



DRAFT

Project Overview

- Project Purpose
- Project Needs
- Vision for Franklin Blvd
- Project Goals & Objectives
- Evaluation Criteria

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Attachment 1: Planning Documents Review

Contains a review and excerpts of planning related documents with relevance and guidance pertaining to the transformation and redesign of Franklin Boulevard



Introduction

Project Overview

Franklin Boulevard is designated as an arterial street that connects downtown Eugene to the University of Oregon and Springfield, provides access to several businesses and other land uses, and is a transit spine for the area. Its present design still looks and operates like an antiquated state highway that does not take into consideration the urban land uses around it. Its fast speeds and driver behavior does not adequately or safely serve the multimodal needs of our urban Eugene community. As Eugene and the University of Oregon grow, our transportation needs and values are evolving to achieve several community goals and objectives.

The City of Eugene (City) has been planning for Franklin Boulevard's redesign for years. The Walnut Station Specific Area Plan, adopted in 2010, envisioned a corridor transformation so that this segment of Franklin Boulevard could serve as a catalyst for redevelopment of the corridor. To achieve this, however, Franklin Boulevard needs design changes.

With this project, the City is looking to develop multimodal alternative design options to reconfigure the 1.5 miles of Franklin Boulevard from Alder Street to Interstate 5 to:

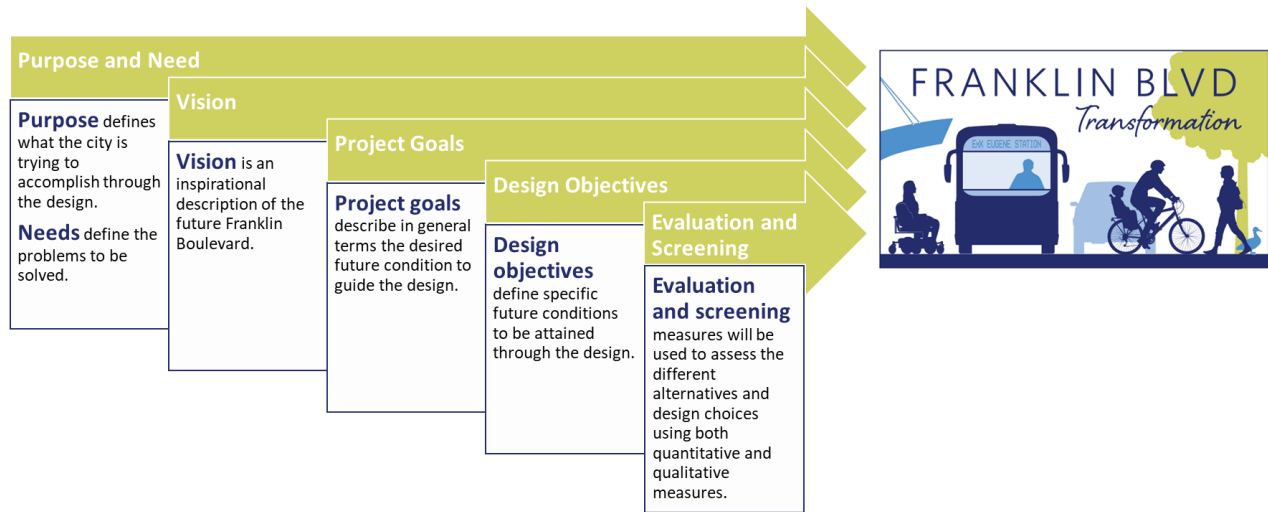
- Transform Franklin Boulevard from an auto-oriented thoroughfare to a pleasant, safe, comfortable, multimodal street.
- Reinforce Franklin Boulevard as the spine of the regional EmX system.
- Strengthen connections for all modes across and along Franklin Boulevard.
- Redevelop Franklin Boulevard consistent with adopted plans and considering environmental impacts.

Through the project, the City will also evaluate the environmental impacts of the project in a subsequent environmental/permitting phase. The project's development process will link transportation planning and environmental analysis through an integrated and coordinated approach. It will consider both planning and National Environmental Policy Act (NEPA) considerations to allow decisions to carry forward through subsequent project development and approval activities.

Purpose of the Memo

This memo serves as a base of information to provide background and context for the transformation of Franklin Boulevard. It describes the purpose of the project and the needs (problems) the project is intended to resolve. It presents a draft vision statement, goals, and objectives for the corridor based on a review

of existing planning documents¹. The vision, goals and objectives will be refined through the project’s planning process as we hear from the community about what they would like to stay on Franklin, what they would like changed, and what they would like created. Finally the memo presents criteria for evaluating project design elements and to aid the City in identifying the best design concepts to move forward for further consideration in subsequent phases of project development.

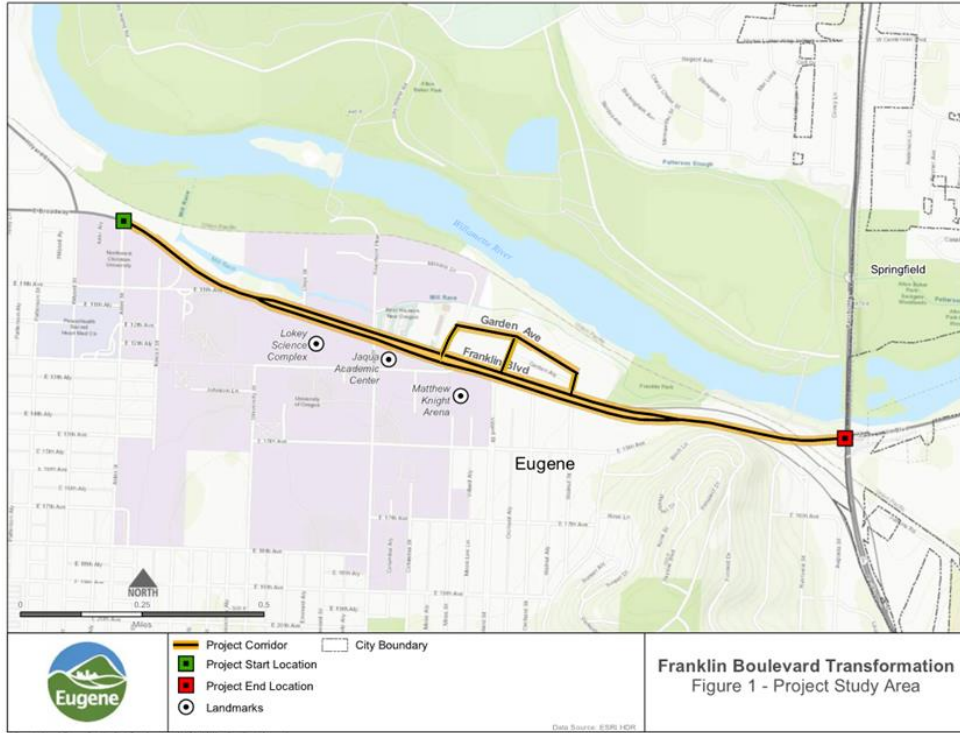


The contents of the memo will be used by project designers and the public to communicate and shape the transformation of Franklin Boulevard.

Project Area

The extent of the project is from Alder Street on the west side to Interstate 5 on the east side. It also includes consideration of bicycle and pedestrian accommodation on Garden Avenue near the middle of the corridor, in addition to repaving for automobile travel.

¹ Attachment 1 contains an annotated bibliography with excerpts of relevant guiding statements for consideration in the redesign of Franklin Boulevard



Purpose and Need

Draft Purpose

The purpose of the project is to transform Franklin Boulevard from an automobile-oriented state highway arterial to be a pleasant, safe, comfortable, high quality, walking, biking, and transit street, and be consistent with adopted land use and transportation plans, which also call for supportive increased residential density, changes in urban form, and mixed-use development.

Draft Needs (Problems)

1. Franklin Boulevard has a deficient bicycle and pedestrian network, across and along it, especially given changes in adjacent and planned land uses.
 - a. The quality of the pedestrian and bicycle facilities on Franklin Boulevard and Garden Avenue are substandard for Eugene and do not meet current street design guidelines. Land development patterns to the north of Franklin Boulevard create a growing demand for people walking and biking to safely, comfortably, and conveniently cross



Sidewalks without a buffer and standard bike lanes are not comfortable places for people to walk and bike on Franklin.



- Franklin Boulevard. The wide street, number of lanes, fast speeds, and lack of quality crossing treatments and distance between existing suitable crossings create safety concerns for people walking and biking.
- b. Higher quality bicycle and pedestrian facilities that flow into the corridor are not well connected to Franklin Boulevard. Bike and pedestrian connectivity along and across the corridor are lacking and are poorly designed.
2. The EmX bus rapid transit system (BRT) in the corridor is near capacity and does not support desired future headways.
 - a. In part of the corridor, the EmX vehicles have to share one dedicated travel lane for both directions. As ridership has grown, the single, shared lane does not provide sufficient operational capacity.
 - b. Planned headways (7 minutes) aren't possible given the current single lane configuration.
 3. Franklin Boulevard's current design and operating conditions are incompatible with adopted land use, development, and transportation plans.
 - a. Franklin Boulevard bisects the University of Oregon, which is undergoing a major expansion across Franklin into what will be North Campus in the future. As an auto-oriented, former State-owned highway, the design of the street (e.g., wide lanes and auto-oriented character) and speeds of motorists are incompatible with the current and future planned uses. The corridor's future condition needs to respond to this redevelopment and growth in a safe manner.
 - b. Land use plans, particularly the Walnut Station Plan, call for increasing residential and commercial density and a high-quality, walkable, bikeable streetscape. The increased density is planned to support the investment in the EmX line through increased ridership.
 - c. The street network, parallel streets, and connectivity are lacking in the area due to several factors (e.g., the railway lines, the river, topography, numerous street closures on parallel streets, and the past emphasis on a hierarchy of roads and superblocks). Because Franklin Boulevard was considered more or less a highway, the past design direction emphasized motor vehicle throughput, volume, and speed, over access, walkability, bikeability, transit, urban design, etc. Urban ideas like connectivity, access, parallel networks, and multimodalism were unimportant. However, the evolution of adopted plans (see Attachment), mean they are important today and the legacy of those past design ideas means that Franklin Boulevard is being asked to play several roles simultaneously. Simultaneously achieving all of the roles (safe, comfortable accommodation of all modes, access to parcels, creation of a "place," etc.) to a high degree on one street is a major policy and design challenge because of limited space and ability to create new right-of-way. Trade-offs will undoubtedly be needed.

Vision

After the project and the area's redevelopment, Franklin Boulevard will be transformed. The following vision is from the Walnut Station Specific Area Plan. The project's goals and objectives provide refinement of the vision. The vision, goals and objectives presented here are drafts based on adopted plans. These draft elements will be revised as the project progresses and we hear from the community through our outreach process.

In this vision from the *Walnut Station Specific Area Plan*, Franklin is transformed by:

Providing the retail services needed by residents of a vibrant neighborhood and an attractive and distinctive travel corridor that facilitates safe and efficient movement by all modes of transportation. Residents and visitors experience a unique and welcoming entrance to the city and the University of Oregon, arriving by bike, bus, car and foot. The multiway boulevard encourages use by pedestrians and shoppers by separating through traffic from local access traffic, increasing safety throughout the corridor and providing a quieter edge as well as parking options on the local access lane.

Vibrant, green foliage in well-designed landscaping, pedestrian scale lighting and attractive, human-scaled architecture all blend to create a sense of vitality fused with elements of nature.²



Franklin Boulevard redesign as envisioned in the Walnut Station Specific Area Plan (p. 28)

While the street typology may change through the Franklin Boulevard Transformation, any new design concepts that emerge will retain the values articulated in the Walnut Station Specific Area Plan vision.

² *Walnut Station Specific Area Plan*. City of Eugene. 2010. P. 11.

Project Goals, Objectives, and Evaluation Measures

Goals	Design Objectives	Evaluation Measures
<p>Project goals describe in general terms the desired future condition to guide the design.</p>	<p>Design objectives define how specific future conditions will be attained through the design.</p>	<p>Evaluation measures will be used to assess the different alternatives and design choices using both quantitative and qualitative analysis.</p>
<p>Goal 1: Transform Franklin Boulevard into a pleasant, safe, comfortable, multimodal street.</p>	<ul style="list-style-type: none"> • Redesign Franklin Boulevard as a complete street that is safe and comfortable to walk and bike both along and across and to transit stations • Use design tools such as multiway boulevard sections, protected intersections, protected bicycle infrastructure, and wider sidewalks with planted buffers to increase safety and comfort for all users. • Increase accessibility for all users to increase social and economic exchange across and along the street. • Integrate furnishings, lighting, landscape elements, distinct materials, and character-supporting elements into the design to result in an attractive place with a desirable image • Street trees are of particular importance to create a sense of enclosure, pedestrian comfort (e.g., shade in the summer), and beauty. • Integrate gateways and key entry points to the corridor to create a sense of arrival, help change driver behavior to match the desired context, and emphasize the desired character of Franklin Boulevard. • Consider freight needs in the design (i.e., appropriate routes, appropriate design vehicle for urban environments, and encroachment policy that allows for urban outcomes) • Reinforce the urban design direction for buildings along the street to “hold” the street, increase pedestrian comfort, help calm traffic, help change driver expectations, and create an urban sense of enclosure/space. • Discourage design features that encourage high motor vehicles speeds (e.g., right turn lanes, wide lanes, highway-scaled signs, etc.) and encourage measures that help self-enforce desired speeds/calm motorists such cross-section changes, textures, optical narrowings and other measures that are compatible with multimodal corridors. • Explore street connectivity to promote direct routing/lower VMT, lower automobile dependencies on Franklin Boulevard, redundant routing options. Connectivity is important for emergency services’ response times, during times of maintenance, special events, collisions, or other emergencies along Franklin Boulevard. 	<p>Pedestrians</p> <ul style="list-style-type: none"> • Pedestrian Level of Traffic Stress • Continuity of walking network • Distance between suitable pedestrian crossings of Franklin • Safety • Accommodation of people with mobility and visual impairments <p>Bicycle Travel</p> <ul style="list-style-type: none"> • Bicycle Level of Traffic Stress • Continuity of biking network • Safety <p>Transit</p> <ul style="list-style-type: none"> • Frequency and On-Time Reliability • Schedule Speed/Travel Times • Presence of Transit Stop Amenities • Connectivity to Pedestrian/Bike Network • Safety <p>Motor Vehicles</p> <ul style="list-style-type: none"> • Level of Service • On-street parking supply • Travel Time • Vehicle Miles Traveled (VMT = average trip length x # of motor vehicle trips) • Modal split • Emissions/carbon footprint • Safety • Network connectivity
<p>Goal 2: Reinforce Franklin Boulevard as the spine of the regional EmX system.</p>	<ul style="list-style-type: none"> • Provide continuous bi-directional travel for EmX buses along the corridor with high-quality, well-integrated, and accessible stations. • Design for planned transit frequency and capacity needs and meet on-time performance goals. • Design for ease of access to the stations for pedestrians and cyclists. 	<p>Freight</p> <ul style="list-style-type: none"> • Appropriate truck routes <p>Environmental</p>

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	<ul style="list-style-type: none"> • Design for a comfortable and dignified waiting and transfer experience. 	<ul style="list-style-type: none"> • Historic Sites Affected • Acres of Land Use Type Impacted • Number of Charter Trees Affected • Acres of Impervious Surface • Right-of-way Acreage needed • Number of Noise Sensitive Land Uses • On-street parking Supply
Goal 3: Strengthen connections across and along Franklin Boulevard.	<ul style="list-style-type: none"> • Create a consistently high-quality experience along Franklin Boulevard for people using all travel modes, for example through a wide, well-appointed pedestrian realm, more frequently-spaced pedestrian crossings, and mutually supportive design elements. • Design accessible, engaging, safe and comfortable connections to and from adjoining neighborhoods and destinations on the corridor and connections across the corridor. • Design so that motorists intuitively know to drive at the desired/target speeds, expect to yield or stop for pedestrians and cyclists, slow for turning motorists, and other urban circumstances, due to design queues and not have to rely on posted speed limit signs, crossing signs, police enforcement, etc. 	<p>Economic</p> <ul style="list-style-type: none"> • Construction cost • Maintenance costs
Goal 4: Reconstruct Franklin Boulevard to be consistent with adopted plans and considering environmental impacts and cost.	<ul style="list-style-type: none"> • Consider design and performance guidance from adopted plans • Avoid or minimize adverse impacts of the design alternatives on the natural and human environment and promote design elements that result in positive impacts on the natural and human environments • Avoid or minimize impacts of the design that would preclude parcel redevelopment to desired form/use in adopted plans. Advance that ability to redevelop parcels to the desired form by designing the street to be supportive of the desired form of development. 	