



# AGENDA

## Meeting Location:

Sloat Room—Atrium Building  
99 W. 10<sup>th</sup> Avenue  
Eugene, Oregon 97401

Phone: 541-682-5481  
www.eugene-or.gov/pc

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The Eugene Planning Commission welcomes your interest in these agenda items. Feel free to come and go as you please at any of the meetings. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hour notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hour notice. To arrange for these services, contact the Planning Division at 541-682-5675.

## **MONDAY, DECEMBER 5, 2016 – REGULAR MEETING (11:30 a.m.)**

- I. PUBLIC COMMENT** **11:30 AM**
- The Planning Commission reserves 10 minutes at the beginning of this meeting for public comment. The public may comment on any matter, **except for items scheduled for public hearing or public hearing items for which the record has already closed**. Generally, the time limit for public comment is three minutes; however, the Planning Commission reserves the option to reduce the time allowed each speaker based on the number of people requesting to speak.
- II. DELIBERATIONS: EUGENE 2035 TRANSPORTATION SYSTEM PLAN** **11:40 AM**
- Lead Staff: Rob Inerfeld, 541-682-5343  
[rob.inerfeld@ci.eugene.or.us](mailto:rob.inerfeld@ci.eugene.or.us)
- III. ITEMS FROM COMMISSION AND STAFF** **1:15 PM**
- A. Other Items from Commission
  - B. Other Items from Staff
  - C. Learning: How are we doing?

Commissioners: Steven Baker; John Barofsky (Vice Chair); John Jaworski; Jeffrey Mills; Brianna Nicoletto; William Randall; Kristen Taylor (Chair)

## AGENDA ITEM SUMMARY



Memorandum Date: November 29, 2016  
Meeting Date: December 5, 2016

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**TO:** Eugene Planning Commission

**FROM:** Rob Inerfeld, Transportation Planning Manager

**SUBJECT:** **Deliberations and Potential Action on the Eugene 2035 Transportation System, Corresponding *Metro Plan*, *TransPlan* and Chapter 9 amendments, Street Classification Map amendments, Ordinance No. 20528 amendment, and repeal of the Central Area Transportation Study.**  
City of Eugene (City File No. s CA 16-2 and MA 16-1)

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### **ACTION REQUESTED:**

To deliberate on the Eugene 2035 Transportation System Plan (*2035 TSP*) and corresponding amendments to the Eugene-Springfield Area Metropolitan Area General Plan (*Metro Plan*) and the Eugene-Springfield Transportation Plan (*TransPlan*), concurrent amendments to the Eugene Code, amendments to Eugene's Street Classification Map, an amendment to Ordinance No. 20528 and repeal of Eugene's Central Area Transportation Study and to make a recommendation to the City Council regarding these proposed actions.

### **BRIEFING STATEMENT:**

For Eugene's transportation planning area, the *2035 TSP* updates and replaces *TransPlan's* (2002) goals, policies, and list of projects that describe how local transportation networks should change to accommodate growth, improve livability, and support economic vitality within the Eugene urban and airport areas. The *2035 TSP* is coordinated and consistent with the Eugene Airport Master Plan, Lane Transit District's Long Range Transit Plan, the Regional Transportation Options Plan, Springfield's TSP, Lane County's TSP update, the Oregon Highway Plan, the Central Lane MPO Regional Transportation Plan and other plans.

Based on the Planning Commission's discussions and comments as well as the public testimony, staff have compiled a list of recommended revisions to the *2035 TSP*. **Attachment A to this AIS is the list of recommended revisions to the *2035 TSP*.**

Since the last Planning Commission work session on this topic, staff have participated in a general meeting of the NE Neighbors neighborhood association and met with a joint transportation committee of the Santa Clara Community Organization and River Road Community Organization. Input from both meetings has been incorporated into the recommended revisions in Attachment A.

### **APPLICABLE CRITERIA:**

The Eugene Planning Commission shall address the relevant approval criteria in making its recommendation to the Eugene City Council on the proposed amendments.

Adoption of the *2035 TSP* and the corresponding amendments to the *Metro Plan* and *TransPlan* are all governed by the *Metro Plan* amendments approval criteria. Eugene Code 9.7735 provides:

**Metro Plan Amendments – Criteria for Approval.** The following criteria shall be applied by the city council in approving or denying a Metro Plan amendment application:

- (1) The proposed amendment is consistent with the relevant Statewide Planning Goals; and
- (2) The proposed amendment does not make the Metro Plan internally inconsistent.
- (3) When the city-specific local comprehensive plan also applies, the proposed amendment is consistent with the city-specific local comprehensive plan.

Eugene’s approval criteria for Refinement Plan amendments is set forth in Eugene Code 9.8424:

**9.8424 Refinement Plan Amendment Approval Criteria.** The planning commission shall evaluate proposed refinement plan amendments based on the criteria set forth below, and forward a recommendation to the city council. The city council shall decide whether to act on the application. If the city council decides to act, it shall approve, approve with modifications or deny a proposed refinement plan amendment. Approval, or approval with modifications shall be based on compliance with the following criteria:

- (1) The refinement plan amendment is consistent with all of the following:
  - (a) Statewide planning goals.
  - (b) Applicable provisions of the Metro Plan.
  - (c) Remaining portions of the refinement plan.
- (2) The refinement plan amendment addresses one or more of the following:
  - (a) An error in the publication of the refinement plan.
  - (b) New inventory material which relates to a statewide planning goal.
  - (c) New or amended community policies.
  - (d) New or amended provisions in a federal law or regulation, state statute, state regulation, statewide planning goal, or state agency land use plan.
  - (e) A change of circumstances in a substantial manner that was not anticipated at the time the refinement plan was adopted.

Eugene’s approval criteria for code amendment is set forth in EC 9.8065.

**9.8065 Code Amendment Approval Criteria.** If the city council elects to act, it may, by ordinance, adopt an amendment to this land use code that:

- (1) Is consistent with applicable statewide planning goals as adopted by the Land Conservation and Development Commission.
- (2) Is consistent with applicable provisions of the Metro Plan and applicable adopted refinement plans.
- (3) In the case of establishment of a special area zone, is consistent with EC 9.3020 Criteria for Establishment of an S Special Area Zone.

Preliminary findings addressing the above approval criteria have been prepared and were provided as an attachment to the AIS for the June 21, 2016, public hearing.

#### **SUGGESTED MOTIONS:**

Move to direct staff to revise the *2035 TSP* in a manner that substantially conforms to Attachment A and recommend that the City Council adopt the revised *2035 TSP* and the corresponding amendments to the Eugene-Springfield Area Metropolitan Area General Plan and the Eugene-Springfield Transportation Plan, concurrent amendments to the Eugene Code, amendments to Eugene’s Street Classification Map, an amendment to Ordinance No. 20528 and repeal of Eugene’s Central Area Transportation Study.

**ATTACHMENTS:**

- A. Proposed revisions to the *2035 TSP*.

## Revisions to the 2035 TSP

### **Changes to Projects Lists, Street Classifications and Maps:**

1. Remove from the Street Classification Map the reclassification of Arcadia Drive, Kingston Way, and King Edwards Court.
2. Delete the following projects:
  - Two Lorane Highway projects identified on Table 5.5: Pedestrian and Bicycle Projects to be Completed Beyond 20 Years as Project Nos. PB-29 and PB-323.
  - Sidewalk project PB-304 (Goodpasture Island Road) from Table 5.2 (Pedestrian and Bicycle Projects to be Completed Within 20 Years). [It has been constructed.]
  - Sidewalk project PB-312 (Highway 99) from Table 5.2 (Pedestrian and Bicycle Projects to be Completed Within 20 Years). [It has been constructed.]
3. Add the following new projects to Table 5.2 (Pedestrian and Bicycle Projects to be Completed within 20 Years):
  - W. 1<sup>st</sup> Avenue sidewalk, north side, Seneca to Bertelsen, cost estimate of \$311,000.
  - Amazon Park East-West Path, a Shared Use Path, cost estimate of \$816,000.
  - W. 5<sup>th</sup> Avenue Sidewalk Path, Highway 99 to McKinley Street, \$74,000.
4. All Complete Street Upgrades of Existing Streets in Table 5.1 (Roadway, Multimodal, Transit, and Rail Projects to be Completed within 20 Years) and Table 5.3 (Projects to be Completed Upon Development) will also be represented on the list of sidewalk projects in Table 5.2 (Pedestrian and Bicycle Projects to be Completed within 20 Years). [Currently only some of them are in Table 5.2.]
5. 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 collectors," with a cost estimate of \$2M (\$100,000 per year).
6. Move Upon Development Project No. UD-4 (Spectrum Avenue) from Table 5.3 (Projects to be Completed Upon Development) to Table 5.1 (Roadway, Multimodal, Transit, and Rail Projects to be Completed within 20 Years). Revise project description to indicate that the project might extend west across Coburg and County Farm Roads to connect to Park View Drive.
7. Move Upon Development Project No. UD-18 (North Gilham Road) from Table 5.3 (Projects to be Completed Upon Development) to Table 5.1 (Roadway, Multimodal, Transit, and Rail Projects to be Completed within 20 Years).
8. Move the following projects from Table 5.5 (Pedestrian and Bicycle Projects to be Completed Beyond 20 Years) to Table 5.2 (Pedestrian and Bicycle Projects to be Completed within 20 Years):
  - PB-280: Gilham Road, west side sidewalk from Ashbury Drive to Mirror Pond Way (\$272,000).

- PB-532: Acorn Park Street/W. 17<sup>th</sup> Ave. sidewalk from Acorn Park to Buck Street (\$81,000)
  - PB-580: Hilyard Street protected bicycle lane from E. 8<sup>th</sup> Ave. to Broadway (\$330,000)
  - PB-582: E. Broadway protected bicycle lane from Hilyard Street to Alder Street (\$265,000)
9. Move the Alder Street Rail Crossing (PB-8) from Table 5.2 (Pedestrian and Bicycle Projects to be Completed within 20 Years) to Table 5.5 (Pedestrian and Bicycle Projects to be Completed Beyond 20 Years).
10. Revise the wording of the following projects:
- B-2, Northwest Expressway, replace the word “freight” with the word “vehicle.”
  - PB-231, change “Wilson Street Path” to “Berkeley Park Path.”
  - PB 272, change “Hunsaker Lane” to “Hunsaker Lane/Beaver Street.”
  - PB-229, add “north-south section” to County Farm Road.
  - PB-575, add “east-west section” to County Farm Road.
  - PB-610, Roosevelt Boulevard Path, change estimated cost to \$805,000.
  - PB-556, 13<sup>th</sup> Avenue Cycle Track, change estimated cost to \$3.28 million.
  - MM-3, change “Construct local arterial bridge....” To “Construct multimodal local arterial bridge....”
  - PB-305, Goodpasture Island Road sidewalk, change “west side” to “east side” and change estimated cost to \$300,000.
  - PB-74, change “Golden Garden Street” to “Devos Street.”
11. Revise Study Project No. S-9 (NE Expressway) to state:  
Study opportunities to improve the safety and functionality of Northwest Expressway as a major arterial street including by making intersection improvements at the Randy Pape Beltline Highway ramp termini and other locations, by improving signage, and by making other changes to the street.
12. Delete the descriptions of the street design cross sections for individual projects identified as Projects to be Completed Upon Development.
13. Add the following text to the Upon Development section before Table 5.3:  
The Complete Street Upgrades of Existing Streets section of Table 5.3 (Projects to be Completed Upon Development) also includes streets that are primarily lined with single family residential development. In the absence of redevelopment, Complete Street projects on these streets could be implemented as capital projects and are considered secondary in priority to the Complete Street Upgrade projects in Table 5.1 (Roadway, Multimodal, Transit and Rail Projects to be Completed Within 20 Years).
14. Remove Study Project S-11. [It is being replaced by a capital project.]
15. Add a new project to Table 5.5 (Study Project) to analyze options to address congestion and local connectivity needs in the vicinity of the Coburg Road/Beltline Highway interchange.
16. Replace Appendix F with the map of key corridors that is being in other planning efforts (attached hereto as Attachment 1).
17. Correct project map ambiguities and update the project maps to reflect the project revisions.

### **Revisions Regarding Vision Zero:**

18. Add the text shown underlined:

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. . . .

19. Add the following potential action:

By July 2017, 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.

20. Revise System-Wide Policy#2 as shown underlined:

Consider safety first when making transportation decisions. Strive for zero transportation-related fatalities 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.

### **Revisions Regarding Level of Service (LOS):**

21. Revise Chapter 4 (section titled “Vehicular Performance Measurement”) to include the following information:

The use of mobility standards for roadways identifies the maximum amount of congestion that an agency has deemed to be acceptable. Such standards are commonly used to assess the impacts of proposed land use actions on vehicular operating conditions and are one measure staff uses to determine transportation improvement needs for project planning. Mobility standards are typically expressed as Volume-to-Capacity (V/C) Ratios and/or Level of Service (LOS), which are defined below.

- **V/C** represents a facility’s level of saturation (i.e., what proportion of capacity is being used), with values ranging from 0.00 to 1.00. A lower ratio indicates smooth vehicular operations and minimal delays. As the ratio approaches 1.00, congestion and vehicular delays increase. At a ratio of 1.00, the intersection, travel lane, or automotive movement is saturated resulting in longer queues and delays.
- **LOS** is a performance measure that is similar to a “report card” rating based on average vehicle delay. LOS A, B, and C indicate conditions where traffic moves

without significant delays. LOS D and E indicate progressively worse operating conditions and more delay. LOS F represents conditions where average vehicle delay has become excessive and demand is near capacity. This condition is typically evident by long queues and delays, with intersection delays that may be difficult to measure because congestion may extend into and be affected by adjacent intersections. The table shows the average delay value (in seconds) corresponding to each LOS designation.

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

22. Add the following potential action:

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.

23. Add the following potential action:

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.

24. Add the following potential action:

Require all developments and employers of a certain size and type to prepare, implement and monitor Transportation Demand Management (TDM) plans.

25. Add the following potential action:

Expand the definition of LOS to include volume-to-capacity ratio, queuing, and traffic control changes.

**Revisions that Respond to DLCDC Comments:**

26. Revise the adopting ordinance and the introductory language in the 2035 TSP to specifically adopt Appendices B through E in Volume 2 as part of the 2035 TSP. As revised, Chapter 1, section “TSP

Organization” shall state:

The City of Eugene’s 2035 TSP is comprised of two Volumes: Volume 1, the main document with attachments; and, Volume 2, technical reports, data, and related transportation plans that enhance and support Volume 1.

Volume 1 (this document) includes the items that will be of interest to the broadest audience. Volume 1 includes:

- Chapter 1: A brief overview of the planning context for the 2035 TSP.
- Chapter 2: Goals, policies and actions that express the City’s long-range vision for the transportation system.
- Chapter 3: Description of the transportation system deficiencies and needs and the process to develop the TSP’s list of planned capital improvements and transportation programs.
- Chapter 4: An overview of the recommended projects for the multimodal system.
- Chapter 5: A list of the multimodal projects and the costs estimated for their construction.
- Chapter 6: A summary of transportation funding and implementation, including estimated revenue stream, cost of 20 year needs, and potential funding sources.
- Attachment A: Street Classification Map (amended)
- Attachment B: Beltline Highway: Coburg Road to River Road Facility Plan
- Attachment C: Alternative Performance Measure Benchmarks

Volume 2 includes:

- Appendix A: Glossary
- Appendix B: Existing conditions inventory and analysis
- Appendix C: No Build analysis
- Appendix D: 20-year Needs Analysis
- Appendix E: Alternatives Evaluation Process
- Appendix F: Key Corridors map
- Appendix G: Eugene Pedestrian and Bicycle Master Plan (2012)
- Appendix H: On the Move: Regional Transportation Options Plan (2014)
- Appendix I: Design Standards and Guidelines for Eugene Streets, Sidewalks, Bikeways and Accessways (1999)
- Appendix J: Eugene Transportation System Plan: Public Involvement Plan
- Appendix K: Lane Transit District Long Range Transportation Plan (2014)
- Appendix L: Strategies for Transportation System Management and Operations (TSMO)
- Appendix M: Eugene Airport Master Plan Update (2010)

While not all of Volume 2 is adopted as part of the 2035 TSP, all of the documents provide useful information regarding the basis for the decisions represented in Volume 1.

27. Revise Attachment C to the 2035 TSP to address potential inconsistencies between the performance measures and benchmarks approved by LCDC in 2001 and the benchmarks proposed as part of the 2035 TSP. Revised document is attached hereto as Attachment 2.

**Revisions Addressing Neighborhood Livability:**

28. Add a potential action to reflect that, prior to moving forward with a capital project including Complete Street Upgrades of Existing Streets and in addition to conducting public engagement activities, staff will also consider a neighborhood's character (the built and natural environment) and other elements of community context when designing the project.
29. Add a potential action item regarding the Railroad Quiet Zone that states: "Work with Lane County to investigate creating a railroad quiet zone that addresses the rail crossings of Irving Road and Irvington Drive."
30. Revise Potential Action L in System Wide Policies to state:  
Strengthen the City's traffic calming program by increasing the annual funding amount. Continue to consider input from the Fire Department regarding acceptable traffic calming treatments.
31. Add the following statement to Chapter 5: "Prior to commencing a capital transportation project, the City almost always reaches out to and engages the community. In determining the appropriate amount of public involvement for a particular project, the City considers the scale, scope and potential impacts of the project."

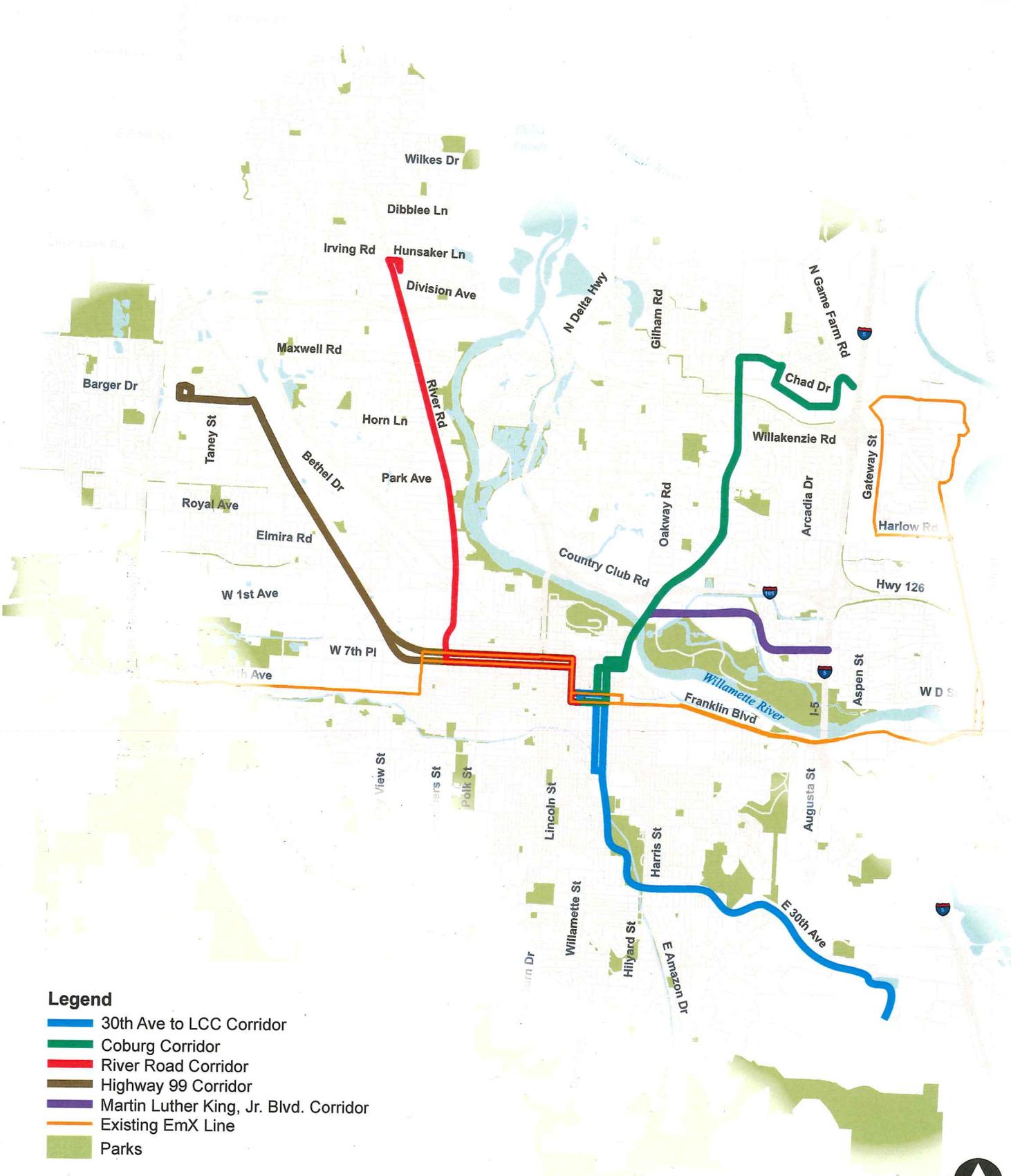
#### **Additional Revisions**

32. Add to Chapter 6 a new section entitled "Monitoring and Reporting" that states:

Through its goals, policies, potential action items and projects, the *2035 TSP* is designed to increase transportation choices and reduce reliance on the automobile. While the benchmarks set out in Attachment C will assure the City is making satisfactory progress toward meeting the standards approved by LCDC in 2001 for the entire Eugene-Springfield metro area, the City will also undertake Eugene-specific monitoring and reporting. Specifically, the City will periodically compile information that will be analyzed to measure the performance of the City's transportation system and to evaluate the effectiveness of the *2035 TSP's* goals, policies and programs. Further, transportation-specific monitoring is included in the policies for growth management monitoring that are being prepared as part of the Envision Eugene Comprehensive Plan. The transportation trends proposed to be monitored include vehicle miles traveled, mode split, LTD ridership and commuting trends. Lastly, to monitor the City's progress toward achieving its adopted goal of reducing fossil fuel consumption by 50% by 2030 from 2010 levels, the City will monitor and report on the total gallons of fuel sold in Eugene in 2020, 2025 and 2030.

33. Move the Glossary, currently identified as Appendix A of Volume 2, to the preamble of the main document (Volume 2), paginating it as pages iv – vii.
34. Correct typos, grammatical errors and reference errors.

# Corridor Overview



### Legend

- █ 30th Ave to LCC Corridor
- █ Coburg Corridor
- █ River Road Corridor
- █ Highway 99 Corridor
- █ Martin Luther King, Jr. Blvd. Corridor
- █ Existing EmX Line
- █ Parks



07.05.2016

LCDC-Approved Performance Measures (from TransPlan)	Benchmarks					How Measured
	2015	2020	2025	2030	2035	
<b>% Non-Auto Trips</b> “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.
<b>% Transit Mode Share on Congested Corridors</b>	10%	12%	14%	16%	18%	LCOG data, LTD data (boardings) or ACS commute statistics (ACS=4.1% transit now)
<b>Priority Bikeway Miles</b> 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; <i>and</i> (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.
<b>Acres of zoned nodal development</b> Definition of “nodal development” from <i>TransPlan</i> = 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	1240	1530	1700	1870	2040	Number of acres that meet <i>TransPlan’s</i> definition of nodal development, <i>i.e.</i> , mixed use centers, Key Transit Corridors, and 20-minute neighborhoods.  GIS, U.S. Census

diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.						
<b>% of dwelling units built in nodes</b>	23.3%	26%	29%	32%	35%	<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><b>% of New "Total" Employment in Nodes</b>            (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>	45%	48%	51%	54%	57%	<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>