the project involve acquiring strips of land along existing right-of-way that will be converted into right-of-way. Throughout project planning and preliminary engineering, efforts were made to reduce significant impact on private property. As a result of those efforts, the project will result in no displacements of businesses. There is the possibility that one residential unit (part of a former motel) will be impacted and would require relocation of the tenant.

The single largest acquisition will be for a bus turnaround and layover facility at the western terminus of the route. This will be acquired from Walmart, and will use a portion of their overflow parking lot that is currently restricted from public use. Walmart has been made aware of the District's plans, and preliminary discussions indicate that they are receptive to the property transaction. A second major acquisition is at Marketplace West, located at 3003 West 11th Avenue. Street widening in that location will result in the displacement of approximately 45 off-street parking spaces. Parking impact on the remaining acquisitions is minimal (approximately 8 spaces).

LTD has had extensive public outreach throughout the planning and early design phases of the project, and has met (often multiple times) with the almost all impacted property owners. Thus, it is expected that when the formal property acquisition process starts, there should be few people who are not aware of the project.

Public Outreach

Goals

- Provide Information
 - Connect people to project updates, answer questions, listen to construction concerns, ask preferences on support
- Plan construction to support business and traffic
- Provide direct point of contact at LTD for property owners and businesses
- Get public input on design where applicable
- Fulfill federal requirements

Efforts to date

- Over 750 Individual Contacts on the Route
- Extensive discussions with property owners during Design Solutions
- Direct contact with property owners and tenants of approximately 140 parcels to describe refined project design
- In-person with 560+ businesses
- Contact with managers of 25 apartment buildings
- Mailings to 15,000 addresses within 1/2 mile of the project route
- E-news: over 1,150 subscribers
- Blog: 2,000 views
- Events and displays: Staff participated in more than 20 events
- Ongoing website updates

Focus Groups were held to provide community preference in design details:

- Accessibility
- Trees, Landscaping
- Station Art

Business Support

During Construction

- Communicate sequence and timing
 - Each section: door-to-door; Entire route: mailings, e-news, web, blog
 - Discuss business needs (access, deliveries, noise, dust, vibration, etc.)
- “Open during Construction” signage
- Maximize night construction as possible to minimize disruption, 7 pm – 5 am
- “Keep Us Moving” website traffic advisory alerts
- 24-hour hotline
- LTD Passes- free passes for employees directly on route during construction phase

Marketing

- Promote the corridor – bus ads, print, radio, mobile
- Promote individual businesses/business types – print, web
- Free LCC Small Business Development workshops on marketing, social media



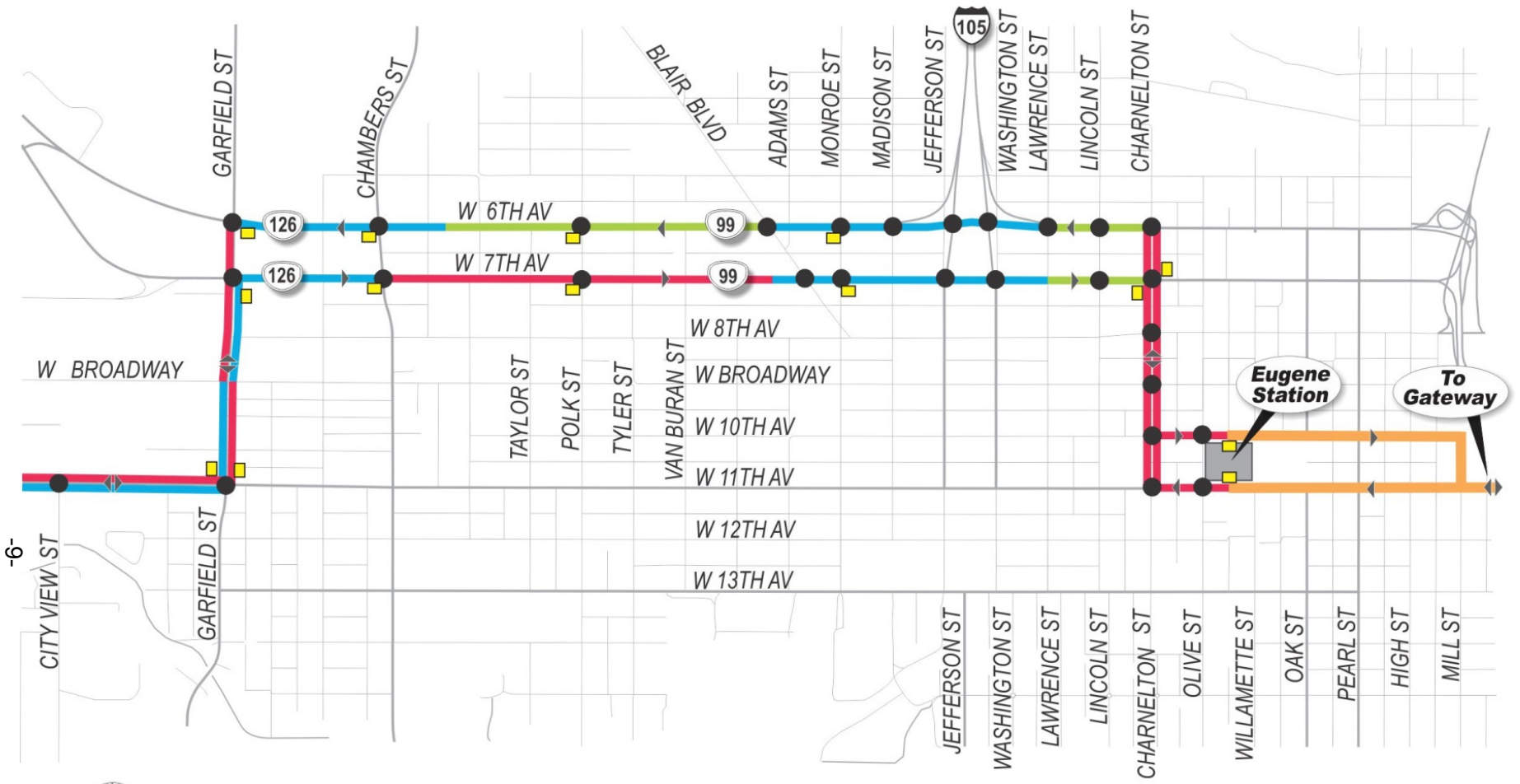
West Eugene EmX

Overview of Design Solutions, Public Outreach, and Business Support

Eugene City Council Work Session
March 12, 2014

Project Map





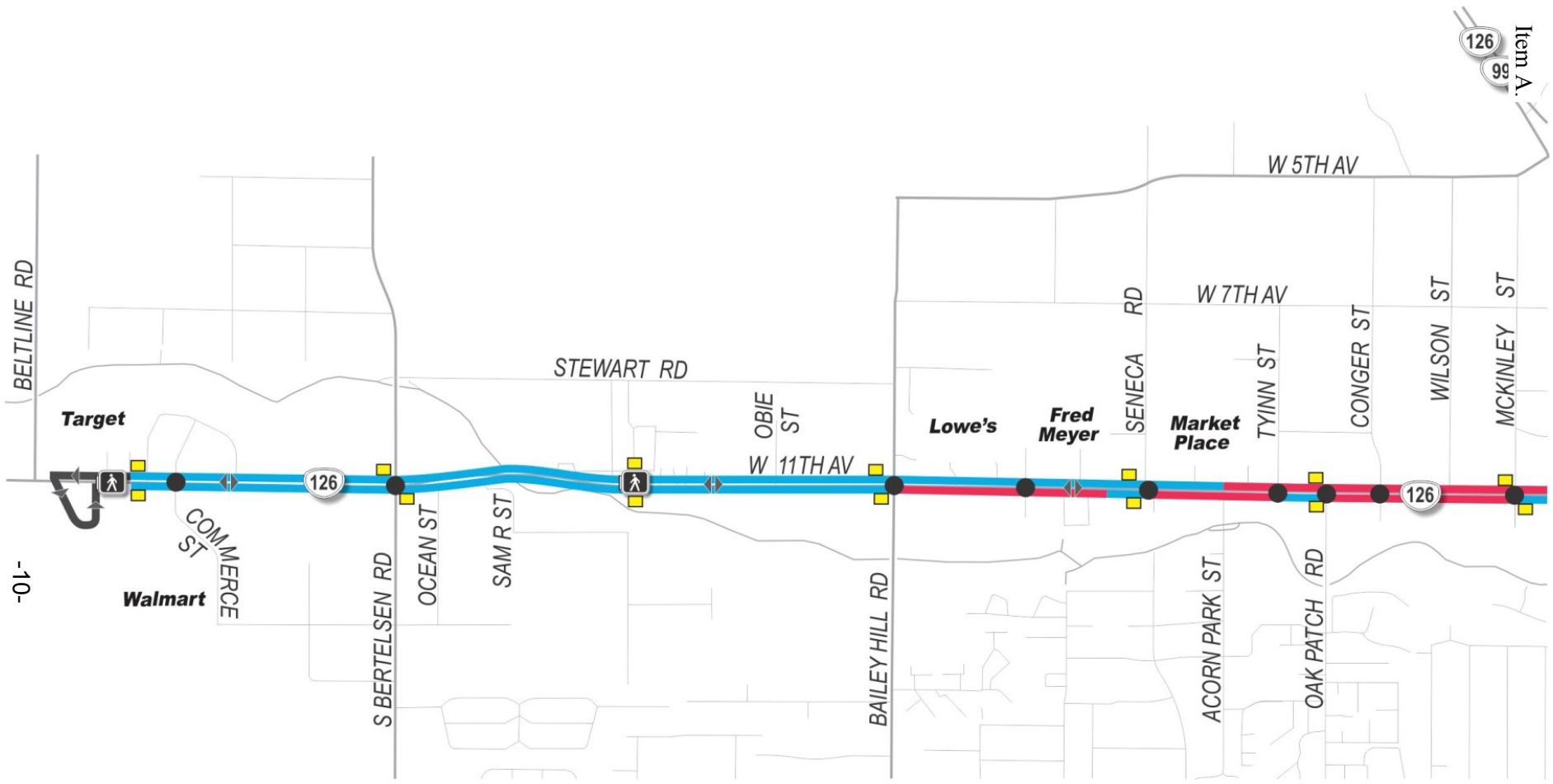
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LEGEND

- █ - Mixed Flow
- █ - BAT Lane (Widening Required)
- █ - BAT Lane (No Widening Required)
- █ - Existing EmX Alignment
- - BRT Station Locations
- - New Signalized Intersection
- Pedestrian Crossing

Project Map- East





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No Scale

LEGEND

- Mixed Flow
- BAT Lane (Widening Required)
- BAT Lane (No Widening Required)
- Existing EmX Alignment
- BRT Station Locations
- New Signalized Intersection
- Pedestrian Crossing

Project Map- West



Design Solutions

Further reduce impacts to property and business

Maintain regular traffic flow

Provide High Quality EmX Service

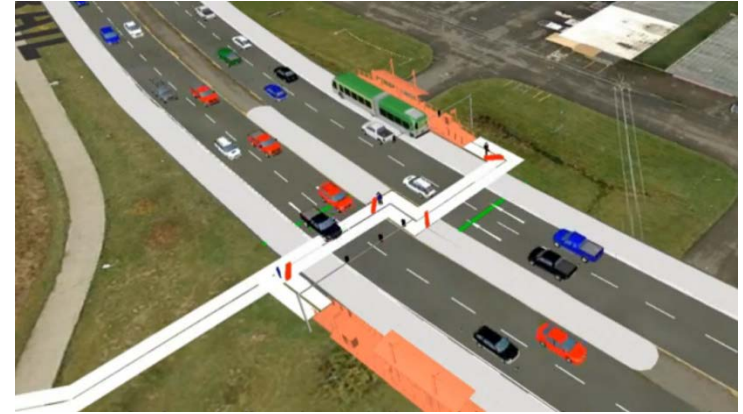
1. Work with property and business owner concerns
2. Explore all viable options
3. City of Eugene and ODOT roadway improvements and approvals



Design Solutions

Participants

1. Civil Engineer
2. Traffic Engineer
3. Architect
4. Landscape Architect
5. Environmental Compliance Specialist
6. Property Specialist
7. Project Manager
8. Outreach Coordinator
9. City Staff



Design Solutions Results

	Original LPA	30% Design	Comments
Partial Acquisitions	Approx 120 parcels	Approx 90 parcels	Does not include minor acquisitions solely for ADA sidewalk ramps
Full Acquisition	2 businesses	0 businesses	Preserve Kings Asian Market and Adult Shop in current locations
Total Acquisition Acreage	Approx 3.2 acres	Approx 2.7 acres	- 1.25 ac Design Solutions reduction + 0.75 ac Walmart turnaround
Driveway Closures	6	6	2 closures are preferred by owners, 2 closures avoided

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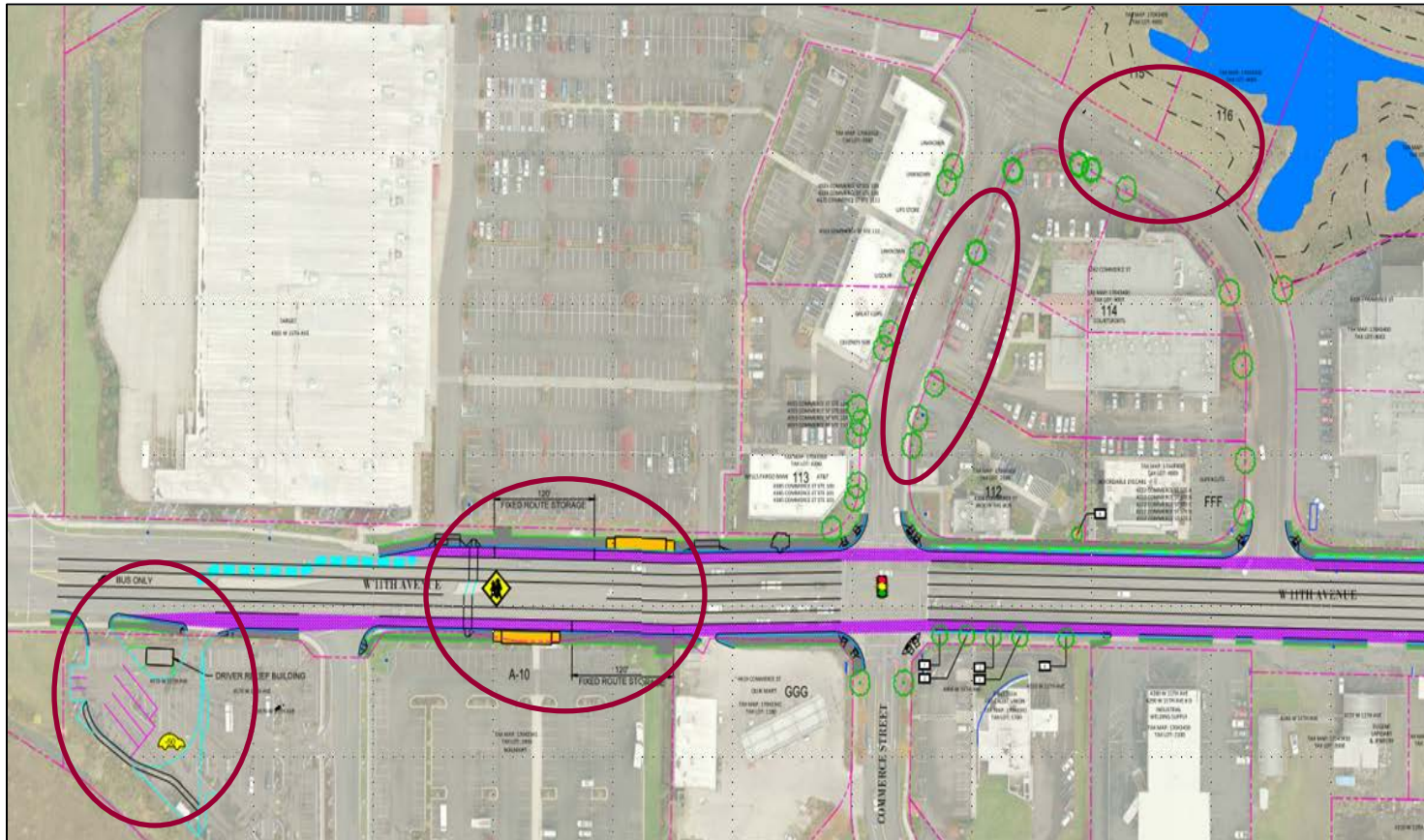
Design Solutions Results

	Original LPA	30% Design	Comments
On-Street Parking	Approx 60 spaces removed	Approx 15 spaces removed	Keep 35 - mixed traffic on Charnelton Keep 16 - No change to Commerce
Off-Street Parking	Approx 70 spaces removed	Approx 120 spaces removed	Keep 47spaces - Design Solutions Lose 50 spaces - Walmart turnaround Lose 45 spaces – Survey correction at Market Place West on 11 th
Wetlands	0.048 acres	0.03 acres	New terminus location avoids impacting small wetland

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Design Solution Example

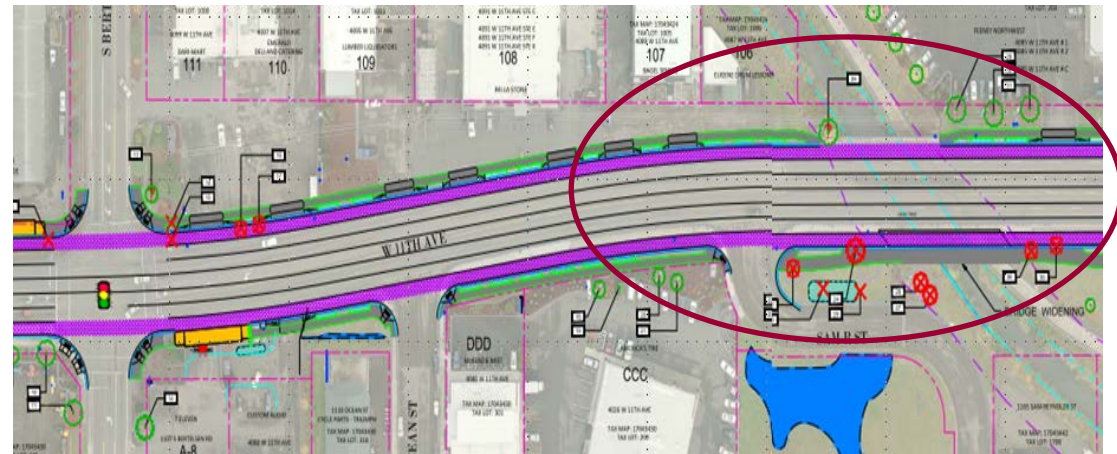
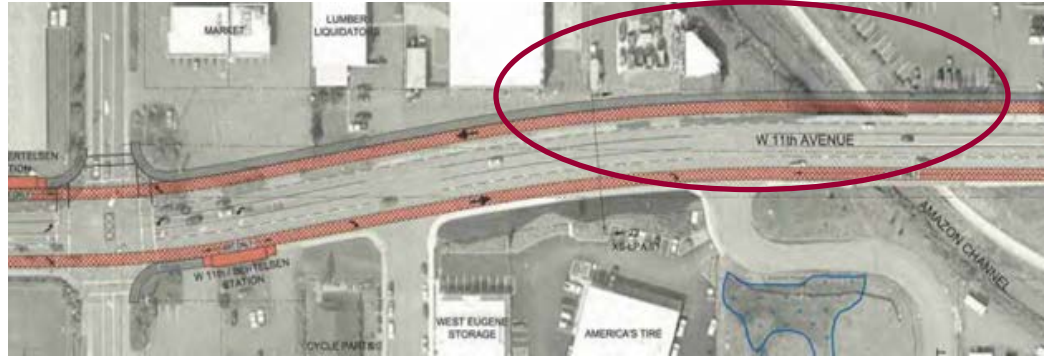
Terminus stations moved from Commerce Street to West 11th Avenue, with turnaround at Walmart



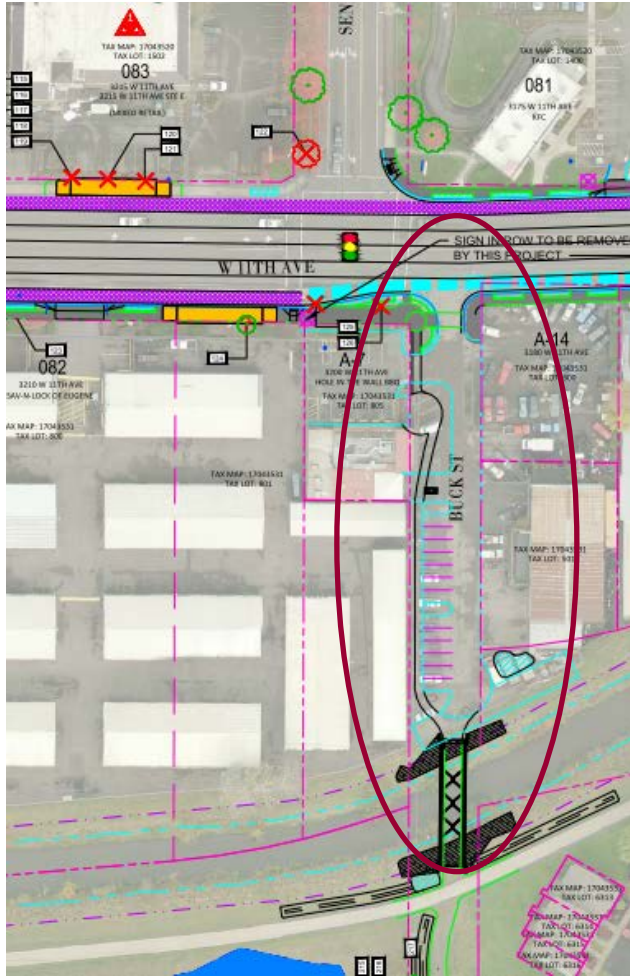
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Design Solution Example

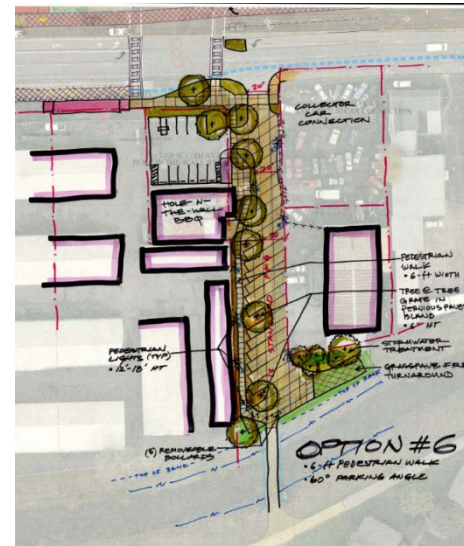
Shift widening of West 11th Avenue from north side to south side to preserve parking for businesses.



Design Solution Example



Improve Buck Street to preserve most parking, add landscaping and lighting, and provide new connection for pedestrians and bicyclists.



Design Solution Example

Preserve Kings Asian Market

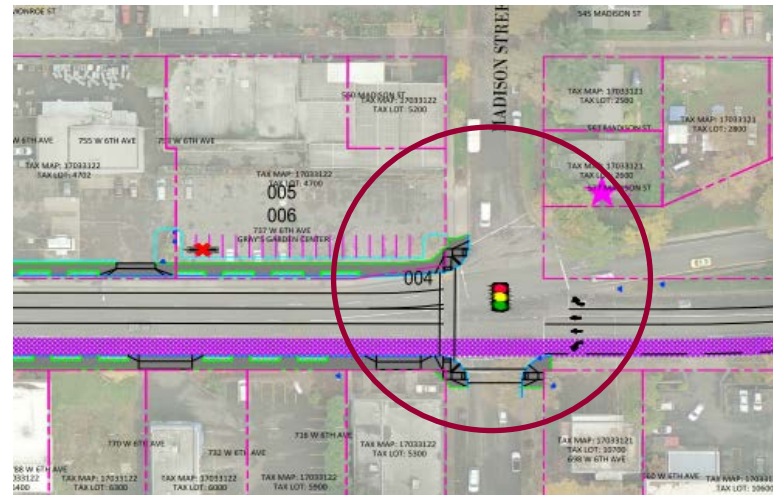
- Narrow lanes on West 11th Avenue slightly
- Reduce size of traffic barrier
- Preserve left-turn in from West 11th Avenue
- Change head-in parking to angled parking



Design Solution Example

Retain right turn from West 6th Avenue onto Madison Street

- Reduce lane widths slightly
- Obtain ODOT and City of Eugene approval to maintain turning movement



Public Outreach & Business Support

Goals

- **Connect people to timely, accurate project info**
- **Ask preferences on business support**
- **Understand individual business needs regarding construction**
- **Plan construction to support businesses and traffic flow**
- **Be responsive and caring to businesses , property owners, and the public**
- **Get public input on design where applicable**



Public Outreach

Over 750 Individual Contacts on the Route

Acquisition or Related Changes

- Discussions with property owners during Design Solutions
- Direct contact with property owners and tenants of approximately 140 parcels to describe 30% design

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Public Outreach

No Acquisition or Related Changes

- In-person with over 560 corridor businesses
- Contact with managers of 25 apartment buildings



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Public Outreach



Outreach to Broader Community

- Mailings to 15,000 addresses within 1/2 mile
- E-news: over 1,150 subscribers
- Blog: 2,000 views
- Events and displays: more than 20 events
- Website

Business Support



Construction

Communicate sequence and timing

- Each section: door-to-door
- Entire route: mailings, e-news, web, blog

Business needs (access, deliveries, noise, dust, vibration, etc.)

“Open during Construction” signage

Maximize night construction to minimize disruption, 7 pm – 5 am

Keep Us Moving traffic advisory alerts

24-hour hotline

Business Support

LTD Passes

Free passes for employees directly on route during construction phase



Marketing

Promote the corridor – bus, print, radio, mobile
Promote individual businesses – print, web

Other Support

LCC Small Business Development workshops on marketing, other topics

Focus Groups



Accessibility
Trees, Landscaping
Station Art



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Focus on Trees



-27-



Focus on Accessibility



Focus on Improved Pedestrian and Bicycle Access to Businesses



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Connecting with Corridor Communities



-30-

Dia de Salud



-31-

St. Vincent de Paul





-33-



Whiteaker Neighborhood Block Party



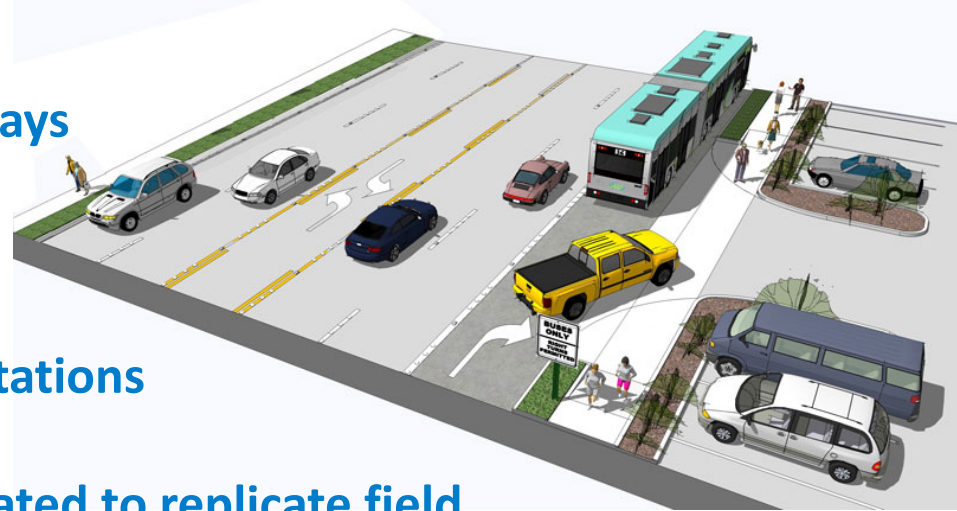


West Eugene EmX

Questions or Comments?

Key Elements of the Traffic Model (VISSIM)

- EmX scheduled at 10 minute headways
- New traffic signals
- Transit Signal Priority
- Revised lane configurations
- Increased pedestrian activity near stations
- Extensive data collection
- 2013 existing PM peak model calibrated to replicate field conditions
- 2017 Without Project model
- 2017 With Project model (consistent with 30% design)
- Collaborative effort between LTD, City of Eugene, ODOT, LCOG, and the design team
- Models developed in accordance with ODOT's Simulation Protocol

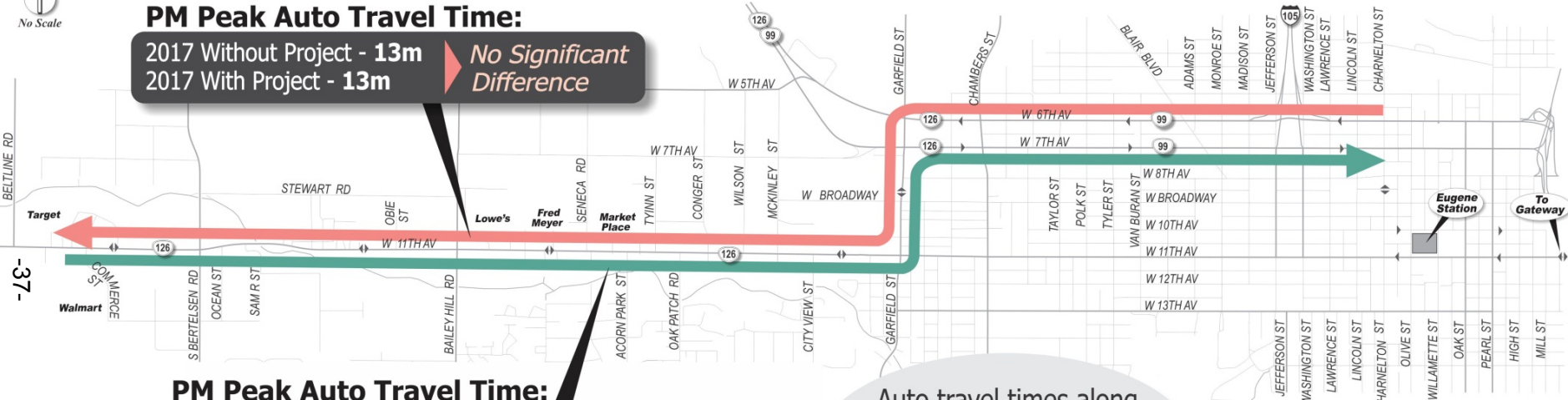


2017 Without and With Project Comparison



PM Peak Auto Travel Time:

2017 Without Project - 13m
 2017 With Project - 13m
 No Significant Difference



PM Peak Auto Travel Time:

2017 Without Project - 12m 30s
 2017 With Project - 12m 30s
 No Significant Difference

Auto travel times along the corridor will vary by less than one percent with or without the project



VISSIM



VISSIM

- **Simulation of modeled traffic conditions only. *Not intended to accurately represent project design related to property effects, sidewalks, driveways and other existing structures.***

Design Solution Example

Support City of Eugene goals for downtown development.

- Change Charnelton Street to two-way flow
- Eliminate bi-directional EmX lane
- Preserve most on-street parking



EUGENE CITY COUNCIL

AGENDA ITEM SUMMARY



Work Session: Consider Initiation of a Metro Plan Amendment for Property at 955 Coburg Road

Meeting Date: March 12, 2014
 Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: B
 Staff Contact: Steve Nystrom
 Contact Telephone Number: 541-682-8385

ISSUE STATEMENT

This work session is being held to consider whether the City Council should initiate a Metro Plan amendment process to designate the property at 955 Coburg Road as low-density residential (LDR).

This matter was originally scheduled for discussion on February 12, 2014. Prior to that work session, the owner's representative and neighborhood organization requested that the council work session be postponed to March 12. Both parties indicated that they were in the process of negotiating a settlement that would potentially eliminate the need for this work session. The City Council granted that request.

As of the writing of this agenda item summary, staff has received no word as to the progress of those negotiations. In the event it is still necessary to hold a work session to consider initiation of a Metro Plan amendment to low-density residential, the analysis that was included in the February 12 packet is included below. Please refer to the February 12, 2014, agenda packet for the attachments.

BACKGROUND

The property in question is located at 955 Coburg Road and is approximately one acre in size (Attachment A). The current owner, Amber Benson, applied for a zone change from R-1, low-density residential to R-2, medium-density residential (MDR) in January, 2013. In May 2013, the Hearings Official determined that the zone change request was consistent with the Metro Plan and refinement plan designation of medium-density residential (MDR) and approved the proposed zone change. That decision was appealed to the Planning Commission, who upheld the zone change approval in a unanimous 7-0 vote in September 2013. That decision was subsequently appealed to the Land Use Board of Appeals (LUBA). While this case would likely have been decided by now, the parties involved agreed to table the appeal for the time being.

Land Use History

When this item was first discussed by the council on December 11, 2013, the council raised some questions about the original Willakenzie Area Plan (WAP) adoption process that occurred in 1992. The City Attorney gave a brief history of that process explaining that both the Planning Commission and City Council specifically addressed this parcel in 1992, and ultimately decided to

retain the medium density designation. Attachment B provides a brief history of the site, including the WAP adoption process. Attachments C and D include excerpts from the Planning Commission minutes and subsequent council-adopted ordinance in 1991/1992, where both bodies stated their intention to maintain the subject property as MDR. As noted in those minutes, the Planning Commission unanimously adopted a specific motion that concerned only this property, with the motion recommending that the council retain the medium-density residential designation for this property. That motion by the Planning Commission and the subsequent adoption by the council demonstrate that the current Metro Plan designation was not the result of a clerical or housekeeping error back in 1992. Attachment E is a copy of the Planning Commission's recent decision and findings for the Benson zone change.

Existing Conditions

The property lies on the east side of Coburg Road which is classified as a major arterial street and one of the key transit corridors of Envision Eugene. The parcels fronting along the east side of Coburg Road, between Harlow Road and Bailey Lane, contain a mixture of medium- and low-density residential land. Development along this section of Coburg Road also varies. Properties immediately adjacent to the site are either developed with single-family residences or are vacant, while other properties contain apartments, cluster housing and churches. Properties further north and south of the site are primarily designated MDR, high-density residential and commercial. These properties contain a mixture of multi-family housing and commercial buildings. Attachment F is a copy of the adopted Metro Plan map. Attachment G provides a more detailed representation of current land use designations in the area, with the acknowledgement that this map is not officially adopted at this scale. Attachment H is a brief fact sheet comparing the key standards for R-1 vs. R-2 zoning, to aid in this discussion.

Amendment Process

The land use code allows Metro Plan amendments to be initiated in one of two ways: 1) Property owners may request amendments of their own property, or 2) City council may initiate amendments for any parcel or parcels. A site specific Metro Plan amendment requires a public hearing and recommendation from the Planning Commission, followed by a public hearing and action by the City Council. If not challenged, this process would typically take several months to complete. The criteria for a Metro Plan amendment are as follows:

- The amendment must be consistent with the relevant Statewide Planning Goals
- The amendment must not make the Metro Plan internally inconsistent

City initiated Metro Plan amendments are typically initiated as part of larger planning efforts, such as Envision Eugene, Walnut Station Mixed-Use Center and the Downtown Code Amendments. Amendments of individual tax lots such as the subject parcel are typically made by the property owner themselves. Given that this parcel is not a part of a larger planning effort, and the property owner is in opposition to this initiation, staff would need to assume the responsibility of preparing and processing the application. Staff resources would need to be shifted away from other priority items, such as Envision Eugene, in order to accomplish this work.

As a practical matter, the property owner may decide to submit the necessary application for development under the currently approved R-2 zoning, before adoption of any amendment becomes effective. Under this scenario, an R-2 development could proceed even if the property is later redesignated to low-density residential.

Finally, if the council is inclined to initiate this amendment process, the council should consider whether a concurrent zone change is needed as well. While a Metro Plan amendment such as this, if approved, automatically amends the refinement plan designation, it would not address the current R-2 zoning that has been approved by the Planning Commission. If it is the council's intent to ensure this parcel is developed under the R-1 standards, the council should initiate a concurrent zone change as well.

RELATED CITY POLICIES

If the council initiates the Metro Plan amendment process, the proposal will be subject to review under EC 9.7700-9.7750 (Metro Plan Amendment Procedures), including compliance with all Statewide Planning Goals.

COUNCIL OPTIONS

The City Council has the following options:

- 1) Initiate amendment of the Metro Plan to change 955 Coburg Road from medium-density residential to low-density residential.
- 2) Postpone a decision on whether to initiate a Metro Plan amendment.
- 3) Take no action.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends that the council take no action.

SUGGESTED MOTION

None.

ATTACHMENTS: Please refer to the February 12, 2014 agenda packet for the attachments

- A. Vicinity map (Aerial)
- B. Parcel history timeline
- C. November 12, 1991, Planning Commission meeting minutes (Excerpt)
- D. City Council Ordinance and related exhibits; June 8, 1992
- E. Planning Commission Final Order: Benson Zone Change Appeal
- F. Metro Plan Diagram
- G. Existing Land Use Designations: Coburg Road Corridor
- H. Zoning Comparison: R-1 vs. R-2

FOR MORE INFORMATION

Staff Contact: Steve Nystrom
 Telephone: 541-682-8385
 Staff E-Mail: steven.a.nystrom@ci.eugene.or.us

