EUGENE SPRINGFIELD AREA 2000 TRANSPORTATION PLAN

A PRODUCT OF
EUGENE SPRINGFIELD AREA
TRANSPORTATION STUDY

PUBLISHED BY LANE COUNCIL OF GOVERNMENTS

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CERTIFICATION

City of Eugene

We hereby certify that the Eugene-Springfield Area 2000 Transportation Plan has been submitted to the public for hearings and has been adopted by the Eugene City Council and the Eugene Planning Commission.

Mayor, City of Eugene

June 15, 1978
Date of Adoption

President, Planning Commission

March 28, 1978
Date of Adoption

City of Springfield

We hereby certify that the Eugene-Springfield Area 2000 Transportation Plan has been submitted to the public for hearings and has been adopted by the Springfield City Council and the Springfield Planning Commission.

Mayor, City of Springfield

June 19, 1978
Date of Adoption

Chairman, Planning Commission

March 15, 1978
Date of Adoption

Lane County

We hereby certify that the Eugene-Springfield Area 2000 Transportation Plan has been submitted to the public for hearings and has been regularly adopted by the Lane County Board of County Commissioners (Ordinance No. 683), dated June 20, 1978) upon recommendation for adoption by resolution of the Lane County Planning Commission (dated March 14, 1978).

Chairman, Board of County Commissioners

June 20, 1978
Date of Certification

Chairman, Planning Commission

March 14, 1978
Date of Certification

Lane Council of Governments

I hereby certify that the Eugene-Springfield Area 2000 Transportation Plan has been adopted by the Lane Council of Governments.

Chairman, Lane Council of Governments

June 22, 1978
Date of Adoption

METROPOLITAN AREA TRANSPORTATION COMMITTEE MEMBERSHIP

Eugene Council Member
Springfield Council Member
Lane County Commissioner
Lane Transit District Board Member
Oregon Transportation Commission Member
Eugene City Manager (Alternate)
Springfield City Manager (Alternate)
Lane Transit District General Manager (Alternate)
Lane County Chief Administrative Officer (Alternate)
Representative of the Oregon Department of Transportation (Alternate)
L-COG Executive Director (Nonvoting)
Chairman, Citizens' Advisory Committee (Nonvoting)
Chairman, Transportation Planning Committee (Nonvoting)

TRANSPORTATION PLANNING COMMITTEE
METROPOLITAN MEMBERSHIP

Director of the Department of Public Works - Lane County
Director of Public Works - City of Eugene
Director of Public Works - City of Springfield
Administrative Assistant - Lane Transit District
Director of Planning - Lane County
Director of Planning - City of Eugene
Director of Planning - City of Springfield
Director of Planning - Lane Transit District
Transportation Planning Engineer - Lane County
Traffic Engineer - City of Eugene
Traffic Coordinator - City of Springfield
Deputy Director of Regional Planning - Lane Council of Governments
Representative - State of Oregon Department of Transportation
Manager - Mahlon Sweet Field
Representative - Federal Highway Administration
Representative - Lane Regional Air Pollution Authority

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INTRODUCTION

INTRODUCTION

This report is the Eugene-Springfield Area 2000 Transportation Plan, prepared by the Lane Council of Governments Transportation Planning Committee and adopted by Eugene, Springfield, Lane County and the Lane Council of Governments. Public review and discussion, and evaluation of alternatives were an important part of the adoption process.

The entire Plan was developed within the direction set by the "Twelve Principles for Master Plan Development," adopted during 1976 by local elected officials. The alternatives examined during Plan development are presented in the Transprotation Plan Technical Report, published in January 1978.

Public meetings to discuss the Transportation Plan were held at various locations throughout the metropolitan area during late 1977 and early 1978. Public hearings were held by the three local planning commissions and by the city councils of Eugene and Springfield and the Lane County Commissioners from January to June 1978.

The adopted Transportation Plan will set policy and guide transportation system management and development for the metropolitan area between 1978 and the end of the century. The implementation of this Plan will lead toward achievement of community goals on transportation and mobility.

The approach taken in making the recommendations of this Plan recognizes the uncertainties surrounding the future and the fiscal constraints of the present; in general, the Plan is one of staged development, calling for preservation and improvement of the existing transportation system rather than major new expansion during the 1978-1990 period. Most major new highway improvements are recommended for construction after 1990, and the recommended future transit system is one that combines maximum flexibility with minimum fixed-facility investment. This tends to reduce the uncertainties of long-range planning by limiting the irreversible public commitment during the first ten years of the Plan. Through system monitoring and periodic Plan review and update, new transportation goals or new directions may be chosen as new knowledge is acquired.

ORGANIZATION OF THE EUGENE-SPRINGFIELD AREA TRANSPORTATION STUDY*

Lane County, Eugene, Springfield, Lane Transit District, and the Oregon Department of Transportation are the major public agencies responsible for developing and operating the transportation systems of the metropolitan area (see Figure 1 for the area covered by the Plan).

An organization (Figure 2) has been established through the Lane Council of Governments (L-COG) that allows for a regional cooperative approach to transportation planning. The Lane Council of Governments is a group of local elected officials established for long-range planning through its charter and agreement. Lane Council of Governments has been formally designated by the Governor in accordance with the 1973 Federal Highway Act as being the agency responsible for long-range transportation planning in the Eugene-Springfield area.

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* The formal organization of the transportation study process is in response to the U.S. Department of Transportation requirements. The Federal Aid Highway Act of 1962 and the Urban Mass Transportation Act of 1964 require that in metropolitan areas, all transportation improvements (street construction, bus purchase, etc.) using federal aid must be a product of a continuous, cooperative and comprehensive planning process, and must be a part of an adopted transportation plan.

FIGURE 1
TRANSPORTATION STUDY AREA

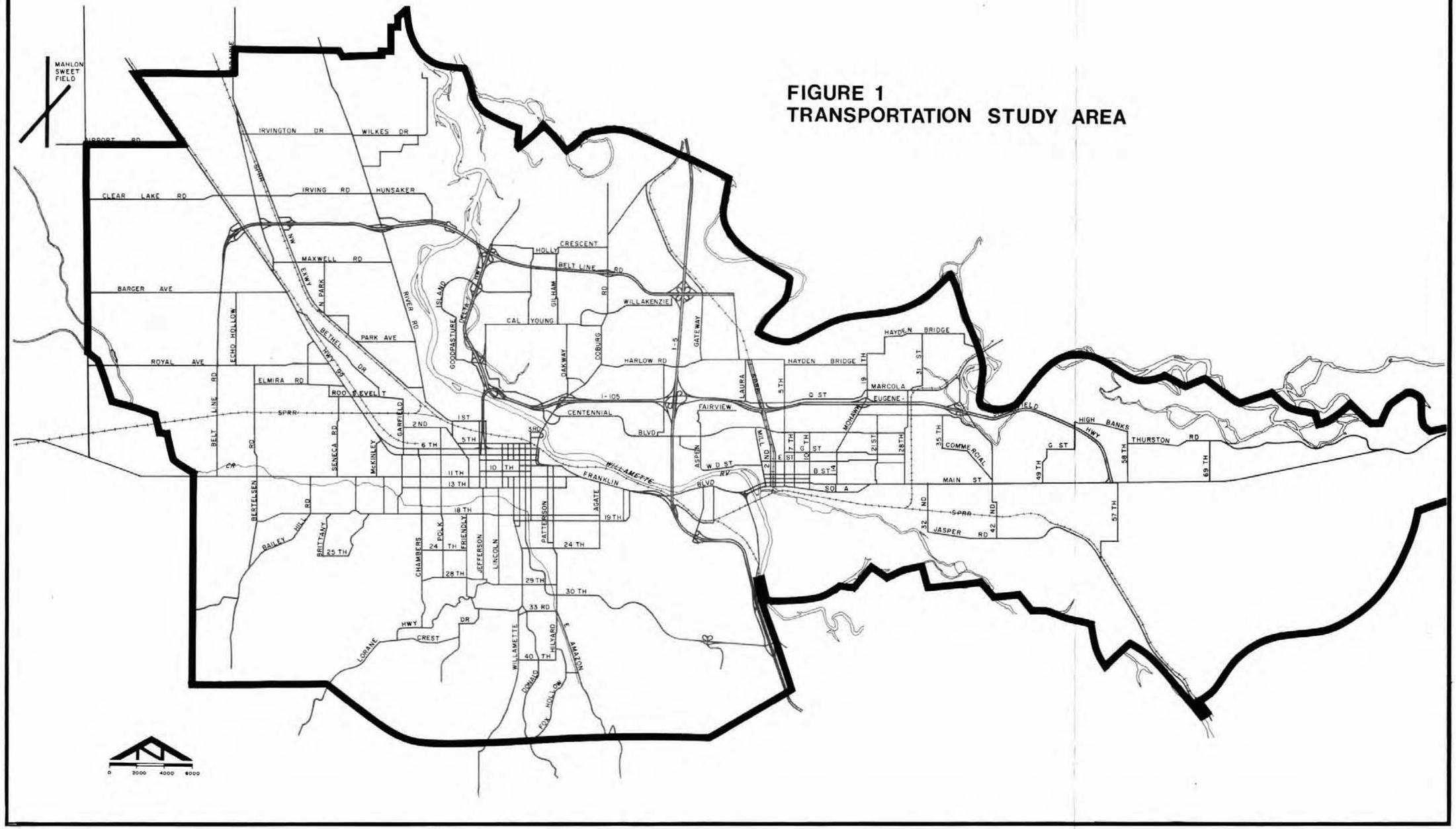
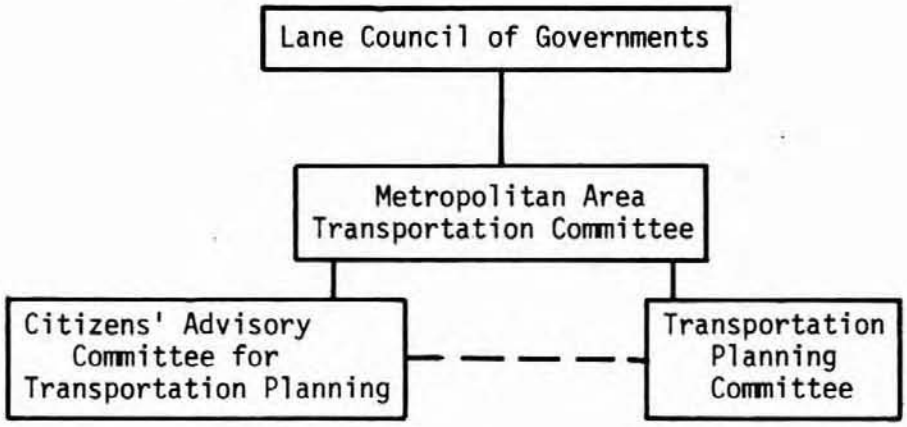


FIGURE 2

TRANSPORTATION PLANNING ORGANIZATION
EUGENE-SPRINGFIELD METROPOLITAN AREA



To ensure adequate involvement in the preparation and adoption of transportation plans, Lane Council of Governments has three committees playing important roles in the transportation planning process:

1. The Metropolitan Area Transportation Committee (MATC) serves as the policy committee for the conduct of the transportation planning process. Its membership, composed of elected officials or their alternates, sets and reviews policy direction for transportation planning and implementation in the metropolitan area.

2. The Citizens' Advisory Committee (CAC) advises MATC on various transportation planning matters. Additionally, the CAC provides a mechanism for continuous citizen involvement in the transportation planning process. The CAC is composed of citizens appointed by the L-COG Board of Directors to serve as citizen representatves in a continuous program of direct citizen participation.

3. Transportation Planning Committee (TPC) is composed of staff from various local agencies, the Oregon Department of Transportation, and the Federal Highway Administration. Together, these personnel perform a technical staff function as a committee of Lane Council of Governments.

The membership of the MATC and TPC are listed in the front of this Plan.

PROCESS

In 1970, after long study, the Lane Council of Governments adopted a 1985 Interim Transportation Plan (often referred to as the E-SATS Plan). This plan has served as the only long-range, areawide transportation plan although it was never formally adopted by the other units of local government. It met state and federal technical requirements for adoption and plan content, and, as a result, the area qualified for federally aided street and highway projects. In 1972, the Metropolitan Area General Plan (commonly referred to as the "1990 Plan") was adopted, calling for a review of the Transportation Plan. For that review, and for the development of a new transportation plan, a process was used that gave elected officials the opportunity to provide policy direction at several points during the plan preparation. The process contained three principal steps. They were:

1. Identification of broad concept alternatives to be investigated in response to the charge of the Metropolitan Area General Plan (1974).

2. Investigation of the concept alternatives and selection of one to guide transportation plan development (1975-1976).

3. Preparation and adoption of a Transportation Plan (1976-1977).

During May of 1974, the Citizens' Advisory Committee held four public meetings in the metropolitan area to listen to suggestions about the kinds of alternatives that should be investigated. The alternatives requested by the public were so broad and varied that the preparation of a detailed plan for each alternative would have required resources and time far beyond reasonable limits. Therefore, six generalized alternatives were identified in step one that covered a range of ideas

that were frequently mentioned at the public meetings and in the committees' meetings that followed. Each alternative concept represented a different course of development for the metropolitan area during the 1975-2000 period.

In September, 1975, the Lane Council of Governments released the "Eugene-Springfield Transportation Alternatives" report, which examined and evaluated the six concept alternatives. After extensive public review and public hearings, the elected officials from Eugene, Springfield and Lane County selected a transportation concept from the "Alternatives" report to be refined to a transportation plan for the metropolitan area. In February, 1976, policy direction had been set, and work commenced on the Plan.

In preparing the Plan, the Transportation Planning Committee evaluated alternatives for future transit systems, major street and highway corridor improvements, transportation related policies and parking supply forecasts. Those alternatives are documented in the Transportation Plan Technical Report. Public meetings were held to provide an additional base of information for elected officials to consider before adopting a transportation plan. Adoption by local elected officials occurred in June 1978.

Integrally related to the Transportation Plan is the five-year Transportation Improvement Program (TIP). The TIP, prepared jointly by local implementing agencies, serves as the link between the long-range plan and implementation. At a minimum, it includes all street and highway projects, bikeways and transit projects that are of regional significance and are proposed for implementation during the five-year period. The entire program is reviewed and updated annually. As projects are advanced to the first year of the program, the agency responsible for implementation will study each improvement in more detail. Impact reports may be written prior to a project's implementation, and, if appropriate, the implementing agency may further study alternatives at the project level and hold hearings as necessary prior to project authorization by the responsible agency. In most cases the areawide Plan provides a framework for the detailed study of a project in the Plan.

PLAN REVIEW AND UPDATE

Periodically, the areawide long-range plan is reexamined for its appropriateness as long-range policy. The Plan is intended to set policy and guide transportation system management and development for

the metropolitan area so that decisions affecting transportation and land use may be made with some degree of consistency. Issues such as growth, energy supply and financial resources make planning during the study period somewhat speculative, though, and it is imperative that the Plan be reviewed and endorsed annually (with minor modifications as necessary). When changing conditions or attitudes indicate that the adopted long-range plan is no longer the most desirable areawide policy, a major reevaluation and update will occur. Under any circumstance, a major resolution will occur no later than five years after Plan adoption and at subsequent five-year intervals.

RELATIONSHIP TO THE METROPOLITAN AREA GENERAL PLAN

The Metropolitan Area General Plan is an adopted set of comprehensive policies guiding the development of the Eugene-Springfield area. It is often referred to as the "1990 Plan." Decisions based on the land use and land development policies of the general plan dictate transportation facility requirements in urban areas.

Development of the Transportation Plan was initiated upon adoption of the Metropolitan Area General Plan in 1972, and the policies of that Plan served as the framework for land use, and for population and employment allocation assumptions that are basic to the Transportation Plan. Now, the General Plan is being updated with adoption expected by mid-1979.

The Transportation Plan was adopted as an element of the 1990 Plan and will serve as the transportation element of the updated General Plan. The two Plans must be consistent, and there is the possibility that the Gereral Plan may be significantly changed as a result of the update. If this occurs, the Transportation Plan will be reviewed and evaluated with respect to those changes and revised, if necessary, to maintain consistency.

Conversely, policies and recommendations of the Transportation Plan should be considered during the update of the General Plan. Transportation goals have been set by elected officials, and this Plan attempts to set a course for system development that will help achieve those goals. If revisions to the General Plan are required to reach the transportation goals, it should be modified accordingly, or the goals of the Transportation Plan revised.

RESPONSIBILITY FOR PLAN IMPLEMENTATION

Eugene, Springfield and Lane County have the responsibility for implementing policies and recommendations contained in this Plan. Public agencies which provide transportation facilities or services, such as Lane Transit District and the Oregon Department of Transportation, will be expected to follow the Plan within the financial constraints and within compliance with the comprehensive plan requirements of the Oregon State Land Conservation and Development Commission. Other public agencies, such as school districts and the University of Oregon, and private employers and businesses will be expected to give due consideration where appropriate to the adopted policies and recommendations when making their own policy decisions. The encouragement to consider these policies and recommendations is to come from local general purpose governments.

ELEMENT I

Overall Planning Direction

Overall Planning Direction

PURPOSE

The purpose of this document is to guide implementation and evaluation of a transportation system to meet the community needs as expressed in urban land use plans. The system shall provide safe, convenient, and attainable levels of mobility with emphasis on energy conservation.

GOALS AND OBJECTIVES

General Goals

1. We must provide for a balanced transportation system to give mobility to all citizens.

2. We must treat transportation and land use as being part of an interacting system, viewing the development of a transportation system as a means to accomplish a desired land use pattern.

Specific Goals

1. Future metropolitan area transportation planning must deal with all aspects and forms of transportation--including automobile, trucks, airplanes, railroad, public transit, bicycles, and pedestrians--and should focus on the interrelationship of the various transportation systems.

2. Transportation systems must be designed and located in such a manner that they will effectively interconnnect the numerous activity areas of the metropolitan community.

3. Transportation systems should be designed to minimize the impact of transportation noise, land consumption, pollution, and the division or isolation of neighborhoods and properties.

4. Provision must be made to determine future transportation needs through continuing comprehensive transportation studies.

5. Public policies, particularly land use and transportation planning policies, should be directed toward limiting passenger automobile use while simultaneously developing alternative modes of transportation.

Objectives

1. Serve our existing and future arrangement of land uses by an efficient, safe and attractive transportation system.

2. Consider the transportation routes' impact on neighborhoods and the environment, as well as motorists' convenience and safety.

3. Ensure that future route selection will consider indirect, as well as direct, costs of construction.

4. Protect abutting land uses from adverse effects of transportation routes, and the routes from incompatible adjoining developments.

5. Provide for the future requirements of inter-urban rapid transit and emphasize the pressing need for intra-urban public transit.

6. Provide for the future requirements of aviation.

7. Ensure that consideration be given to adequate provision for convenient, pleasant and safe bicycle and pedestrian movement.

8. Provide transportation plan alternatives for community evaluation.

9. Decrease the adverse effects of the automobile.

10. Develop a transportation system which is responsive to:

    A. Changing community needs and conditions; and
    B. Changing transportation technology offering advantage to this community.

TWELVE PRINCIPLES FOR MASTER PLAN DEVELOPMENT

After public review of the "Eugene-Springfield Transportation Alternatives" report, the Eugene Council, Springfield Council and Lane County Commissioners set the direction for development of the Transportation Plan by adopting twelve principles to guide planners and engineers in their work.

Although the exact wording of the principles approved by each jurisdiction varied slightly, the interest was the same in each case, and both versions served as policy direction or planning assumptions during preparation of the 2000 Transportation Plan.

Eugene and Lane County Version

The twelve principles for Master Plan Development are:

1. Goals and Objectives
   The Transportation Master Plan will be developed within the goals and objectives listed in the "Eugene-Springfield Transportation Alternatives" report. The transportation goals of the Metropolitan Area General Plan are included in that list.

2. Planning Period
   The Transportation Master Plan will cover a 25-year planning period, with a target date of 2000.

3. Land Use
   Some elements of the "balanced land use" concept will be incorporated to correspond to specific adjustments aimed at increasing residential densities to a greater extent than continued trends would portend.

   Discussion: For example, increased residential densities for the Springfield Main Street area, Goodpasture Island, the area immediately west of Skinner's Butte, and the downtown Westside Eugene area.

4. Transit Usage
As a direct result of the Eugene goal of 15 percent transit usage, the Lane County goal of 10-15 percent transit usage and the Springfield goal of ten percent transit usage,* an areawide average of 14 percent of internal person-trips on transit will be pursued.

Discussion: The Transportation Master Plan will be based on the above policy guidance from each of the jurisdictions.

5. Per Capita Trip-Making
Per capita trip-making in the urban area will be maintained at its present level.

Discussion: Although per capita trip-making will not be reduced, the manner in which travel demand is satisfied will change, particularly in Eugene and Lane County. In addition to the shift in trip-making from automobiles to transit discussed in the previous section, Eugene will pursue a goal to move 15 percent of Eugene trips by bicycle, foot or paratransit.** Lane County will pursue a goal of reducing auto-driven trips by ten percent in its area of jurisdiction by substituting modes similar to those mentioned by Eugene.

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* The Springfield goal was subsequently changed to five percent by the City Council. Local goals that can be logically aggregated to form an area-wide transit goal should serve as the basis for future transportation system development. Agreement on, and adoption of a compatible area-wide transit goal should occur as part of the five-year update of Metropolitan Area Transportation Plan. However, each of the transit goals currently recognized by each jurisdiction constitutes a major emphasis on transit as part of the metropolitan area's future transportation system. In order to achieve this increased emphasis on transit, the proposed land use policies as well as the policies and projects of the Plan related to improvements in the level of service of transit will be necessary.

** Paratransit encompasses various types of ride sharing programs, such as carpooling, vanpooling, taxi service, and subscription bus service.

6. Modeling

Only person-trips carried by automobile, truck or public transit will be evaluated by computer modeling.

Discussion: Because of the lack of base data and the tolerances inherent with transportation systems modeling, it is not practical to model for modes which carry only a small fraction of total trips, particularly when areawide policies regarding those modes are not consistent.

When evaluating the need for street and highway and public transit improvements, however, those trips to be carried by bicycle, foot, and paratransit in Eugene and Lane County will be "modeled" simply by removing them from the street and highway and transit network and considering the subsequent reduction in traffic.

7. Scope of the Plan

The Transportation Master Plan will address only those issues that can be agreed upon as valid regional concerns by Eugene, Springfield and Lane County.

Discussion: Consensus on areawide goals was reached only for auto and transit modes. Consequently, the Master Plan will address street and highway improvements, transit improvements, and the interface of both with other modes. Bicycle facilities have already been addressed in both the Metropolitan Bikeway Plan and the Eugene Bikeway Plan. Lane County has a sidewalk program for addressing pedestrian needs of the unincoporated metropolitan area. Implementation of remaining subregional goals (such as development of a facility plan for pedestrians in Eugene) will be the responsibility of individual jurisdictions. Once any such subregional refinement plans are completed, they may be adopted and incorporated as an integral part of the Transportation Master Plan.

8. Level of Service*

With respect to traffic volume, streets and highways will be considered for improvement where the volume is projected to reach the Level of Service "E".

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* Level of service is a qualitative term which denotes operating conditions that may occur on a particular street or highway when it is accommodating a given traffic volume.

Discussion: The impact of this policy will mean generally higher congestion and traffic delays than are experienced currently in the Eugene-Springfield area, and less extensive highway construction than if a higher level of service were set as a goal.

9. Master Plan Alternatives
The Master Plan will, within the constraints of the above policies, examine facility alternatives for major travel corridors.

Discussion: Realistically, available manpower cannot examine alternatives for every proposed street or transit improvement. For major projects, within the limits set by the land use, modal split,* and trip-making decisions already made, alternatives will be presented in the Master Plan.

10. Policy Direction
The Transportation Master Plan will recommend policies to help implement the plan, attain the goals of the plan, and give direction to refinement studies that would develop such items as ordinances or financial plans. The decision to implement these policies will be the responsibility of the local governmental agencies involved.

Discussion: The goal set for transit ridership, for example, is higher than that experienced in most urban areas in the country today. Simply recommending facility service improvements to the transportation system may not be enough to reach that and other plan goals. Rather than presenting only the traditional capital improvement program, the Transportation Master Plan will also identify policy actions that may be either helpful or necessary in achieving adopted goals.

11. Financing
The Transportation Master Plan will include a financial element that defines funding sources for plan implementation.

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* Modal Split refers to the share of person trips within the study area carried by a particular transportation mode, i.e., automobile, transit, bicycle, etc.

12. Plan Update
Through the procedures established by the E-SATS planning process, the Transportation Master Plan will be monitored on a continuing basis, and will be subjected to a major plan update or reevaluation, as required, but not less than every five years.

Springfield Version

1. Goals and Objectives
The Transportation Master Plan will be developed within the goals and objectives listed in the "Eugene-Springfield Transportation Alternatives" report which includes the transportation goals by the Metropolitan Area General Plan which have been adopted by the three local agencies.

2. Planning Period
The Transportation Master Plan will cover a long-range planning period with a target date of year 2000.

3. Plan Update
Through the procedures established by the E-SATS planning process, the Transportation Master Plan will be monitored on a continuing basis and will be subjected to a major plan update or reevaluation as required, but no less than every five years, and will be the responsibility of the Transportation Planning Committee (TPC).

4. Land Use
Some elements of the "balanced land use" concept will be incorporated to correspond to specific adjustments aimed at increasing residential densities to a greater extent than continued trends would portend and as previously approved by the local agencies.

Discussion: For example, increased residential densities for the year 2000 will be assumed in at least the Springfield Main Street area, Goodpasture Island, the area west of Skinner's Butte, and the near-Westside Eugene area.

5. Transit Usage
As a direct result of the Eugene goal of 15 percent transit usage, the Lane County goal of 10-15 percent transit usage, and the Springfield goal of 10 percent transit usage,* an areawide average of 14 percent of internal person-trips on transit will be pursued based on the percentages approved by each agency within that agency's area of responsibility.

6. Per Capita Trip-Making
Per capita trip-making in the urban area will be maintained at its present level.

Discussion: Although per capita trip-making will not be reduced, the manner in which travel demand is satisfied will change, particularly in Eugene and Lane County. In addition to the shift in trip-making from autos to transit discussed in item five, Eugene will pursue a goal to move 15 percent of Eugene trips by bicycle, foot, or paratransit. Lane County will pursue a goal of reducing auto-driver trips to ten percent in its area of jurisdiction by substituting modes similar to those mentioned by Eugene. Springfield will maintain the existing per capita trip-making rate with ten percent transit.

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* The Springfield goal was subsequently changed to five percent by the City Council. Local goals that can be logically aggregated to form an area-wide transit goal should serve as the basis for future transportation system development. Agreement on, and adoption of a compatible area-wide transit goal should occur as part of the five-year update of Metropolitan Area Transportation Plan. However, each of the transit goals currently recognized by each jurisdiction constitutues a major emphasis on transit as part of the metropolitan area's future transportation system. In order to achieve this increased emphasis on transit, the proposed land use policies as well as the policies and projects of the Plan related to improvement in the level of service of transit will be necessary.

7. Modeling

Only person-trips carried by automobile, truck, or public transit will be evaluated by computer modeling.

Discussion: Because of the lack of base data and the tolerances inherent with transportation systems modeling, it is not practical to model for modes which carry only a small fraction of total trips, particularly when areawide policies regarding those modes are not consistent.

When evaluating the need for street and highway and public transit improvements, however, those trips to be carried by bicycle, foot, and paratransit in Eugene and Lane County will be "modeled" simply by removing them from the street and highway and transit network considering the subsequent reduction in traffic.

8. Scope of the Plan

The Transportation Master Plan will address only those issues which can be agreed upon as valid regional concerns by Eugene, Springfield, and Lane County.

Discussion: Consensus on areawide goals was reached only for auto and transit modes. Consequently, the Master Plan will address street and highway improvements, transit improvements, and the interface of both with other modes. Bicycle facilities have already been addressed in the Metropolitan Bikeway Plan, the Eugene Bikeway Plan, and the Springfield Bikeway Plan. Lane County has a sidewalk program for addressing pedestrian needs of the unincoporated metropolitan area. Implementation of remaining subregional goals (such as development of a facility plan for pedestrians in Eugene or Springfield) will be the responsibility of the individual jurisdictions. Once any such subregional refinement plans are completed, they may be adopted and incorporated as an integral part of the Transportation Master Plan.

9. Level of Service

With respect to traffic volume, streets and highways will be considered for improvement when the volume is projected to reach Level of Service "E".

Discussion: The impact of this policy will generally mean higher congestion and traffic delays than are experienced currently in the Eugene-Springfield area and less extensive highway construction (than if a higher level of service were set as a goal). Improvements will be the responsibility of the local governing agency involved as conditions warrant.

10. Master Plan Alternatives
The Master Plan will, within the constraints of the above proposed policies, contain facility alternatives for major travel corridors.

Discussion: Realistically, available manpower cannot examine alternatives for every proposed street or transit improvement. Alternatives for major projects will be presented in the Master Plan.

11. Policy Direction
The Transportation Master Plan will include proposed policies to help implement the Plan, attain the goals of the Plan and give direction to refinement studies that would develop such items as ordinances or financial plans. The decision to implement these policies will be the responsibility of the local governmental agency involved, within the limits set by the proposed policies contained herein.

Discussion: The goal set for transit ridership, for example, is higher than that experienced in most urban areas in the country today. Rather then presenting only the traditional capital improvement program, the Transportation Master Plan will also identify policy actions that may be either helpful or necessary in achieving adopted goals.

12. Finanacing
The Transportation Master Plan will include a financial element.

ELEMENT II

Policies

Policies

Only the policies in this Element have been adopted, and the accompanying discussions merely recognized.

The policies provide the basis for consistent action to move the community toward its goals as expressed in the Metropolitan General Plan and Element I - Overall Planning Direction of this Plan.

The discussions provide explanatory text or specific suggestions for applying policies to a particular circumstance or location. The suggestions may, for various reasons, require further refinement or study prior to implementation.

Local Government Policies Beyond the Scope of the Transportation Plan

The following seven land use policies are important guidelines for transportation development to be considered within the context of the Metropolitan Area General Plan goals and objectives. Implementation of most of these policies is considered necessary if the transportation goals upon which this plan is based are to be achieved.

Policies A through G below were not adopted with the Plan and do not in all cases constitute the official position of local governments with respect to land use. However, if these policies are rejected, significantly modified, or not implemented, many of the assumptions and goals upon which the Transportation Plan was built will no longer be valid. Conversely, the greater the degree of implementation of these policies, the greater are the chances of achieving adopted transportation goals.

A. EFFORTS SHOULD BE MADE TO ENCOURAGE THE GROWTH OF DOWNTOWN EUGENE AND SPRINGFIELD AS STRONGER EMPLOYMENT AND COMMERCIAL CENTERS.

1. Major new commercial center development should be encouraged to cluster in downtown rather than scatter throughout the metropolitan area.

2. Governmental offices should be concentrated downtown.

3. The proposed Civic Auditorium/Cultural Center should be located in downtown Eugene.

4. The location of the Lane County Fairgrounds or other similar traffic attractors should maximize the year-round accessibility to its users via many modes of transportation.

Discussion: The higher the density of a downtown, and the larger its size, the more it will shift travel from automobile to transit. Major increases in the size and density of downtown Eugene and Springfield will have a strong impact on increasing transit ridership, but will be in conflict with land use policies that would help achieve the street and highway goal and perhaps other non-transportation goals as well. Low density development, or multi-nucleated development often helps spread traffic over the entire street network rather than concentrating in a few major corridors. Intense downtown development will make it difficult and costly (if not impossible) to prevent the occurrence of Level of Service "E" in some corridors. Adoption of this policy will require additional study to identify the means to maintain the viability, attractiveness and accessibility of the downtown while moving toward the transit goal.

B. MEDIUM AND HIGH DENSITY RESIDENTIAL DEVELOPMENT SHOULD BE ENCOURAGED IN PROXIMITY (WITHIN ONE MILE) OF DOWNTOWN EUGENE AND SPRINGFIELD.

Discussion: While overall urban density is a major factor in choosing a future transit system, high residential density in proximity to a downtown of substantial size maximizes the potential for high transit usage in an area. As with the previous policy, this action works at counterpurposes with the street and highway goals, although it should have a positive effect on increasing walk and bicycle trips in the downtown.

C. MEDIUM AND HIGH DENSITY RESIDENTIAL DEVELOPMENT, WHERE OTHERWISE APPROPRIATE, SHOULD BE ENCOURAGED IN PROXIMITY TO TRANSIT TRANSFER STATIONS.

Discussion: Increased density within three blocks (approximately one-quarter mile) of transfer stations will have a positive effect on transit ridership, but not of the magnitude of increased density near downtown. The impact of this policy should not be dismissed, however, and its adoption might dictate land use modification in the update of the Metropolitan Area General Plan.

D. NEW RETAIL AND OFFICE CENTERS SHOULD BE WITHIN AREAS OF COMMUNITY COMMERCIAL CONCENTRATION DESIGNATED IN THE METROPOLITAN AREA GENERAL PLAN.

Discussion: This policy recognized the strong emphasis of the Metropolitan Area General Plan to strenghten the downtown areas of Eugene and Springfield. In other words, primary emphasis would still be placed on encouraging new retail businesses and office facilities to locate in the downtown areas, but some growth in community commerical areas can be expected.

E. MEDIUM AND HIGH DENSITY RESIDENTIAL DEVELOPMENT SHOULD BE ENCOURAGED IN PROXIMITY (APPROXIMATELY ONE-HALF MILE) OF COMMUNITY COMMERCIAL CENTERS DESIGNATED IN THE METROPOLITAN AREA GENERAL PLAN.

Discussion: This land development pattern is not the most beneficial for maximizing increases in transit ridership, but it should provide greater incentives for transit ridership than low density scatteration. In addition, locating new residential development near commercial or employment centers increases the likelihood of meeting the non-motorized trip-making goals.

F. DEVELOPMENT AND REDEVELOPMENT SHOULD BE ENCOURAGED IN DESIGNATED AREAS WHICH ARE RELATIVELY WELL SERVED BY EXISTING TRANSIT OR WHERE FUTURE TRANSIT SERVICE IMPROVEMENTS ARE PLANNED.

Discussion: Specific changes in development standards and requirements should be considered for all residential zoning districts within one-quarter mile of high frequency local transit routes. These changes could include: (a) reduction in the minimum lot size, (b) reductions in parking requirements, (c) requirements for developer provision of shelters, pedestrian routes, bus passenger loading areas, bus turnouts and right-of-way dedications. The essence of this policy is already contained in the Metropolitan Area General Plan.

G. LANE COUNTY SHOULD MONITOR DEVELOPMENT OUTSIDE THE URBAN SERVICE BOUNDARY, DISCOURAGE STRIP DEVELOPMENT BETWEEN THE URBAN SERVICE BOUNDARY AND THE SATELLITE COMMUNITIES AND URBAN DEVELOPMENT CENTERS, AND ENCOURAGE COMPACT DEVELOPMENT OF THE SATELLITE COMMUNITIES AND URBAN DEVELOPMENT CENTERS.

Discussion: Implementation and enforcement of existing policies of the Lane County General Plan (consisting of Goals and Policies and Sub-area Plans) are important and should provide the means to accomplish this policy.

Transportation Plan Policies

These policies form a major basis for the management and implementation of the Transportation Plan as well as a major basis for the evaluation of specific transportation proposals.

System Policies

Operational improvements, traffic management strategies, incentives and disincentives are addressed by these specific transportation related actions. While none have the extremely broad impacts of the land use policies, many certainly imply changes in personal convenience travel habits and life styles.

1. TRAFFIC MANAGEMENT TECHNIQUES SHALL ROUTINELY BE INVESTIGATED AND/OR IMPLEMENTED AS A FIRST ALTERNATIVE TO MAJOR CONSTRUCTION TO PROVIDE ADDITIONAL CAPACITY ON EXISTING STREETS.

   Discussion: The application of good traffic engineering principles can often yield significant gains in the efficiency of street utilization. Techniques include the entire spectrum of traffic engineering practices, but some of the more effective include:

   A. One-way streets
   B. Optimization of signal timing
   C. Reversible lanes
   D. Restricted turning movements
   E. Intersection channelizations
   F. Removal or prohibition of on-street parking
   G. Designation and efficient placement of bus stops

2. PROVISION OF STREET CAPACITY ADEQUATE TO MAINTAIN AN ACCEPTABLE LEVEL OF MOBILITY SHALL BE AN INTEGRAL COMPONENT OF THE METROPOLITAN TRANSPORTATION SYSTEM. PROJECTS OF THE STREET AND HIGHWAY ELEMENT OF THIS TRANSPORTATION PLAN SHALL SERVE AS A BASIS FOR FUTURE STREET AND HIGHWAY IMPROVEMENTS.

   Discussion: Although traffic management techniques may be used to forestall or reduce the need for some highway projects, the fact remains that in many locations, major street and highway improvements will ultimately be required to provide an acceptable level of service for both automobile and transit. Under the assumptions of this study, projects included in the Street and Highway Element should be recognized as necessary in addition to the proper application of traffic management techniques.

3. STRATEGIES DIRECTED AT REDUCING PEAK DEMAND BY SPREADING THAT DEMAND OVER A LONGER TIME PERIOD SHALL BE INVESTIGATED AND, IF POTENTIALLY EFFECTIVE, IMPLEMENTED.

   Discussion: Examples include:
   A. Staggered work hours
   B. Flexible work hours
   C. Shortened work week

   Work hours or days worked can be shifted from familiar patterns so that employees of cooperating firms distribute demand for transportation facilities over a greater period of time, thereby reducing peak demand. The resulting reduction in peak demand may, in some cases, alleviate or postpone the need for new facilities. These strategies have the greatest potential for impact if implemented by government and businesses located in central Eugene.

4. IN ORDER TO REMOVE OR REDUCE THE IMPACT OF THE AUTOMOBILE ON SELECTED RESIDENTIAL STREETS, TRAFFIC MANAGEMENT TECHNIQUES SHALL BE INVESTIGATED AND, IF POTENTIALLY EFFECTIVE, IMPLEMENTED.

   Discussion: Techniques might include:

   A. Restricted turning movements
   B. Traffic diverters
   C. Automobile restricted areas

   Implementation of appropriate traffic management techniques should receive review through the public hearing process. The intent of these public hearings should be to receive comment on proposed test strategies and to take public testimony on the effectiveness of traffic management techniques after testing has occurred.

5. MASTER ROAD AND STREET PLANS OF THE LOCAL GOVERNMENT AGENCIES SHALL BE UPDATED IN CONFORMANCE WITH THE ADOPTED STREET AND HIGHWAY ELEMENT OF THE TRANSPORTATION PLAN.

   Discussion: Transportation policies should be applied with consistency when obtaining road dedications and improvements.

6. ALTHOUGH ADVANCE PLANS FOR STREET AND HIGHWAY AND TRANSIT IMPROVEMENTS IN NEWLY DEVELOPING OR REDEVELOPING AREAS SHALL BE DEVELOPED, ACTUAL CONSTRUCTION OR IMPLEMENTATION SHALL NOT TAKE PLACE UNTIL A DEFINITE NEED IS SHOWN, IN ORDER TO CONTROL THE STIMULATION OF GROWTH IN THESE AREAS.

   Discussion: Public investment in transportation facilites should not take place until the private development is imminent and an actual demand for the public facilities and services has been demonstrated.

7. IN ORDER TO MAXIMIZE THE CAPACITY OF EXISTING OR FUTURE COLLECTOR OR ARTERIAL ROADS, LAND DEVELOPMENT PATTERNS SHALL BE ENCOURAGED WHICH MINIMIZE DIRECT ACCESS ONTO THESE FACILITIES.

8. ARTERIAL STREETS SHALL HAVE AS THEIR PRIMARY FUNCTION THE MOVEMENT OF PEOPLE AND GOODS. THE STORAGE OF AUTOMOBILES SHALL BE OF SECONDARY IMPORTANCE.

   Discussion: Parking removal should be considered as an alternative to physical widening to provide additional street capacity or accommodate alternative modes through bus stops, acceleration lanes, turn lanes, or bike lanes. In the design of new or reconstructed arterial or collector streets or roads, on-street parking should not be provided unless a clear need is shown.

9. WHEN LANE COUNTY DEVELOPS OR IMPROVES ROADS WITHIN THE URBAN SERVICE BOUNDARY BUT OUTSIDE THE CORPORATE LIMITS OF EUGENE AND SPRINGFIELD, STANDARDS SIMILAR TO THOSE OF THE ADJOINING CITY SHALL BE MAINTAINED.

10. ACCESS TO PUBLIC TRANSIT SHALL BE AN IMPORTANT CONSIDERATION OF DEVELOPMENT OR REDEVELOPMENT IN THE URBAN SERVICE AREA.

    Discussion:

    A. Eugene, Springfield and Lane County shall have the opportunity to review and comment on all transit routes, frequency of service and coverage changes within their respective jurisdictions.

B. The subdivision review process shall include formal review and comment from the staff of the Lane Transit District to ensure that transit service is an important consideration in the subdivison design.

Attainment of the transit goal will be enhanced only through an atmosphere of cooperation between local governments and the Lane Transit District. Assistance and cooperation should be provided to the local transit operator in the location of, and parking removal for, bus stops and turnouts as well as providing locations for passenger waiting shelters. If the transit service is to be a consideration in development, local government must have the opportunity to comment on potential service changes. Likewise, if Lane Transit District is to provide service to attain the transit goal, it needs assurance that transit is an important consideration in the design of new development or redevelopment.

11. PRIORITY TREATMENT FOR TRANSIT VEHICLES SHALL BE USED AT SELECTED INTERSECTIONS AS A MEANS TO HELP ACHIEVE BETTER OPERATING CONDITIONS.

Discussion: This will permit the opportunity for faster line haul transit travel, but has the potential to increase automobile congestion and delays, and decrease vehicular capacity at certain locations.

12. ACTIVE SIDEWALK CONSTRUCTION AND REPAIR PROGRAMS SHALL BE UNDERTAKEN TO PROVIDE FOR PEDESTRIAN ACCESS TO TRANSIT SERVICE AND FACILITATE PEDESTRIAN MOVEMENT IN GENERAL.

Discussion: Lack of sidewalks can be a strong disincentive to transit ridership, particularly in inclement weather, in hazardous locations and after dark.

13. DEVELOPMENT STRATEGIES FOR EACH OF THE CENTRAL BUSINESS DISTRICTS SHALL INCLUDE THE DESIGNATION OF APPROPRIATE SITES FOR A CENTRAL TRANSIT STATION IN DOWNTOWN EUGENE AND A MAJOR TRANSIT STATION IN DOWNTOWN SPRINGFIELD.

Discussion: Good pedestrian access from both transit stations to each of the respective downtown areas should be a prime consideration in site selection.

14. PARK AND RIDE FACILITIES IN SATELLITE COMMUNITIES AND COMMUTER TRANSIT SERVICE TO THE METROPOLITAN AREA SHALL BE INVESTIGATED AND, IF FEASIBLE, ENCOURAGED.

15. INCENTIVES FOR INCREASED TRANSIT USE SHALL BE PROVIDED TO EMPLOYEES OF LOCAL GOVERNMENTS; OTHER PUBLIC AGENCIES, BUSINESS AND INDUSTRY SHALL BE ENCOURAGED TO DO THE SAME.

    Discussion: Examples of incentives which could be implemented include: establishment of flexible working hours by public agencies; reduction in taxes levied against businesses in proportion to the degree to which they subsidize transit rides for their employees.

16. PROGRAMS AND INCENTIVES TO INCREASE AUTOMOBILE OCCUPANCY SHALL BE INVESTIGATED AND, IF POTENTIALLY EFFECTIVE, IMPLEMENTED.

    Discussion: Carpooling programs have proven to be effective in other areas. Preferential treatment for carpools, either through reduced parking cost or parking location, could be provided in downtown Eugene and Springfield, Lane Community College and the University of Oregon as one incentive. Vanpooling and share-ride taxis probably have limited applications in Eugene-Springfield, but these potentials should be investigated.

17. MARKETING PROGRAMS, PUBLIC INFORMATION CAMPAIGNS, AND EDUCATIONAL PROGRAMS PROMOTING THE USE OF ALTERNATIVE MEANS OF TRAVEL, ESPECIALLY CARPOOLING AND BICYCLING, SHALL BE IMPLEMENTED.

    Discussion: Brochures, maps, phone numbers and any other information valuable in learning how to use alternative modes or how to reduce trip-making should be made available by public agencies. Local school districts particularly should become involved in the above education programs.

18. A HIGH PRIORITY SHALL BE PLACED ON COMPLETION OF FACILTIES AND IMPLEMENTATION OF RECOMMENDATIONS IN THE ADOPTED EUGENE-SPRINGFIELD METROPOLITAN BIKEWAY MASTER PLAN.

Discussion: The implementation of the Metropolitan Bikeway Master Plan facilities should continue in order to provide connecting bicycle links between residential areas and points of high trip attractions, such as schools, civic buildings, and commercial, office, and industrial developments.

19. WHERE APPROPRIATE, IMPROVED BICYCLE AND PEDESTRIAN TREATMENT AT SIGNALIZED INTERSECTIONS SHALL CONTINUE TO BE PROVIDED.

    Discussion: Because of the conflicts between modes and accident potential at intersections, careful and special consideration should be given to bicycle and pedestrian movements at key intersections. Such special consideration includes bicycle and pedestrian signal activation devices at signalized intersections.

20. CONSTRUCTION AND RECONSTRUCTION OF STREETS AND HIGHWAYS SHALL INCLUDE CONSIDERATION OF PROVISION FOR ACCOMMODATING BICYCLE TRAVEL AND OTHER ALTERNATIVE MODES. OTHER MAJOR URBAN UTILITY CONSTRUCTION SHALL ALSO CONSIDER THE OPPORTUNITY TO PROVIDE ROUTES FOR BICYCLE TRAVEL.

    Discussion: Bikeway improvements of the Metropolitan Bikeway Master Plan should be considered in street and highway programming efforts.

21. BIKEWAY CONSIDERATION SHALL BE INCLUDED IN THE REVIEW OF PROJECT PLANS AND NEW DEVELOPMENT PROPOSALS.

    Discussion: The process for handling project plans and new development proposals should, as a routine matter, consider impacts upon existing and planned bicycle routes.

22. NEW DEVELOPMENT SHALL BE DESIGNED TO PROVIDE GOOD ACCESS TO THE EXISTING AND PLANNED BIKEWAY SYSTEM, WHERE APPROPRIATE.

    Discussion: Many private subdivisons isolate residential and commercial users by not providing a more direct travel link to existing transportation facilities and services. Commercial land use configurations should be arranged to provide opportunities to make shopping trips via the bicycle and pedestrian modes.

23. LOCAL ORDINANCES SHALL SET STANDARDS FOR ADEQUATE BICYCLE PARKING AND LOCKING FACILITIES, IF ECONOMICALLY FEASIBLE, AT MAJOR COMMUNITY ACTIVITY CENTERS AND MULTI-FAMILY RESIDENTIAL DEVELOPMENTS.

Discussion: Consideration should be given to covered bicycle parking and locking facilities. Community activity centers shall include (a) schools; (b) civic buildings; (c) new commercial, office, or industrial developments; (d) all other new facilities, such as churches and community centers, where large numbers of people are expected to gather; (e) all transit transfer stations; and (f) new apartment developments and planned unit developments.

24. FREE OR LOW COST (TO THE USER) SHORT-TERM PARKING SHALL BE PROVIDED IN THE DOWNTOWN AREAS.

Discussion: To compete with suburban shopping centers, downtown areas must remain attractive to customers and clients in terms of service and convenience.

25. IN GENERAL, SHORT-TERM PARKING SHALL BE LOCATED IN CLOSER PROXIMITY TO THE DOWNTOWN CORES THAN LONG-TERM PARKING.

Discussion: To provide customer convenience, walking distances should be shorter for customers than employees. Persons using long-term parking exhibit behavior patterns which indicate that they will walk greater distances from their automobile to their destination than will persons using short-term parking.

26. ACTION SHALL BE TAKEN TO ENCOURAGE COST PARTICIPATION BY EMPLOYEES IN THE PROVISION OF EITHER ON- OR OFF-STREET PARKING IN DOWNTOWN EUGENE AND SPRINGFIELD.

Discussion: Parking charges for long-term parking that exceed transit fare could be one action to implement this policy. Additionally, the provison of employee parking space should not be subsidized by public employers.

27. IN NEIGHBORHOODS ADJACENT TO DOWNTOWN EUGENE, DOWNTOWN SPRINGFIELD, THE UNIVERSITY OF OREGON AND SACRED HEART HOSPITAL, LONG-TERM, ON-STREET PARKING SHALL BE PROHIBITED TO THE EXTENT POSSIBLE FOR ALL MOTORISTS EXCEPT NEIGHBORHOOD RESIDENTS.

Discussion: Enforcement and equitable application of this policy are mandatory. Further study is necessary to detail measures to enable residents to park on-street while prohibiting all non-residents from doing so.

28. PRIME PARKING SPACE FOR BOTH SHORT-TERM AND LONG-TERM PARKING SHALL BE PROVIDED FOR COMPACT AUTOMOBILES.

    Discussion: Since the area required for parking can be reduced by approximately 15 percent through the use of compact automobile sizes, smaller cars should be given priority treatment. While the number of vehicles requiring parking space may remain the same, the given amount of land or parking structure becomes 15 percent more efficient, thus requiring less total consumption of land or structure.

29. IF ADDITIONAL HOUSING UNITS ARE TO BE BUILT BY THE UNIVERSITY OF OREGON OR THE STATE BOARD OF HIGHER EDUCATION, THEY SHALL BE LOCATED IN PROXIMITY TO THE CAMPUS AREA. IF ADDITIONAL UNITS ARE TO BE ACQUIRED, ACQUISITION IN PROXIMITY TO THE CAMPUS AREA SHALL BE ENCOURAGED.

Financial Policies

Key to the implementation of any transportation plan is the ability to provide funds for improvements recommended therein. The outlook for transportation financing in the State of Oregon is not bright over the next decade. Needs are expected to outstrip revenues for both the street and highway, and transit programs. The following policies identify actions to help alleviate the expected funding shortfalls:

30. THE SETTING OF TRANSPORTATION IMPROVEMENT PRIORITIES AND THE FUNDING OF INDIVIDUAL TRANSPORTATION IMPROVEMENTS SHALL BE DONE IN THE CONTEXT OF OVERALL REGIONAL NEEDS AND COMMUNITY GOALS.

    Discussion: Consideration should be given not only to the direct capital or operating costs of a particular project, but to the ability of that project to enhance the livability of the area or help attain the goals of the Metropolitan Area General Plan.

31. EFFORTS TO UTILIZE THE MAXIMUM AVAILABLE TRANSPORTATION FUNDS FROM FEDERAL AND STATE SOURCES SHALL CONTINUE.

Discussion: This includes not only utilizing all categorical monies available to the area, but agressively competing for discretionary and demonstration grants.

32. EFFORTS TO ENCOURAGE FEDERAL LEGISLATION PERMITTING INCREASED FLEXIBILITY IN THE USE OF INTERSTATE FUNDS SHALL BE SUPPORTED.

Discussion: A disproportionate amound of the Highway Trust Fund revenues appropriated to Oregon (nearly 60 percent) are earmarked for use on the Interstate system. Other than I-205 in Portland, Interstate construction work in the state is nearly finished, and nationally, the system is scheduled for completion by 1986. Federal Highway funds not designated for Interstate construction should be permitted for use on streets and highways in other federally designated categories.

33. INCREASED FEDERAL FUNDING FOR URBAN PUBLIC TRANSIT, FROM SOURCES OTHER THAN EXISTING HIGHWAY REVENUES, SHALL BE ENCOURAGED. STATUTORY REQUIREMENTS FOR CONTINUING STATE SUPPORT TO URBANIZED AREA TRANSIT DISTRICTS SHALL BE ENCOURAGED.

Discussion: Funding problems forecast for both highways and transit make it inadvisable to divert existing revenues from the Highway Trust Fund or State Highway Fund. Expenditure of some federal highway monies on public transit projects is already permitted at local discretion. However, if highway revenues are to be required to be allocated for transit purposes, it is preferable to generate new revenue by increasing road user taxes and fees rather than diverting funds from existing inadequate programs.

34. FEDERAL AND STATE LEGISLATION PERMITTING LOCAL CONTROL OVER A GREATER PROPORTION OF TRANSPORTATION FUNDS SHALL BE SUPPORTED.

Discussion: Currently, Federal-Aid Urban and Urban Mass Transportation Administration Section 5 funds are the only significant, automatically allocated, federal categories directly controlled by local governmental officials. Increases in both categories, or addition of other categories, will allow local officials a greater opportunity to respond to local transportation needs and priorities.

35. FEDERAL AND STATE LEGISLATION INCREASING HIGHWAY USER FEES TO BE USED FOR THE CONSTRUCTION, RECONSTRUCTION OR MAINTENANCE OF STREETS AND HIGHWAYS SHALL BE SUPPORTED.

Discussion: Energy conservation measures, such as carpooling, coupled with a shift to smaller, more energy efficient automobiles in the future, will almost certainly lead to a slowed rate of increase in gas tax revenues. Some forecasts even predict a drop in revenues by the late 1980's if energy conservation measures are extremely successful. The cost of maintaining and rehabilitating the existing highway system will continue to increase, however, through the rising costs of labor and materials. The gap between highway needs and revenues on the national and state level will grow under the current fee structure. Additional user fees are necessary simply to prevent the existing street and highway network from deteriorating during the study period.

36. EFFORTS SHALL BE MADE TO ENSURE PARTICIPATION BY LOCAL OFFICIALS IN THE DEVELOPMENT OF OREGON DEPARTMENT OF TRANSPORTATION POLICIES, PROGRAMS AND PLANS.

Discussion: Decisions made at the state level have a major impact on the transportation system of Eugene-Springfield. Close liaison should be maintained with the Transportation Commission to ensure that local officials are heard when policies and decisions affecting the metropolitan area are made.

37. AFTER ADOPTION OF THE TRANSPORTATION PLAN, JURISDICTIONAL CONTROL OF THE ADOPTED STREET AND HIGHWAY NETWORK SHALL BE REVIEWED AND REVISED WHERE APPROPRIATE TO OPTIMIZE THE USE OF AVAILABLE FUNDING.

Discussion: Continuing efforts should be made to transfer control of certain facilites to other governmental jurisdictions where it is logical from a functional and financial standpoint. For example, attempts should be made to designate the ramps from I-105 to Lincoln-Charnelton as part of the Interstate system to make use of FAI funding. Lane County's trade of Belt Line Road to the state in return for River Road will increase River Road's chances for improvement. Other possibilities for jurisdictional realignment based on the functional nature of the facilities will certainly occur.

38. BEFORE INCREASING EITHER L0CAL USER OR NON-USER TAXES FOR HIGHWAY CONSTRUCTION, CONSIDERATION SHALL BE GIVEN TO UTILIZING A GREATER PORTION OF THE STATE HIGHWAY FUND APPORTIONMENT TO FINANCE ONLY HIGHWAY RELATED IMPROVEMETS.

Discussion: Highway Funds apportionments to local governments are currently utilized by local parks and public safety departments as well as the District Attorney's Office and District Court. As the need for increased highway revenue grows, support of the parks department and public safety departments entirely through the local General Funds could free more road use fees for application to the direct costs of providing an adequate highway system.

39. BEFORE INCREASING EITHER LOCAL USER OR NON-USER TAXES FOR HIGHWAY CONSTRUCTION, CONSIDERATION SHALL BE GIVEN TO UTILIZING A GREATER PORTION OF LANE COUNTY'S CONSTRUCTION FUNDS TO FINANCE HIGHWAY IMPROVEMENTS WITHIN THE METROPOLITAN AREA.

Discussion: In the past, an average of about 20 percent of Lane County's construction funds have been used in the metropolitan area annually.

40. IMPLEMENTION OF ADDITIONAL, BROAD BASED, CONTINUING SOURCES OF REVENUE FOR SUPPORT OF PUBLIC TRANSIT IN THE METROPOLITAN AREA SHALL BE SUPPORTED.

Discussion: If the areawide transit goal is to be achieved, continued public subsidy will be required for operation of the Lane Transit District. Even assuming a tenfold ridership increase and increased productivity of the system, the gap between farebox revenue and operating expenses cannot be covered by increases in the employer payroll tax, the present method of local subsidization. The payroll tax is narrowly based. Alternative sources of revenue, available to the district through its enabling legislation, should be implemented to broaden the base of support and to provide sufficient revenues to implement capital and operating programs responsive to the areawide transit goal.

41. LOCALLY IMPOSED HIGHWAY USER TAXES SHALL BE IMPLEMENTED BEFORE USING ADDITIONAL LOCAL NON-USER TAXES TO FINANCE FUTURE STREET AND HIGHWAY IMPROVEMENTS.

Discussion: There is no question that local government will have to bear an increasing burden in implementing highway improvements at a time when both maintenance costs and construction costs will be increasing at a rate greater than revenue increases. Even reallocation of federal revenues and increases in state revenues will not eliminate the need to generate additional local revenues if the street and highway network is to be implemented.

Increased revenues can be generated from a variety of sources, both user and non-user fees, but at a time of general taxpayer discontent, it appears more equitable to concentrate on user generated fees for the additional highway revenue needed for construction and maintenance. Indirect costs of the automobile, not addressed in this study, will still likely be paid for by property and other non-user taxes.

The possible user fees include locally imposed gasoline sales tax, local registration fees and taxes (requires revision to ORS 481.270(1)), or an ad valorem tax on automobiles. Anything more than a cursory look at these sources is beyond the scope of this study. Additional research (and in some cases legislative groundwork) is necessary before any new revenue source is implemented.

One point is clear--additional local street and highway revenue is needed, and other possible sources should be examined. If the revenue is not forthcoming, the street and highway improvements necessary to prevent the occurrence of Level of Service "E" will not be implemented and congestion will increase significantly over current levels. Alternative solutions that remain are to put restrictions on highway users and disincentives to automobile travel, both with the end result of decreased mobility.

42. LOCAL GOVERNMENTS SHALL AGRESSIVELY ATTEMPT TO SECURE FUNDING OUTSIDE GENERAL FUND REVENUES FOR BICYCLE FACILITIES IN THE METROPOLITAN BIKEWAY MASTER PLAN, ESPECIALLY INDEPENDENT BIKEWAYS OR STRUCTURES WHICH WILL NOT BE COMPLETED AS PART OF THE STREET AND HIGHWAY IMPROVEMENTS IN THE ADOPTED PLAN.

Discussion: One potential new source could come from a bicycle users' fee which should be investigated and, if potentially effective, implemented. Other examples of outside funding sources include Bureau of Outdoor Recreation, CETA employment programs, Federal-aid urban funds, and Oregon State Highway Division "one-percent" money.

Future Planning Policies

The following policies shall help direct future transportation planning:

43. FUTURE PLANNING WORK SHALL CONTINUE TO INVESTIGATE THE USE OF NEW TRANSIT TECHNOLOGIES FOR HANDLING TRANSIT PASSENGERS IN HIGH DEMAND CORRIDORS.

44. MONITORING AND EVALUATION OF ALL MODES SHALL BE A CONTINUING PART OF THE TRANSPORTATION PLANNING PROCESS.

Discussion: Where appropriate, the cost of new facilities should include funds for the installation of permanent traffic counters. These traffic counters should also be incorporated into appropriate new bikeway facilities. This traffic counter program and other programs, such as surveys for all modes, should become part of an overall attempt to monitor and evaluate not only user behavior and needs, but the interrelationships between modes.

45. REGULAR RE-EVALUATION OF THE TRANSPORTATION PLAN SHALL INCLUDE:

A. ANNUAL ENDORSEMENT FROM THE L-COG BOARD;

B. A MAJOR REVIEW AT LEAST EVERY FIVE YEARS;

C. A MAJOR RE-EVALUATION, IF WARRANTED, DURING THE ADOPTION PROCESS OF FUTURE METROPOLITAN AREA GENERAL PLAN UPDATES.

46. LAND USE ACTIONS TO PROMOTE FIXED FACILTY RAPID-TRANSIT SYSTEMS IN THE EUGENE-SPRINGFIELD METROPOLITAN AREA SHALL BE INVESTIGATED IN THE UPDATED METROPOLITAN AREA GENERAL PLAN. PRIMARY CONSIDERATION SHALL BE GIVEN TO CORRIDORS WHICH:

A. Connect major concentrations of residential population to employment and trip attraction centers.

B. Connect major nodes, such as Valley River Center, downtown Eugene, downtown Springfield and the University of Oregon.

Discussion: The density and demand for a fixed rapid-transit facility may not occur within this area within the year 2000 planning frame. However, current and future land use decisions could be guided to help ensure that the necessary residential and employment concentrations occur which would make such a transportation system feasible in the future. This policy statement is intended to provide a focus for current and future planning activity for land use and for a fixed facility rapid-transit system.

47. TELECOMMUNICATIONS SHALL BE INVESTIGATED, AND IF APPROPRIATE, PROMOTED, AS AN ALTERNATIVE TO TRIP-MAKING.

Discussion: A simple telephone call, for example, can often substitute for certain kinds of trips.

48. IF NECESSARY, THE 2000 TRANSPORTATION PLAN SHALL BE AMENDED TO ACCOMMODATE CONTROL STRATEGIES REQUIRED TO MEET AMBIENT AIR STANDARDS IN THE METROPOLITAN AREA.

Discussion: The Eugene-Springfield area has been designated as non-attainment for carbon monoxide, photochemical oxidant and total suspended particulates. Control strategies needed to achieve these ambient air standards by January 1, 1983 may impact policies or facilities of the Plan. The Plan must be consistent with the State Implementation Plan for air quality, and if air quality analysis demonstrates the need for adjustments, the Plan will be amended.

ELEMENT III

Transit

Transit

RECOMMENDATIONS

1. Areawide Transit Goal

   The goals of 15 percent transit usage in Eugene, 10 to 15 percent transit usage in Lane County and 15 percent transit usage in Springfield should be used for transportation and land use planning purposes until the next major update of the Transportation Plan.

   Discussion: Local goals that can be logically aggregated to form an area-wide transit goal should serve as the basis for future transportation system development. Agreement on, and adoption of a compatible area-wide transit goal should occur as part of the five-year update of Metropolitan Area Transportation Plan. However, each of the transit golas currently recognized by each jurisdiction constitutes a major emphasis on transit as part of the metropolitan area's future transportation system. In order to achieve this increased emphasis on transit, the proposed land use policies, as well as the policies and projects of the Plan related to improvement in the level of service of transit, will be necessary.

2. Operational and Service Improvements to the Existing Transit System

The operational and service improvements in Table 1 should be implemented by Lane Transit District.

Discussion: Operational and service improvements are dependent more on the magnitude of the transit goal then the specific target value. Any goal of a substantially higher percentage of transit ridership than exists today would require essentially the same improvements recommended in Table 1. Consequently, normal improvements to the existing transit system should not be considered an option under the current transit goals. Local commitment to a better level of transit service than now exists is the minimum requirement and the first step toward achieving higher transit ridership. Although Lane Transit District is the lead agency for implementing these improvements, improved transit service as a whole may require financial commitment and cooperation (on items such as parking removal for bus stops) from local general purpose governments.

3. Future Transit System

The bus rapid transit system, supported by local buses, should be implemented as described below in the metropolitan area during the study period.

Discussion: As the term implies, bus rapid transit is the provision of a rapid transit service utilizing conventianal or high capacity super-buses (80 seats, as opposed to 50 for standard buses) operating in limited-stop express service, often in priority rights-of-way. The mode of operation might be:

A. Line haul vehicles operating between stations to which passengers arrive by feeder bus, park and ride, bicycle or walking.

B. Line haul vehicles operating through stations to provide both the collection/distribution portion and the line haul portion of the trip.

TABLE 1

Short-Range Transit Service and Operational Improvements

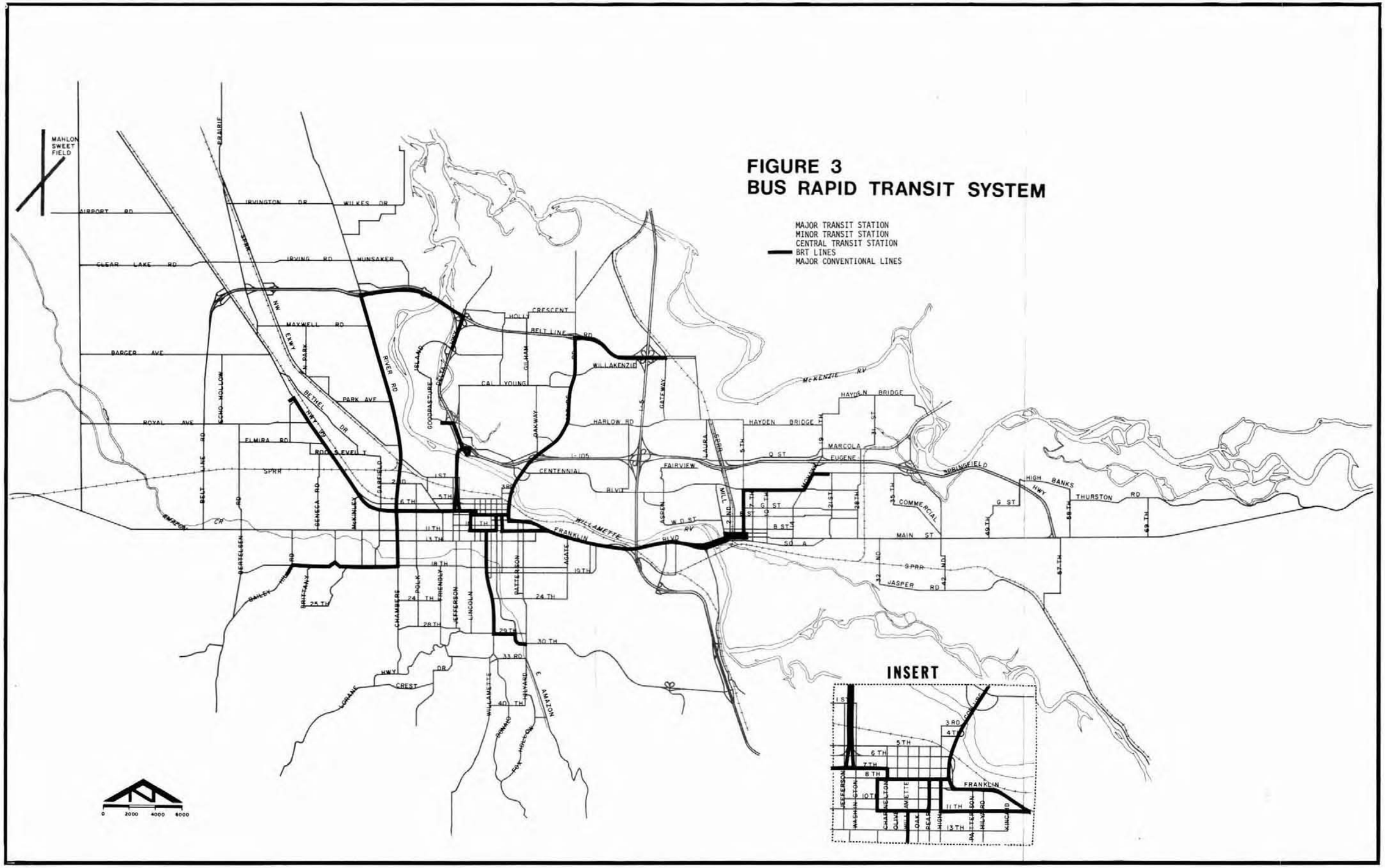
Service Characteristic	Objective	Transit District Improvement	Comments
Transit Travel Time	Bring average transit travel time closer to average auto travel time	1. Increase transit frequency on high demand routes 2. Increase transit coverage in high-demand areas	
Cost of Travel by Transit	Bring average direct transit passenger costs below average auto costs	1. Increase transit operating efficiency 2. Adjust fare structure for attraction	Free fare not recommended
Comfort/ Convenience	Improve quality of transit service, increase transit reliability	1. Extend transit operating hours 2. Clean, modern fleet 3. Improve information service 4. Install additional bus stop signs 5. Install waiting shelters 6. Construct new maintenance facilities 7. Construct transit transfer stations	Coordination with local governments for parking removal or dedication of space Requires coordination with local governments for location
Marketing	Provide effective transit marketing and public education programs	1. Increase media and direct marketing programs 2. Increase media's direct education programs	Should be supported by similar local government programs

Urban areas throughout the country currently utilize a wide spectrum of bus priority techniques for bus rapid transit. Of these priority treatments, only exclusive bus lanes on existing arterial streets and traffic signal preemptions by buses have applicability in Eugene-Springfield in the foreseeable future.

The system consists of petroleum-powered buses operating in mixed traffic throughout much of the urban area, but with some form of bus priority treatment provided in seven major corridors between transit transfer stations, or nodes (see Figure 3). Service in each of the major corridors will be provided by express and high frequency local routes. In off-peak hours, express buses will travel between the central transfer station in downtown Eugene and transfer stations in each of the corridors. Local bus routes will tie together at the station to provide easy transfers and access to the rest of the metropolitan area. During peak hours, most buses will operate as express routes between transfer stations, then continue through to provide local service to the rest of the area. All routes will operate at 30-minute frequencies in the mid-day and evening periods. Frequency of service during peak periods will generally remain the same as off-peak hours, since the higher capacity buses will be used on bus rapid transit lines to provide seating for peak hour passenger volumes rather than placing more buses in operation at peak times. In addition, the provision of circumferential service between many of the transfer stations will offer better service to trips not oriented to the downtown areas. Thirty-three high capacity vehicles will be needed, out of a total active fleet of 158 buses. The current urban fixed route fleet consists of 52 vehicles. (This does not include dial-a-bus or non-urban vehicles.) One hundred three new vehicles will be needed to replace obsolete vehicles that are expected to be removed from service between 1978 and 2000.

In all, a system of 20 transit transfer stations will be developed by 2000. The central transit station will be built at the

FIGURE 3
BUS RAPID TRANSIT SYSTEM



Eugene Mall,* while major stations** will be built at downtown Springfield, University of Oregon, Goodpasture Island, Lane Community College, Oakway Mall, and the intersections of River Road and Belt Line Road, 30th and Hilyard, 58th and Main, 8th and Garfield and Fairfield and Jacobs. Minor transit stations*** will be constructed at thirteen other locations (see Figure 3). Current Programs of placing bus stop signs and shelters will continue.

Appropriate bus priority techniques include peak hour bus priority lanes and contra-flow lanes that would require parking removal, signing and striping of existing streets, intersection treatments involving devices that give buses priority at traffic signals, and widening of intersections to allow buses to bypass some congested intersections.

The capital improvements, costs and recommended phasing associated with the bus rapid transit system are listed in Table 2.

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* Although other downtown bus stops and the noncentral business district transit stations will carry an increased share of the load, the Eugene Mall Station is still projected to be of greatest importance to the system. Facilities include a customer service center as well as the other facilities typical of major transit stations.

** Major transit stations typically include all of the facilities of a minor station, plus restrooms and pay phones. Other improvements vary by site, but may include park and ride lots and bus turnarounds to accommodate converging routes.

*** Minor transit stations typically include signed bus stops zones, passenger waiting shelters, route and schedule information signing, lighting, bicycle parking and locking facilities, and accessibility for the physically limited.

4. Policies and Actions to Help Achieve the Transit Goal

The policies of Element II will serve as the comprehensive set of actions to guide development of the overall transportation system.

Discussion: Policies which specifically maximize the probability that the transit goal will be achieved were discussed in the preparation of the Transit Element. Policies which favor transit may, in some cases, have adverse impacts on highways or other modes, however. The policies in the Transportation Plan are compatible with each other to the extent possible, but must be considered in the context of their relationship to the Metropolitan Area General Plan. The goals may sacrifice the maximum opportunity to achieve one particular modal goal, but should encourage the best overall transportation system development and are as compatible as can be expected with other community goals, objectives and policies.

TABLE 2: BUS RAPID TRANSIT CAPITAL IMPROVEMENTS

Phase I: 1978-1990

Improvement Category	Cost (1977 Dollars)
Central Transit Station Eugene Mall	$800,000
Major Transit Stations (at $185,000 each) River Road and Beltline (Park & Ride) LCC (Park & Ride) 5th and North "B" Coburg and Oakway 11th and Kincaid 30th and Hilyard	$1,110,000
Minor Transit Stations (at $10,000 each) 18th and Chambers 18th and Bailey Hill Coburg and Cal Young 42nd and Main 21st and Olympic 29th and Willamette 18th and Willamette Pheasant and Lindale 8th and Garfield	$90,000
Lane Transit District Maintenance Facility	$2,893,000
Intersection Priority Treatment (at $2,000 per intersection, $1,000 per vehicle) 134 Intersections Equip 121 Vehicles	$268,000 121,000 $389,000
Bus Turnouts and Queue Jumpers (at $40,000 each) River Road: 22 bus stops	$880,000
Street Modification and Paving Turning radius improvement at 8th and Lincoln Alley: 7th-8th between High-Ferry, plus signalization Acceleration lane and turning radius improvements on Coburg Road between 8th-E. Broadway	$110,000
Priority Lane Treatments Bus Priority Lanes 11th Avenue: Willamette-Lincoln Lincoln: 11th-8th Main: 6th-Mill 11th Avenue: Franklin-High	$8,800

Phase I: 1978-1990 (Continued)	
Improvement Category	Cost (1977 Dollars)
Contra-Flow Priority Lanes 8th Avenue: Jefferson-High Willamette: 20th-11th, east side 18th Avenue: Willamette-Pearl	$65,000
Peak Hour Parking Removal Willamette: 11th-20th, west side 11th Avenue: Pearl-Willamette	$1,200
Vehicles	
Standard Coaches (59)	$4,130,000
High Capacity Coaches (10)	1,710,000
Replacement Coaches (31)	2,170,000
	$8,010,000
Engineering	$944,300
1978-1990 TOTAL CAPITAL OUTLAY:	$15,301,300

Phase II: 1990-2000	
Major Transit Stations (at $185,000 each) Fairfield and Jacobs 58th and Main (Park "N" Ride) Goodpasture Island 7th-8th and Chambers	$740,000
Minor Transit Stations (at $10,000 each) River Road and Railroad Boulevard	$10,000
Intersection Priority Treatment (at $1,000 per vehicle) Equip 44 Vehicles	$44,000
Bus Turnouts and Queue Jumpers (at $40,000 each)	
Franklin Boulevard: 10 bus stops	$400,000
Willamette: 10 bus stops	400,000
	$800,000
Priority Lane Treatments	
Contra-Flow Priority Lanes 7th Avenue-Chambers-Jefferson	$4,000
Vehicles	
Standard Coaches (14)	$ 980,000
High Capacity Coaches (23)	4,570,000
Replacement Coaches (72)	6,020,000
	$11,570,000
Engineering	$239,500
1990-2000 TOTAL CAPITAL OUTLAY:	$13,407,500
TOTAL BUS RAPID TRANSIT CAPITAL OUTLAY, 1978-2000:	$28,708,800

ELEMENT IV

Streets & Highways

Streets & Highways

RECOMMENDATIONS

1. Level of Service
   In general, the occurrence of Level of Service "E" on the street and highway system should be prevented. In specific instances, however, the decision to implement projects to provide a higher level of service may be influenced by cost or non-transportation considerations. Such decisions must be made on a case-by-case basis after careful analysis of the ramifications of the resulting traffic congestion.

2a. Street and Highway Improvements - Major Travel Corridors
   Highway testing identified five major travel corridors that are expected to suffer serious congestion, vehicle overloads and capacity deficiencies by 2000. They were:

   - Eugene East-West Corridor
   - River Road Corridor
   - Eugene Downtown Westside Corridor*
   - Ferry Street Bridge/Coburg Road Corridor
   - Franklin Boulevary Corridor
   - McVay Highway Corridor

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* The Eugene Downtown Westside Corridor did not show serious overloads, but at the direction of the Eugene Council, it was added as the sixth corridor to be studied.

Even if the transit goals and alternative mode goals are achieved by 2000, the overloads likely to occur in these corridors will not be reduced sufficiently to eliminate the need for major capital improvements. Only the downtown Eugene area shows some evidence that overloads may be significantly reduced if alternative mode goals are met.

The following project combinations will, in most cases, provide the desired level of service in the major travel corridors, and facilities from those combinations should form the backbone of future capital improvement programs.

Eugene East-West Corridor

The additional capacity required in the Eugene East-West Corridor should be provided ultimately by the facilities represented in Figure 4/Table 3. As an interim solution on 6th and 7th Avenues, both streets should be widened to four lanes between I-105 and Garfield before the 6th-7th Freeway is built in that section.

River Road Corridor

The additional capacity required in the River Road Corridor should be provided by the facilities represented in Figure 5/ Table 4.

Eugene Downtown Westside Corridor

The facilites represented in Figure 6/Table 5 should be implemented to address the problems identified in the Downtown Westside Corridor. Until the Lincoln-Charnelton Couplet is implemented, additional capacity should not be provided on the Washington-Jefferson Couplet, other than improvements of signalization/channelization from 7th to 13th Avenues.

Ferry Street Bridge/Coburg Road Corridor

The additional capacity required in the Ferry Street Bridge/ Coburg Road Corridor shuld be provided by the faciliteis represented in Figure 7/Table 6.

Franklin Boulevard Corridor

Additional capacity in the Franklin Boulevard Corridor should be provided by the intersection improvements represented in Figure 8/Table 7. These intersection improvements will not provide the capacity required to achieve the desired level of service, however. Several locations will likely suffer congestion and overloading by 2000, in spite of the improvements.

McVay Highway Corridor

The additional capacity required in the McVay Highway Corridor could be provided by the facilities represented in Figure 9/ Table 8.

It is recognized that the 30-30th Connector is a potential solution to access and congestion problems in Springfield. A review of this proposed project, based on further technical analysis, will be conducted during the coming year, with the final assessemnt of the ability of the 30-30th Connector to solve these problems based on the results of these studies. If it is determined that the 30-30th Connector is the solution to these problems, then property acquisition could be scheduled. This recognizes that this facility would be a limited access facility except for any access points which would complement the Mt. Pisgah Park Plan or the updated Metropolitan Area General Plan.

2b. Street and Highway Improvements - Non-Corridors Projects

In addition to the significant overloads identified in the major travel corridors, other locations not directly tied to any of the major corridors are expected to experience overloads and operational problems during the study period. Additional capacity requirements must be met at these locations or they will act as bottlenecks for the rest of the street and highway systems.

Provision of the required level of service is only one consideration, however, and streets are often improved or built for reasons other than increasing capacity. The need to re-route traffic, to provide truck access routes for efficient goods movement, to make safety improvements, and to bring streets up to city standards are logical justifications for street projects.

The non-corridor projects represented in Table 9 should be implemented to meet local requirements with respect to level of service, street standards, provision of bikeways, truck traffic, etc. In addition, as non-corridor projects are initiated, their designs should be reviewed with appropriate citizen groups; i.e., the Eugene neighborhood organizations and resident property owners along the street. These reviews would be in addition to regular reviews through public hearings conducted by the city councils and county commissioners.

2c. Street and Highway Improvements - Implementation Phasing
The phasing priorities of Tables 11 and 12 should serve as a guide to street and highway programming during the preparation of the annual Transportation Improvement Program.

Discussion: A tabulation of the major capital improvements required to provide a street and highway system that meets most community goals for level of service, safety, and other considerations by 2000 is shown on Table 10 and Figure 10.

The street and highway network currently forms the backbone of the surface transportation system in Eugene-Springfield and will continue to do so throughout the study period. The proportion of trips using modes other than the automobile may increase, but an adequate street system will still be essential for the efficient operation of buses, bicycles and paratransit vehicles.

Proper implementation programming of the projects requires setting priorities annually through preparation of the Transportation Improvement Program and consideration of available funding, public attitudes, and so on. The general direction to programming and priority setting can be set through the Transportation Plan, however. Projects recommended for implementation between 1978 and 1990 are, in most cases, improvements to the existing system. Right-of-way acquisition for new facilites should occur during this period to prevent new development or redevelopment from encroaching on the proposed alignment, thereby minimizing future costs and disruption. Most major new facilities should be programmed between 1990 and 2000, partly because of the lead time required to initiate a major new project, but more importantly because current state policy places a higher priority on improvements to the existing system, and because the short-term funding outlook does not include sufficient revenues to embark on a major construction program in Eugene-Springfield between 1978 and 1990.

2d. Street and Highway Improvements - Minor Improvements
Local jurisdictions and the State Highway Division should continue with normal traffic engineering and maintenance work to respond to intersection, signal and minor operational problems as conditions warrant.

Discussion: Not all necessary projects can be identified through long range systems analysis. Collector and local streets to serve new development, safety projects and transportation systems

management projects not specifically identified in the Plan will be implemented during the study period. Some of these projects will be covered by reference in the Plan policies. Others can be identified on a short range basis through preparation of the Transportation Improvement Program.

In short, new projects not shown in the Plan are not necessarily inconsistent with it, but if minor projects other than the categories identified above are introduced, they can be evaluated for consistency on a case by case basis. Depending on the scope of the project, public hearings could be held and the project added to the Plan.

2e. Street and Highway Improvements - Total Suspended Particulate Strategy

The paving of streets has not yet been accepted by the Lane Regional Air Pollution Authority AQMA Citizens' Advisory Committee as a control strategy for helping achieve the ambient air standard for total suspended particulates, although the practice potentially could have a beneficial impact on air quality. Paving unpaved streets, alleys and parking lots should be considered for a high priority if officially identified as a control strategy by L-RAPA.

3. Policies and Actions to Help Achieve the Highway Level of Service Goal

The policies of Element II will serve as the comprehensive set of actions to guide development of the overall transportation system.

Policies which specifically maximize the probability that Level of Service "E" will be prevented, without radically altering mobility or accessibility, were discussed in the preparation of the Street and Highway Element. Some of these policies, however, conflict with policies that may help maximize the likelihood that the transit goal will be met. The policies in the Transportation Plan are compatible with each other to the extent possible, but must be considered in the context of their relationship to the Metropolitan Area General Plan. The policies may sacrifice the maximum opportunity to achieve one particular modal goal, but should encourage the best overall transportation system development and are as compatible as can be expected with other goals, objectives and policies for a livable community.

4. Low and Non-Capital Strategies

Following adoption of the Transportation Plan, a comprehensive Transportation Systems Management Program (TSM) should be developed that outlines low and non-capital strategies that will help solve or alleviate future traffic problems.

The program should be submitted for public review and adoption by elected officials.

Discussion: In reality, this plan contains many TSM actions itself. Any policies or projects that use low cost means of achieving greater efficiency on the existing transportation system are TSM strategies. These policies and projects will form the foundation for the Eugene-Springfield area Transportation Systems Management program. Since the long-range direction set by the Transportation Plan will influence short-range, low cost transportation actions, and since federal regulations require preparation and adoption of a TSM, a separate report should be compiled after Plan adoption.

FIGURE 4
EUGENE EAST-WEST CORRIDOR

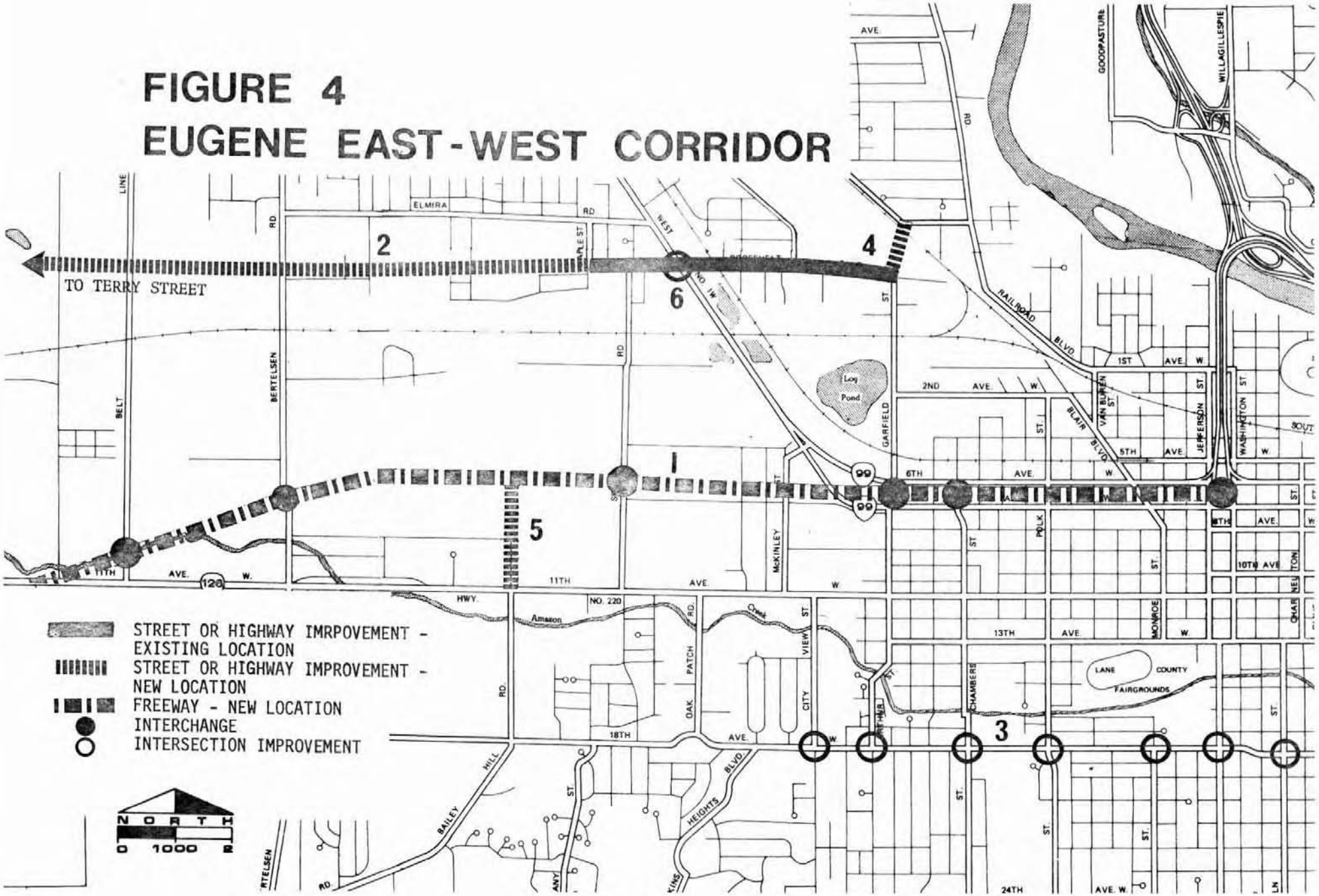

TABLE 3

EUGENE EAST-WEST CORRIDOR

Project	Project Description	Cost* ($000) Right-of-Way	Structures	Grading, Paving and Signals	Total Public Cost
1. 6th - 7th Freeway** - I-105 to W. 11th	4 to 6 lane freeway	$13,715	$54,586	$6,454	$74,755
2. Roosevelt Truck Route - Garfield to Terry	4 lane arterial	373	-	1,094	1,467
3. W. 18th Ave. at: Lincoln*** Jefferson Friendly Polk Chambers Arthur City View	Restripe to 4 lanes and major intersection improvements - turn refuges, signalization, channelization, widening, etc.	334	-	1,729	2,063
4. Roosevelt Connector**** - Roosevelt to N.W. Expressway	2 lanes overpass	-	560	460	1,020
5. Bailey Hill Road - W. 11th to 6th - 7th Freeway	4 lane arterial with turn refuges	95	-	102	197
6. Highway 99 & Roosevelt Boulevard	Intersection Improvements	*****	*****	*****	*****
	CORRIDOR TOTALS:	$14,517	$55,146	$9,839	$79,502

* 1977 Dollars

** Project No. 1a - Widening 6th and 7th Avenues to four lanes, should be an interim treatment during the 1978-1990 period. Implementation of an alignment and construction of the 6th-7th Avenue Freeway in the West Eugene industrial area should be done in such a way so as to be compatible with future industrial development. Particular care should be taken to minimize division of large tracts of land which may be useful to for future industrial sites.

*** Improvements to intersections west of City View Street should be studied in the context of the five-year update of the transportation plan. Specifically, this analysis should address problems at the intersection of 18th Avenue and Hawkins Heights Boulevard which could occur as a result of new residential development in the southwest portion of the city.

**** Strong consideration should be given to combining the Roosevelt Overpass (Project 4) with the railroad overpass which would be required in conjunction with the Chambers Connector (Project 8).

***** Project included as part of Project No. 2, Roosevelt Boulevard and Project No. 20, Highway 99.

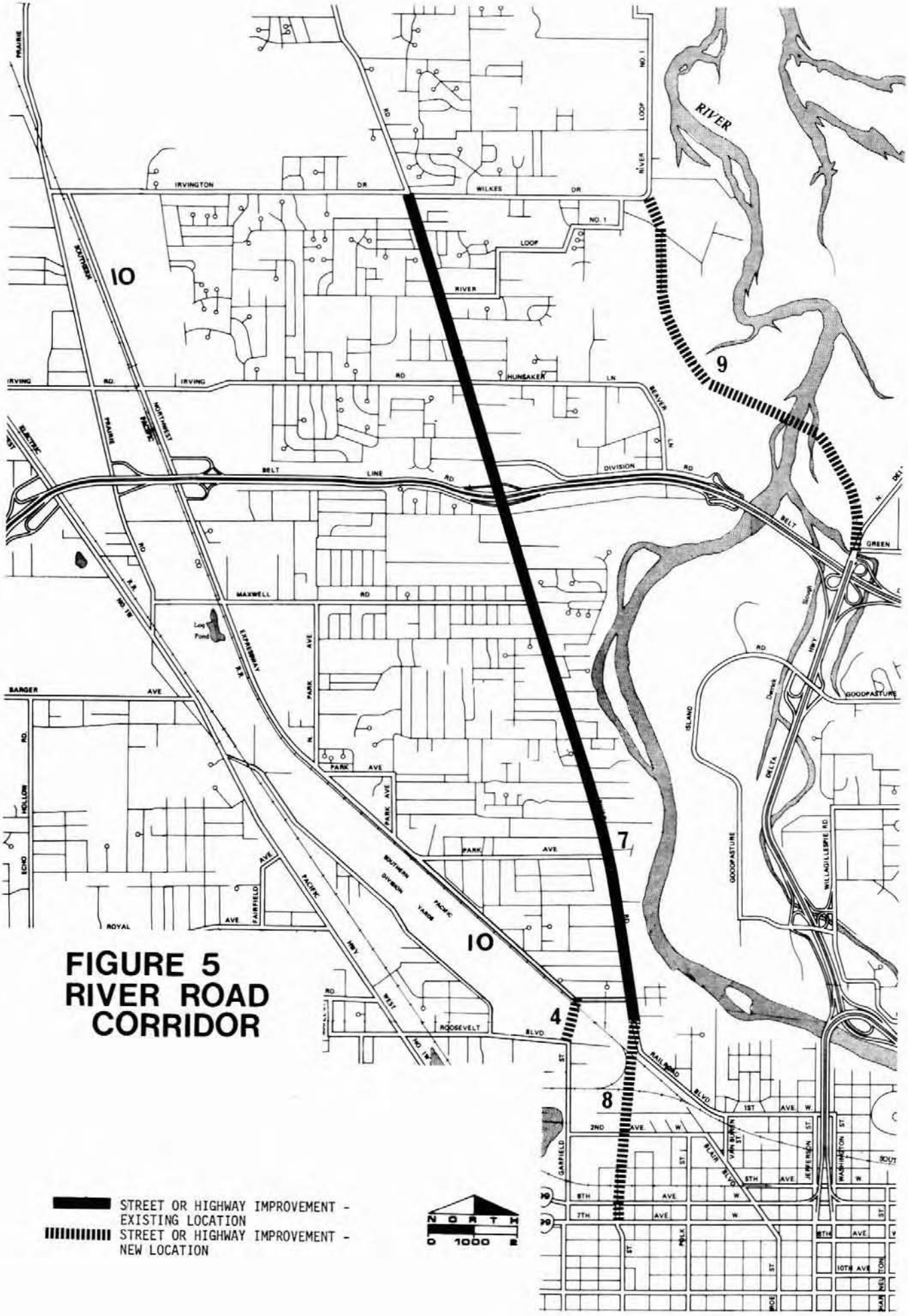

FIGURE 5
RIVER ROAD CORRIDOR

STREET OR HIGHWAY IMPROVEMENT - EXISTING LOCATION

STREET OR HIGHWAY IMPROVEMENT - NEW LOCATION

TABLE 4

RIVER ROAD CORRIDOR

Project	Project Description	Cost* ($000) Right-of-Way	Structures	Grading, Paving and Signals	Total Public Cost
7. River Road - Chambers Connector to Irvington	Widen to 4 lanes (with turn refuges)	$1,000	$ -	$2,980	$ 3,980
8. Chambers Connector** River Road to 6th-7th	4 lane arterial	3,000	2,797	1,941	7,781
9. North Delta Extension*** Delta Highway to Wilkes	2 lane arterial	210	4,420	593	5,223
10. Northwest Expressway****	2 lane arterial	-	-	245	245
	CORRIDOR TOTALS:	$4,253	$7,271	$5,759	$17,229

* 1977 Dollars

** Strong consideration should be given to combining the Roosevelt Overpass (Project 4) with the railroad overpass which would be required in conjunction with the Chambers Connector (Project 8).

*** The potential liabilities of this project include creation of pressure to expand the urban service boundary, but in the long run, the ability to serve residents in the northern part of the community will be of benefit to the metropolitan area. However, to minimize the potential pressure to expand the urban service boundary as a result of this facility, it should not be extended past the projected service boundary.

**** Committed Project

FIGURE 6
EUGENE DOWNTOWN WESTSIDE CORRIDOR

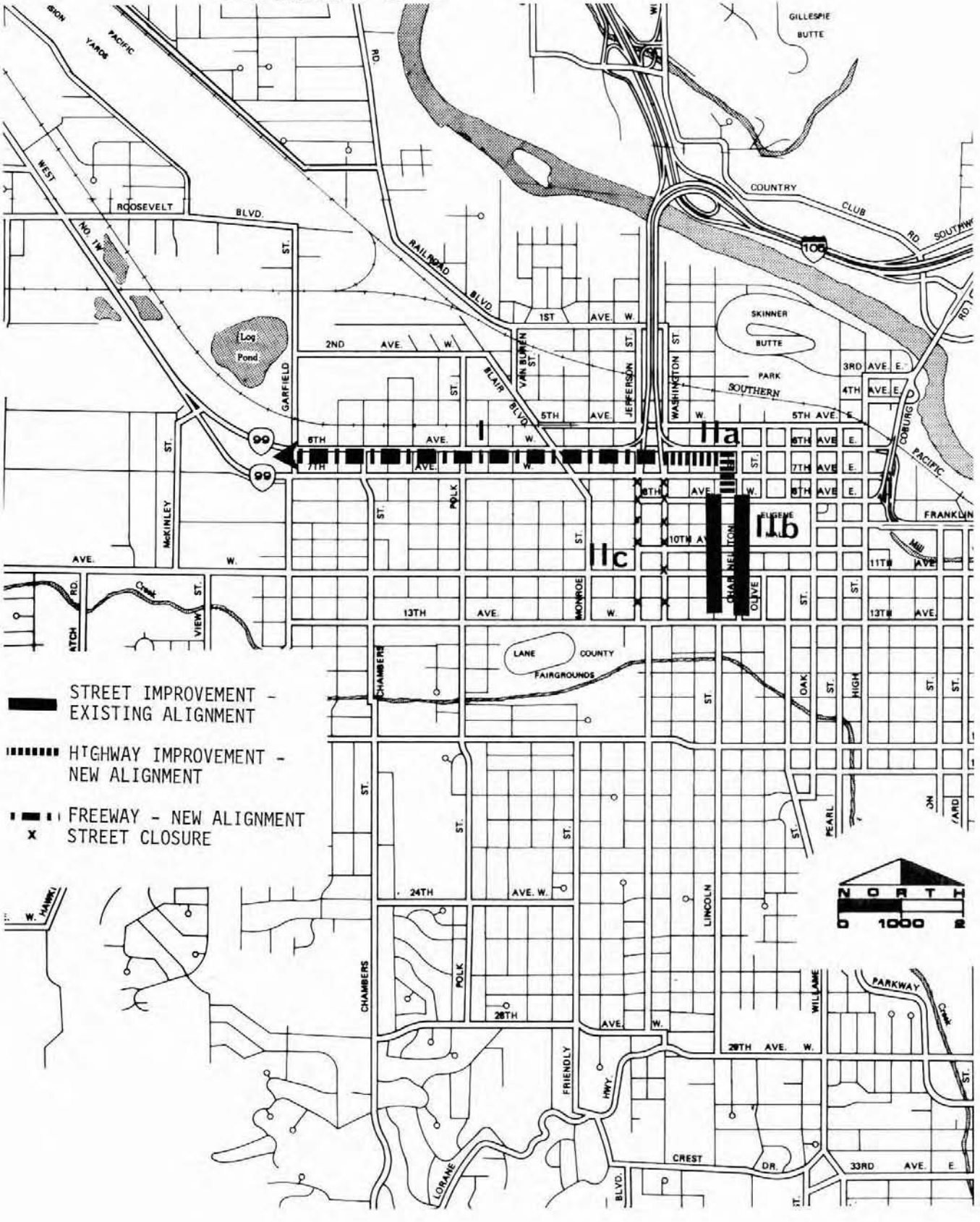

TABLE 5

EUGENE DOWNTOWN WESTSIDE CORRIDOR

Project	Project Description	Cost* ($000) Right-of-Way	Structures	Grading, Paving and Signals	Total Public Cost
11a. I-105 Ramps** I-105 to Lincoln-Charnelton at 8th	New structures to Lincoln-Charnelton couplet	$2,726	$5,086	$123	$7,935
11b. Lincoln-Charnelton couplet	One-way couplet	-	-	331	331
11c. Washington-Jefferson - 7th to 13th	Close to thru traffic	-	-	-	-
	CORRIDOR TOTALS:	$2,726	$5,086	$454	$8,266

* 1977 Dollars

** Since removal of arterial traffic from Washington-Jefferson will not occur until after 1990, interim solutions to the problem should be sought. To the extent possible, the interim treatment should be non-capital intensive. An interim treatment which encourages east-west traffic to use 6th and 7th Avenues rather than 11th and 13th Avenues should be implemented. Projects could include: a) 6th and 7th Avenue widening, included as part of the Plan; b) closure of Madison Street at 6th Avenue, thereby allowing an extension of green time on the westbound ramp from the Washington-Jefferson Street Bridge; c) maintaining parking on Washington and Jefferson streets in order to make these streets less attractive for arterial movements.

In recognition of the Community Center for the Performing Arts facility, the design of the I-105 ramps should, while addressing identified traffic problems, attempt to avoid the CCPA structure at 8th and Lincoln.

FIGURE 7
FERRY STREET BRIDGE / COBURG ROAD CORRIDOR

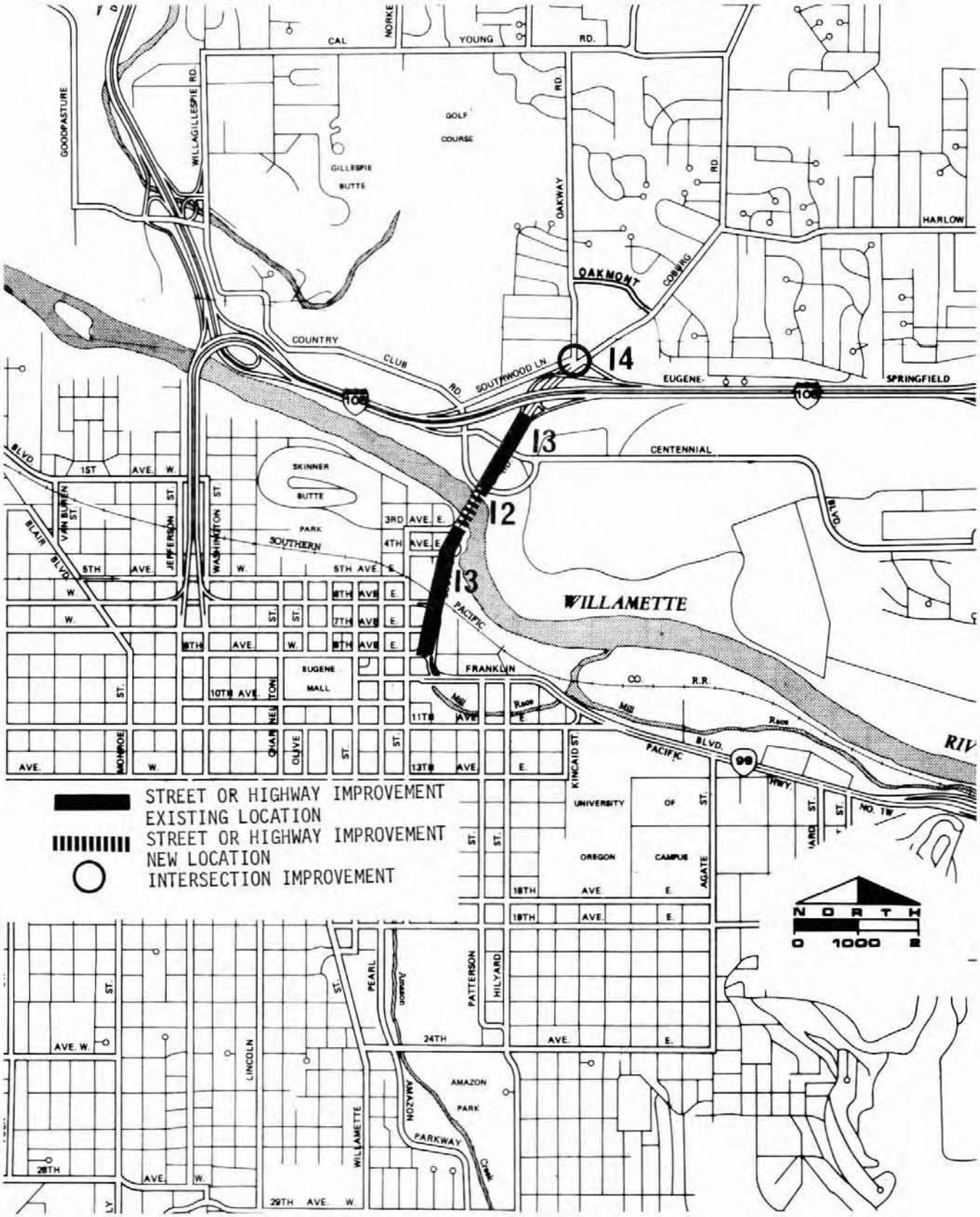

TABLE 6

FERRY STREET BRIDGE-COBURG ROAD CORRIDOR

Project	Project Description	Cost* ($000) Right-of-Way	Structure	Grading and Paving and Signals	Total Public Cost
12. Ferry Street Bridge	Provide 6 lanes capacity new bridge or companion structure	$ -	$4,284	$ -	$4,284
13. Coburg Road - 8th Avenue to I-105	Widen to 6 lanes	-	1,258	359	1,617
14. Coburg Road and Oakway Road	Major intersection improvements	50	-	250	300
	CORRIDOR TOTALS:	$50	$5,542	$609	$6,201

* 1977 Dollars

FIGURE 8
FRANKLIN BOULEVARD CORRIDOR

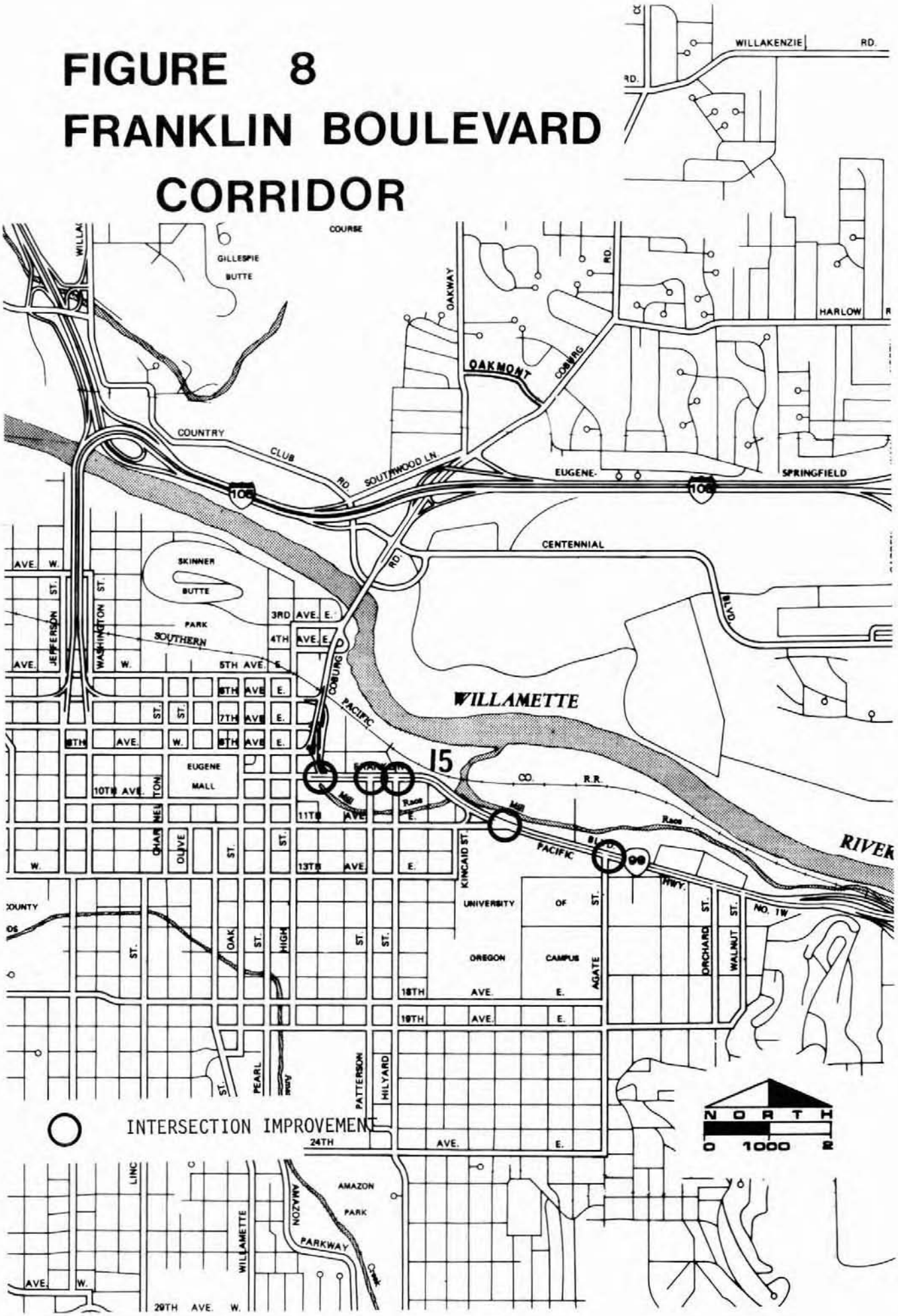

TABLE 7

FRANKLIN BOULEVARD CORRIDOR

Project	Project Description	Cost* ($000) Right-of-Way	Structures	Grading, Paving and Signals	Total Public Cost
15. Franklin Boulevard Intersections	Major intersection** improvements at:				
	Broadway	$ -	$ -	$ 52	$ 52
	Patterson Street	98	-	21	119
	Hilyard Street	-	-	-	-
	11th Avenue	-	-	15	15
	Agate Street	-	-	28	28
	CORRIDOR TOTALS:	$98	$ -	$116	$214

* 1977 Dollars

** Improvements recommended here will not eliminate the overloads on Franklin Boulevard. Additional capacity will be provided, but Levels of Service "E" and "F" will occur in places.

FIGURE 9
McVAY HIGHWAY CORRIDOR

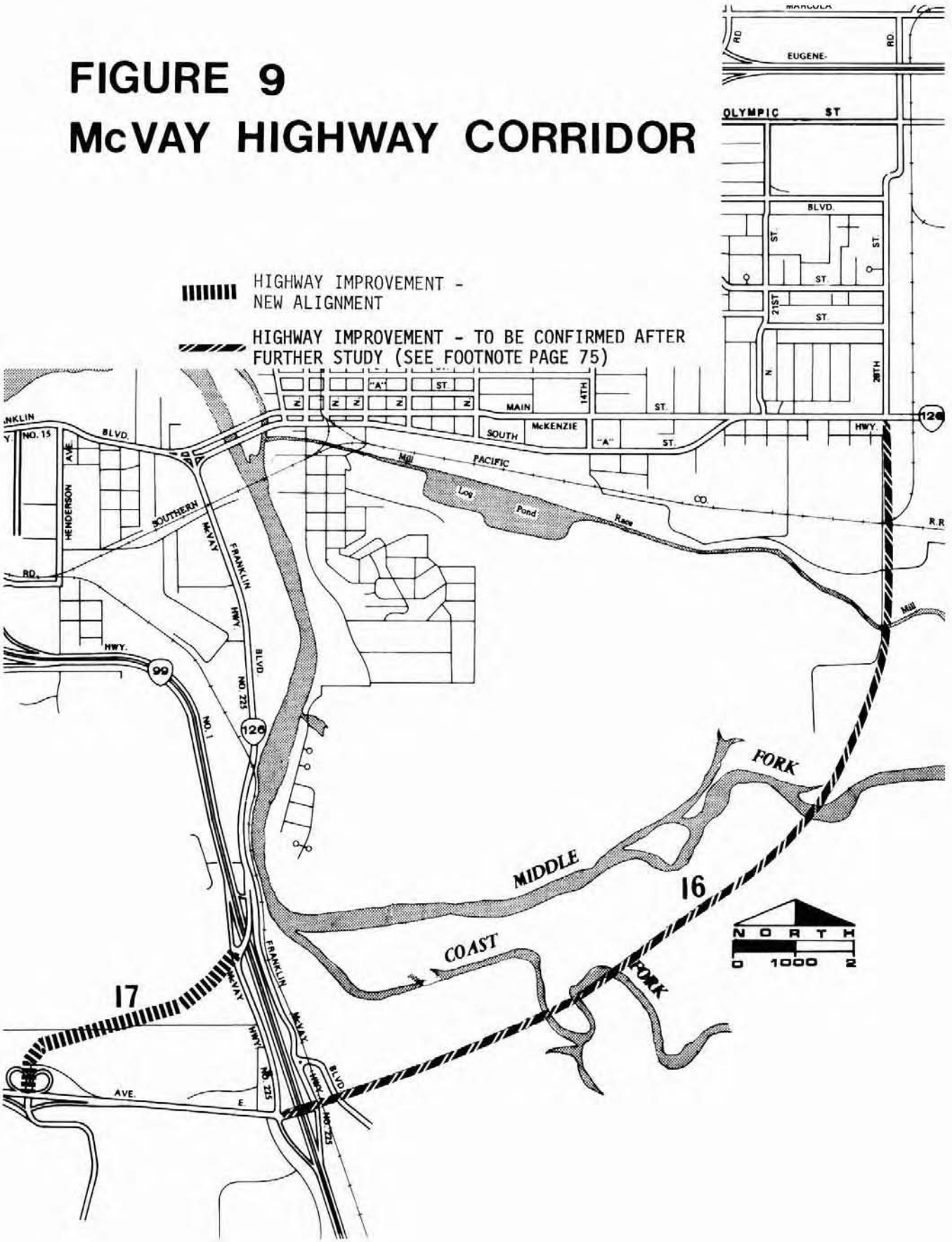

TABLE 8

McVAY HIGHWAY CORRIDOR

Project	Project Description	Cost* ($000) Right-of-Way	Structures	Grading, Paving and Signals	Total Public Cost
16. 30-30 Connector** Main Street to McVay	2 lane arterial	$320	$1,512	$799	$2,631
17. Bloomberg Connector - McVay to 30th	2 land arterial	10	380	92	482
	CORRIDOR TOTALS:	$330	$1,892	$891	$3,113

* 1977 Dollars

** It is recognized that the 30-30th Connector is a potential solution to access and congestion problems in Springfield. A review of this proposed project, based on further technical analysis, will be conducted during the coming year, with the final assessment of the ability of the 30-30th Connector to solve these problems based on the results of these studies. If it is determined that the 30-30th Connector is the solution to these problems, then property acquisition could be scheduled. This recognizes that this facility would be a limited access facility except for any access points which would complement the Mt. Pisgah Park Plan or the updated Metropolitan Area General Plan.

TABLE 9: NON-CORRIDOR STREET AND HIGHWAY PROJECTS*

Project**	Description	Project Justification						
		Existing Problems	Future Overloads	Re-Route Arterial Traffic	Truck Traffic	Construct to City Standards	Implement Bicycle Lanes/Routes	Collector for Future Development
EUGENE								
18. Terry Street-11th Avenue to Barger	2 lane arterial							X
19. Bertelsen-Bailey Hill to 11th Ave.	2 lane arterial		X			X	X	
20. 30th and Hilyard	Intersection improvement and 4 lane arterials	X	X				X	
21. Barger Drive and Belt Line Intersection	Turn refuges		X					
22. Pearl-High Connector***	2 lane arterial	X		X			X	
23. Crescent/Green Acres - Coburg Road to Delta Highway	2 lane arterial		X			X		
24. Chambers Street - 6th Avenue to 18th Avenue	Widen/restripe to 4 lanes - Major intersection improvements		X					
25. County Club-Centennial to Delta						X	X	
26. Cal Young/Willagillespie - Gilham to Delta						X	X	
27. Elmira Road - Hwy. 99 to Bertelsen						X	X	
28. Willamette Street - Coachman to 52nd						X	X	

* As non-corridor projects are initiated, their designs should be reviewed with appropriate citizen groups; i.e., the Eugene neighborhood organizations and resident property owners along the street. These reviews would be in addition to regular reviews through public hearings conducted by the city councils and county commissioners.

** Projects 1 through 17 are all corridor-related projects listed in Tables 3 through 8.

*** The Pearl-High Connector is needed to provide transition from the Amazon Parkway to a one-way couplet to the north. However, in order to maintain compatibility between this facility and the West University Refinement Plan, exact alignment of the Connector should be predicated upon direction set by that refinement plan.

TABLE 9: NON-CORRIDOR STREET AND HIGHWAY PROJECTS

Project	Description	Project Justification: Existing Problems	Future Overloads	Re-Route Arterial Traffic	Truck Traffic	Construct to City Standards	Implement Bicycle Lanes/Routes	Collector for Future Development
EUGENE (Continued)								
29. Highway 99 - Roosevelt to Barger Avenue						X	X	
30. Danebo Street - W. 11th Avenue to Royal Avenue					X	X		
31. Fox Hollow - 43rd to Donald						X	X	
32. Lorane Highway**** 29th to Chambers						X	X	
33. 24th Avenue - Willamette to Amazon Parkway	Intersection Improvements		X					
34. 18th-19th Couplet - Willamette to Hilyard	One-way couplet		X					
35. Hilyard/Patterson - Broadway to 13th	Remove Parking/Restripe to 3 lanes		X					
36. Maple Street - Roosevelt to Elmira						X	X	
37. Glenwood Boulevard Extension - I-5 to Laurel Hill Valley								X
38. 30th Avenue - Spring Boulevard Interchange*****		X						

**** Detailed designs for improvements to Lorane Highway should respond to local conditions, minimizing the environmental impacts to the area, while providing a facility which will be adequate to accommodate auto, pedestrian and bicycle traffic in a safe manner.

***** No through access will be allowed from this interchange northerly to existing streets in the Fairmount area (e.g., Spring Boulevard, Laurelwood) or Laurel Hill Valley, nor to I-5.

TABLE 9: NON-CORRIDOR STREET AND HIGHWAY PROJECTS

Project	Description	Project Justification: Existing Problems	Future Overloads	Re-Route Arterial Traffic	Truck Traffic	Construct to City Standards	Implement Bicycle Lanes/Routes	Collector for Future Development
EUGENE (Continued)								
39. Eugene CBD Projects:								
6th-7th Avenues - High to Washington	Widen to 4 lanes							
W. 11th Ave. - Oak to Charnelton	Remove Parking/Stripe 4 lanes							
W. 13th Ave. - Willamette to High	Remove Parking/Stripe 3 lanes	X	X					
W. 13th Ave. - Lincoln to Willamette	Widen to 4 lanes							
Oak Street - E. 13th to E. 11th	Remove Parking/Stripe 3 lanes							
SPRINGFIELD								
40. Q Street - Eugene-Springfield Hwy to 19th Street	4 lane arterial		X			X		
41. Marcola Road - 19th Street to McKenzie River	4 lane arterial					X		
42. N. 4nd St. - Main St. to Marcola Rd.	4 lane arterial				X	X	X	
43. Gateway Boulevard - Harlow to Beltline	4 lane arterial/ turn refuges				X	X		
44. Olympic St. - 28th St. to 42nd St.	4 lane arterial				X	X		
45. Centennial Boulevard - q8th St. to 42nd St.	4 lane arterial					X		X
46. Mohawk Boulevard - Centennial Boulevard to Eugene-Springfield Highway	6 lane arterial	X	X					
47. 2nd - 3rd Connecto - Eugene-Springfield Hwy. to 2nd - 3rd	2 lane connector and signal	X						
48. Main Street and Central Business District	Signal improvements		X					

TABLE 9: NON-CORRIDOR STREET AND HIGHWAY PROJECTS

Project	Description	Project Justification						
		Existing Problems	Future Overloads	Re-Route Arterial Traffic	Truck Traffic	Construct to City Standards	Implement Bicycle Lanes/Routes	Collector for Future Development
SPRINGFIELD (Continued)								
49. Main Street - 19th St. to Springfield Bridge	Lower crown	X			X			
50. 19th St. - "Q" St. to Yolanda	3 lanes and bikeways					X	X	
51. Hayden Bridge Road - 5th to 19th, Yolanda to Marcola Rd.	curb, gutter, sidewalks					X	X	
52. 5th St. - "Q" St. to Hayden Bridge	3 lanes, sidewalks, bikeways		X			X	X	
53. Thurston/Highbanks Rd. - 69th to Eugene-Springfield	Curb and gutter					X	X	
54. 31st St. - Hayden Bridge to Marcola Road	Curb, gutters, sidewalk, bikeways					X	X	
55. 2nd-3rd St. Extension* - Harlow Road to Belt Line	New arterial			X			X	
56. 57th St./Jasper Road Connector** Main Street to Jasper Road	New arterial		X	X	X			

* The 2nd-3rd Street Extension is to be considered through monitoring and continued study during the coming year with final determination to be made during the annual review process.

** The 57th Street/Jasper Road Connector is to be considered through monitoring and continued study during the coming year with final determination to be made during the annual review process.

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost*
EUGENE EAST-WEST CORRIDOR							
1. 6th & 7th Freeway***							
I-105 to Garfield	6 lane freeway	$ 9,691	$36,134	-	-	$45,825	$45,825
Garfield to W. 11th	4 lane freeway	4,024	18,452	$6,454	-	28,930	28,930
	TOTAL:	$13,715	$54,486	$6,454	-	$74,755	$74,755
2. Roosevelt Blvd.							
Garfield to Hwy. 99	2-4 lane arterial	-	-	$ 336	$ 198	$ 534	$ 336
Highway 99 to Maple	2-4 lane arterial	-	-	98	215	313	98
Maple to Belt Line	2-4 lane arterial	$ 373	-	568	320	1,261	941
Belt Line to Terry	2-4 lane arterial	-	-	92	254	346	92
	TOTAL:	$ 373	-	$1,094	$ 987	$ 2,454	$ 1,467
3. W. 18th Avenue Intersections							
Lincoln	Restripe to 4 lanes and	-	-	-	-	-	-
Jefferson	major intersection	-	-	-	-	-	-
Friendly	improvements: widening,	-	-	-	-	-	-
Polk	turn refutes, signal	-	-	-	-	-	-
Chambers	revisions	-	-	-	-	-	-
City View		-	-	-	-	-	-
	TOTAL:	$ 334	-	$1,729	-	$ 2,063	$ 2,063
4. Roosevelt Connector							
Roosevelt Blvd. to N.W. Expressway	2 lane overpass	-	$ 560	$ 460	-	$ 1,020	$ 1,020
5. Bailey Hill Road	4 lane arterial with						
W. 11th Avenue to 6th-7th Expressway	turn refuges	$ 95	-	$ 102	$ 197	$ 394	$ 197
6. Highway 99 and Roosevelt Blvd.	Intersection inprovements	**	**	**	**	**	**
	CORRIDOR TOTALS:	$14,517	$55,146	$9,839	$1,184	$80,686	$79,502

* Total public cost equals total project cost minus assessable costs.
** Project included as part of Project No. 2 and Project No. 29 - Highway 99.
*** Widening 6th and 7th Avenues from I-105 to Garfield to 4 lanes should be an interim project.

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS (CONTINUED)

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost
RIVER ROAD CORRIDOR							
7. River Road Chambers Connector to Wilkes Drive	4 lane arterial (with turn refuges & intersection improvements)	$1,000	-	$2,980	-	$ 3,980	$ 3,980
8. Chambers Connector River Road to 6th-7th	4 lane arterial	3,043	$2,797	1,941	-	7,781	7,781
9. North Delta Extension Delta Highway to Wilkes	2 lane arterial	210	4,420	593	-	5,223	5,223
10. Northwest Expressway North & South Extensions	2 lane arterial	-	-	245	-	245	245
	CORRIDOR TOTALS:	$4,253	$7,217	$5,759	-	$17,229	$17,229
EUGENE DOWNTOWN WESTSIDE CORRIDOR							
11. I-105 Ramps/Lincoln-Charnelton Couplet New Ramps - I-105 to Lincoln-Charnelton @ 8th	4 lane structure	$2,726	$5,086	$ 123	-	$ 7,935	$ 7,935
Lincoln-Charnelton Couplet	One-way couplet	-	-	331	-	331	331
Washington-Jefferson - 7th to 13th	Close to thru traffic	-		-	-	-	-
	CORRIDOR TOTALS:	$2,726	$5,086	$ 454	-	$ 8,266	$ 8,266

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS (CONTINUED)

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost
FERRY STREET BRIDGE/COBURG ROAD CORRIDOR							
12. Ferry Street Bridge	6 lane structure(s)	-	$4,284	-	-	$4,284	$4,284
13. Coburg Road							
Broadway to Ferry St. Bridge	6 lane arterial	-	1,258	$214	-	1,472	1,472
Ferry Street Bridge to I-105	6 lane arterial	-	-	145	-	145	145
14. Coburg Road and Oakway Road	Major intersections improvements	$50	-	250	-	300	300
	CORRIDOR TOTALS:	$50	$5,542	$609	-	$6,201	$6,201
FRANKLIN BOULEVARD CORRIDOR*							
15. Franklin Boulevard Intersections							
Broadway	Major intersection	-	-	$ 52	-	$ 52	$ 52
Patterson	improvements	$98	-	21	-	119	119
Hilyard		-	-	-	-	-	-
11th Avenue		-	-	15	-	15	15
Agate		-	-	28	-	28	28
	CORRIDOR TOTALS:	$98	-	$116	-	$ 214	$ 214
McVAY HIGHWAY CORRIDOR							
16. 30th-30th Connector							
30th Avenue to Main Street	2 lane arterial	$320	$1,512	$799	-	$2,631	$2,631
17. Bloomberg Connector							
McVay Highway to LCC	2 lane arterial	10	380	92	-	482	482
	CORRIDOR TOTALS:	$330	$1,892	$891	-	$3,113	$3,113

** Improvements will not eliminate the forecasted overloads in the Franklin Boulevard Corridor.

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS (CONTINUED)

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost
OTHER PROJECTS - EUGENE							
18. Terry Street 11th Avenue to Barger	2 lane arterial	$ -	-	$1,072	$1,068	$2,140	$1,072
19. Bertelsen Bailey Hill to 11th Avenue	2 lane arterial	-	-	752	550	1,302	752
20. 30th and Hilyard Amazon Parkway - 29th to Alder	4 lane arterial	-	-	443	-	443	443
Hilyard - 29th to 34th	4 lane arterial	-	-	346	-	346	346
21. Barger and Beltline	Turn refuges	-	-	199	-	199	199
22. Pearl-High Connector	2 lane arterial	-	-	468	-	468	468
23. Crescent/Green Acres Coburg Road to Delta Hwy.	2 lane arterial	147	-	648	645	1,440	1,072
24. Chambers Street 6th Avenue - 18th	Widen/restripe to 4 lanes - major intersection improvements	68	-	731	-	799	799
25. Country Club - Centennial to Delta		281	-	583	662	1,526	864
26. Cal Young/Willagillespie - Gilham to Delta		287	-	251	349	886	537
27. Elmira Road - Hwy. 99 to Bertelsen		33	-	274	518	824	307

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS (CONTINUED)

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost
OTHER PROJECTS - EUGENE (CONTINUED)							
28. Willamette Street - Coachman to 52nd		$171	-	$ 124	$ 235	$ 530	$ 295
29. Highway 99 - Roosevelt to Barger		100	-	1,138	476	1,714	1,238
30. Danebo - W. 11th Avenue to Royal		250	-	471	981	1,702	721
31. Fox Hollow - 43rd to Donald		-	-	116	1,009	1,125	116
32. Lorane Highway - 29th to Chambers			-	197	1,223	1,420	197
33. 24th Avenue							
24th and Willamette	Intersection improvements	-	-	50	-	50	50
24th and Amazon Parkway	Intersection improvements	-	-	50	-	50	50
34. 18th-19th Couplet - Willamettee to Hilyard	One-way couplet	7	-	335	-	362	362
35. Hilyard/Patterson Broadway to 13th	Remove parking/restripe to 3 lanes	-	-	-	-	-	-
36. Maple Street - Roosevelt to Elmira		-	-	51	42	93	51
37. Glenwood Boulevard Extension - I-5 to Laurel Hill Valley	2 lane collector	-	-	96	365	461	96
38. 30th Avenue - Spring Boulevard	Interchange	-	300	700	-	1,000	1,000
39. Eugene CBD Projects							
6th-7th Aves.-High to Washington	Widen to 4 lanes						
W. 11th Ave.-Oak to Charnelton	Remove parking/stripe 4 lanes						
E. 13th Ave.-Willamette to High	Remove parking/stripe 3 lanes	360	-	770	-	1,130	1,130
W. 13th Ave.-Lincoln to Willamette	Widen to 4 lanes						
Oak Street - E. 13th to E. 11th	Remove parking/stripe 3 lanes						

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS (CONTINUED)

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost
OTHER PROJECTS - SPRINGFIELD							
40. Q Street Eugene-Springfield Highway to 19th Street	4 lane arterial	$90	-	$ 500	$400	$ 990	$ 590
41. Marcola Road - 19th Street to McKenzie River	4 lane arterial	80	-	400	400	880	480
42. N. 42nd Street							
Main to Railroad Tracks	4 lane arterial	70	-	200	200	470	270
Railroad to Marcola Road	4 lane arterial	-	-	400	100	500	400
43. Gateway Boulevard-Harlow to Beltline	4 lane arterial (with turn lane)	-	-	-	200	200	-
44. Olympic Street - 28th to 42nd	4 lane arterial	-	-	-	500	500	-
45. Centennial Blvd. - 28th to 42nd	4 lane arterial	-	-	200	600	800	200
46. Mohawk Boulevard - Centennial Blvd. to Eugene-Springfield Highway	6 lane arterial	-	-	1,000	-	1,000	1,000
47. 2nd-3rd Connector Eugene-Springfield Highway 2nd and 3rd Streets	2 lane connector and signals	-	-	200	-	200	200
48. Main Street and Central Business District	Signal improvements	-	-	350	-	350	350
49. Main Street - 19th to Springfield Bridge	Lower crown	*	*	*	*	*	*
50. 19th Street - "Q" to Yolanda	3 lanes and bikeways	-	-	350	50	350	300

*No cost available

TABLE 10: STREET AND HIGHWAY NETWORK PROJECTS (CONTINUED)

Project	Description	Cost in 1977 Dollars ($000) Right-of-Way	Structure	Grading, Paving, & Signals	Assess.	Total Project	Total Public Cost
OTHER PROJECTS - SPRINGFIELD (CONTINUED)							
51. Hayden Bridge Road - 5th to 19th Yolanda to Marcola Road	Curb, gutter and sidewalk	-	-	$ 948	$ 252	$1,200	$ 948
52. 5th Street - "Q" to Hayden Bridge	3 lanes, sidewalks, bikeways	-	-	287	66	350	289
53. Thurston/Highbanks Road - 69th to Eugene-Springfield Highway	Curb and gutter	-	-	-	1,500	1,500	-
54. 31st Street - Hayden Bridge to Marcola Road	Curb, gutters, sidewalk, bikeways	$ 50	-	374	66	490	424
55. 2nd-3rd Street Extension - Harlow to Beltline	New arterial	200	-	1,800	-	2,000	2,000
56. 57th Street/Jasper Road Connector - Main Street to Jasper Road	New arterial	*	*	*	*	*	*

*No cost available.

FIGURE 10
RECOMMENDED STREET & HIGHWAY NETWORK

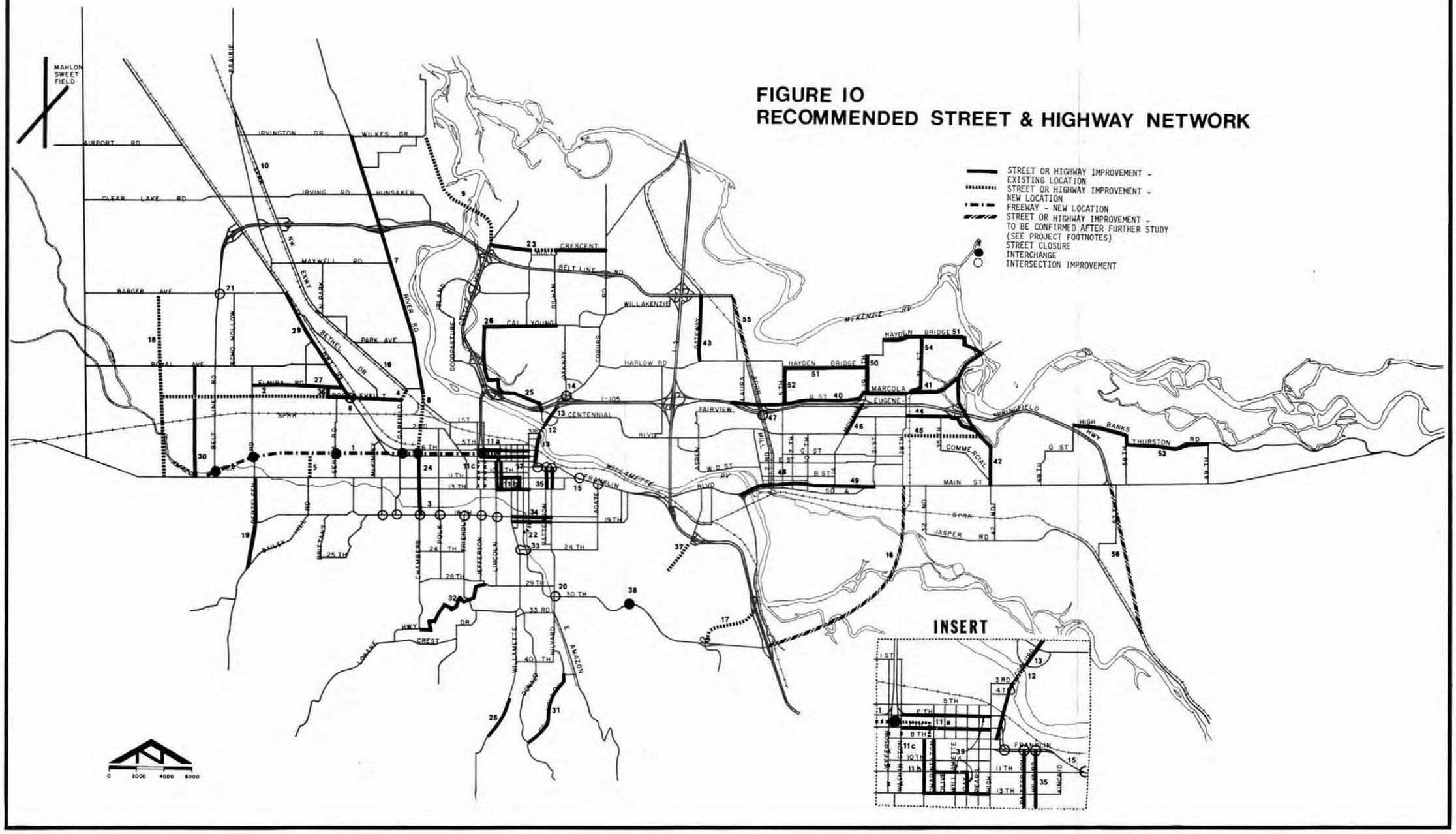

TABLE 11

STREET AND HIGHWAY PROJECTS

PHASE I (1978-1990) Project	Public Cost 1977 Dollars ($000)
EUGENE EAST-WEST CORRIDOR	
6th-7th Avenues - I-105 to Garfield - Widen to 4 lanes	$ 2,085
6th-7th Freeway - Right-of-way purchase	13,715
Roosevelt Boulevard - Garfield to Beltline - 2-4 lane arterial	1,375
W. 18th Avenue - All major intersections - improvements	2,063
Roosevelt Overpass - 2 lane structure	1,020
Bailey Hill Road - W. 11th to 6th-7th Freeway - Right-of-way purchase	95
Highway 99 and Roosevelt Boulevard - Intersection improvements	*
CORRIDOR TOTAL:	$20,353
RIVER ROAD CORRIDOR	
River Road - Chambers Connector to Wilkes - Widen to 4 lanes	$ 3,980
Chambers Connector - Right-of-way purchase and construction	7,781
North Delta Extension - Right-of-way purchase and construction	5,223
Northwest Expressway - North and South Extensions	245
CORRIDOR TOTAL:	$17,229
EUGENE DOWNTOWN WESTSIDE CORRIDOR	
I-105 Ramps to Lincoln-Charnelton @ 8th - Right-of-way purchase	$ 2,726
FERRY STREET BRIDGE/COBURG ROAD CORRIDOR	
Coburg Road - 8th Avenue to Bridge - 6 lanes	1,472
Ferry Street Bridge - New 6 lane structure	4,284
Coburg Road - I-105 to Bridge - Add northbound and southbound lanes	145
Coburg Road and Oakway Road - Intersection improvement	300
CORRIDOR TOTAL:	$ 6,201
FRANKLIN BOULEVARD CORRIDOR	
Franklin Boulevard-Broadway to Walnut - Major intersection improvements	$ 214

* Project cost included in Roosevelt Boulevard and Highway 99 projects.

TABLE 11
STREET AND HIGHWAY PROJECTS

PHASE I (1978-1990), Continued Project	Public Cost 1977 Dollars ($000)
McVAY HIGHWAY CORRIDOR	
Bloomberg Connector - 2 lane arterial	$ 482
NON-CORRIDOR PROJECTS - EUGENE	
Terry Street - W.11th to Barger	$ 1,072
Bertelsen Road - Bailey Hill to W.11th Avenue	752
30th and Hilyard - Widening and intersection improvement	789
Barger and Beltline - Intersection improvement	199
Crescent/Green Acres - Coburg Road to Delta Highway	1,072
Chambers Street - 6th Avenue to 18th Avenue	799
Country Club Road - Centennial to Delta	864
Cal Young/Willagillespie - Gilham to Delta	537
Elmira Road - Highway 99 to Bertelsen	307
Willamette - Coachman to 52nd	295
Highway 99 - Roosevelt to Barger	948
Danebo Avenue - W. 11th to Royal Avenue	721
Fox Hollow - 43rd to Donald	116
Lorane Highway - 29th to Chambers	197
24th Avenue - Willamette/Amazon Parkway - Intersection improvements	100
18th-19th Couplet - Willamette to Hilyard	362
Maple Street - Roosevelt to Elmira	51
Eugene Central Business District Projects	1,130
Glenwood Boulevard Extension - I-5 to Laurel Hill Valey	96
30th - Spring Interchange	1,000
EUGENE NON-CORRIDOR TOTAL:	$11,407
NON-CORRIDOR PROJECTS - SPRINGFIELD	
Q Street - Eugene-Springfield Highway to 19th	$ 590
42nd Street - Main Street to Railroad	270
Gateway Boulevard - Harlow to Beltline	0
Olympic Street - 28th to 42nd	0
2nd-3rd Connector - Eugene-Springfield Highway @ 2nd-3rd	200

TABLE 11
STREET AND HIGHWAY PROJECTS

PHASE I (1978-1990), Continued Project	Public Cost 1977 Dollars ($000)
NON-CORRIDOR PROJECTS - SPRINGFIELD (CONTINUED)	
Centennial Boulevard - 28th to 42nd	$ 200
Main Street - 19th to Springfield Bridge	***
19th Street - "Q" to Yolanda	300
Hayden Bridge Road - 5th to 19th, Yolanda to Marcola Road	948
5th Street - "Q" to Hayden Bridge	287
Thurston/High Banks Road - 69th to Eugene-Springfield Highway	0
31st Street - Hayden Bridge to Marcola Road	424
SPRINGFIELD NON-CORRIDOR TOTAL:	$ 3,219
1978-1990 TOTAL**	$61,831

** Right-of-way purchase may extend beyond 1990
*** No costs available

TABLE 12
STREET AND HIGHWAY PROJECTS

PHASE II (1990-2000) Project	Public Cost 1977 Dollars ($000)
EUGENE EAST-WEST CORRIDOR	
6th-7th Freeway - Construction	$ 61,040
Roosevelt Boulevard - Beltline to Terry	92
Bailey Hill Road - W. 11th to 6th-7th Freeway - Construction	102
EUGENE DOWNTOWN WESTSIDE CORRIDOR	
I-105 Ramps to Lincoln and Charnelton @ 8th - Construction	$ 5,209
Lincoln-Charnelton Couplet - 8th to 13th	331
NON-CORRIDOR PROJECTS - EUGENE	
Pearl-High Connector	$ 468
NON-CORRIDOR PROJECTS - SPRINGFIELD	
Marcola Road - 19th McKenzie River	$ 480
42nd Street - Railroad to Marcola Road	400
Mohawk Boulevard - Widen to 6 lanes, ramp improvements	1,000
Main Street - Central Business District Signal improvements	350
1990-2000 TOTAL:	$ 69,472
1978-2000 TOTAL: *	$137,303

*Total does not include the costs of Project No. 16 - 30th-30th Connector, Project No. 55 - 2nd-3rd Extension and Project No. 56 - 57th Street/Jasper Road Extension. These three projects are to be confirmed following further study (see project footnotes), so no phasing assignment could be made.

ELEMENT V

Other Modes

Other Modes

BICYCLE

Although Lane County, Eugene and Springfield have not adopted an area-wide goal for bicycle usage, in 1975 they did adopt the Metropolitan Bikeway Master Plan. The plan included policies and recommendations intended to promote bicycling, and a facility plan which calls for completion of approximately 175 miles of bikeways throughout the metropolitan area by 1990. The Metropolitan Bicycle Committee periodically conducts an update of the bikeway plan to maintain consistency with the Transportation Plan.

RECOMMENDATIONS

1. The Metropolitan Bikeway Master Plan, including any revisions yet to be adopted, should serve as the bicycle sub-element of the Transportation Plan.

   Discussion: Several policies of Element II pertain to bicycling and the provision of bikeways, but the Bikeway Master Plan examines policies and facility requirements in much greater detail than is possible in this document. The most positive method of achieving bicycle ridership goals or simply increasing bicycle usage is the implementation of the Metropolitan Bikeway Master Plan.

2. Any conflicts between the bikeway plan and the Street and Highway Element should be resolved prior to adopting both a revised Bikeway Master Plan and the Transportation Plan.

Discussion: A large percentage of the bikeway mileage in the Bikeway Master Plan is on the existing or proposed street network, and implementation of the street and highway projects of Element IV will include construction of nearly all on-street bikeways by 1990. Major exceptions are:

Project No. 435* - Lawrence/Lincoln Couplet, 5th Avenue to 18th Avenue -

The Downtown Westside corridor treatment will change the character of Lincoln Street from 5th to 15th after 1990 and make it a more heavily travelled arterial, causing it to be less desirable as a bicycle route. Washington-Jefferson is a possible alternative route.

Project No. 480* - 18th Avenue, Bailey Hill Road to Agate Street -

Increased traffic on 18th Avenue will require a four lane facility between City View and Willamette. Lack of right-of-way will preclude on-street bike lanes. Since 18th Avenue is a major bicycle commuter route, an alternative route must be found.

The one-way couplet proposed on 18th and 19th between Willamette and Hilyard will require revision to the bikeway plan.

Project No. 704* - 30th Avenue Extension, 30th Avenue to 30th Street -

The 30th-30th Connector is subject to further study while the bikeway is programmed before 1990.

Project No. 100* - Roosevelt Bikeway - Garfield Street to Greenway Bridge -

The Roosevelt Overpass shown in the Street and Highway Element will accommodate both vehicle and bicycle traffic, but on a slightly different alignment than the bikeway plan presumes.

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* Metropolitan Bikeway Master Plan project number.

3. Timing of street improvements and bikeways should be coordinated to insure that:

   A. On-street bikeways are completed in a timely fashion; and

   B. Major bikeway projects, such as overpasses or bridges, can take advantage of the cost savings resulting from a joint highway/bikeway project.

PARATRANSIT*

The City of Eugene has adopted a specific goal to accommodate future trips within the city by paratransit. In pursuit of that goal, Eugene staff prepared a technical report which detailed actions applicable only to the City of Eugene. Since Lane County's transportation goals include reducing auto-driven trips by substituting modes similar to those specified by Eugene (bicycling, paratransit and walking), this sub-element treats only actions that can br considered appropriate for the area as a whole.

Various regulations and institutional barrier have inhibited development of paratransit:

- Federal policy favors giving private industry full opportunity to participate in paratransit operations, but the Labor Protective Provision of Section 13(C) of the National Mass Transportation Act is a formidable deterrent to use of federal subsidies.

- It is unclear whether paratransit is regarded as falling within the term, "mass transit," as used in Oregon Transit District enabling legislation, ORS 267--which leaves undetermined LTD's responsibilities in the area of paratransit.

- At present, no governmental agency has undertaken the continuing coordination and implementation of paratransit services.

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* Paratransit emcompasses various types of ride sharing programs, such as carpooling, vanpooling, taxi service and subscription bus service.

- At present, the Eugene City Code prohibits: (1) shared rides in taxi cabs; and (2) "cruising" (taxis driving about town in serach of customers instead of being restricted to a central waiting area).

- Paratransit operators have encountered increasing difficulty in securing insurance coverage at reasonable rates and this problem is projected to become more acute.

RECOMMENDATIONS

1. Eugene and Lane County should implement a carpool program. There are about 1,500 city/county employees working in Eugene's downtown area. This number is sufficient to justify a carpool program. Actions to facilitate carpooling should include:

   Assignment of staff to coordinate a city/county carpool program, probably through the use of a computer matching service.

   Provision of preferential parking spaces for carpools.

   Investigation of the provision of city and county sedans and passengers vans, not committed to other uses during commuting hours, as carpool vehicles.

   Consideration of the use of Federal Aid Urban funds as one source of funding to support the project.

2. Following establishment of the city/county program, carpooling should be extended to other major employers in the area. The following major employment centers are primary candidates of carpool-vanpool projects:

   University of Oregon
   Sacred Heart Hospital
   Eugene central business district

3. The Eugene City Council should take the following actions to reduce institutional barriers:

   Amend its taxi cab rate structure to permit shared rides, at the option of the first passenger, within a designated area to be determined in cooperation with the cab companies. A flat fare per passenger could be charged to offer cab operators incentive to pick up extra passengers. This would serve both to protect their revenues and reduce individual rider costs compared with the exclusive ride.

   Consider amending the City Code to allow taxi cab cruising.

   Introduce legislation to amend ORS 267 to enable transit districts to contract for services.

4. Policies promoting increased auto occupancy and encouraging paratransit are contained in Element II (Policies), and should be implemented as part of the comprehensive set of actions to guide development of the overall transportation system.

PEDESTRIAN

Pedestrian facilities include malls, sidewalks, pedestrian bridges, and pedestrian/bicycle paths. These facilities are important in serving several types of trips, as well as providing access to other modes of transportation, such as transit.

Lane County and the cities of Eugene and Springfield have ordinances and programs directed at providing pedestrian facilities, especially sidewalks. However, a more active role will be needed to provide better and more extensive facilities in order to achieve the adopted transportation planning goals.

RECOMMENDATIONS

1. A commitment should be made to the development of sidewalk programs in established neighborhoods.

2. Neighborhood participation in the planning of sidewalks, bicycle/pedestrian paths and other pedestrian places in their areas should be encouraged.

3. Priority attention should be given to the completion of short gaps in otherwise existing sidewalk systems.

4. All pedestrian facilities should be designed to provide reasonable access to physically handicapped persons.

5. Primary consideration should be given to ease of pedestrian circulation in all downtown Eugene and Springfield development and redevelopment. Examples of these considerations include mall extensions, sidewalk widening, and pedestrian/vehicle grade separation.

6. Capital improvement programs should be developed in conjunction with neighborhood refinement plans for building sidewalks (or alternative facilities) in areas of greatest need. Pedestrian lighting can be important for aesthetic and safety considerations and should be considered as an important element of these capital improvement programs, although energy consumption will be a consideration.

7. Policies relating to pedestrian facilities are contained in Element II (Policies) and should be implemented as a part of the comprehensive set of actions to guide development of the overall transportation system.

ELEMENT VI

Parking

Parking

RECOMMENDATIONS

1. Level of Service*

   The minimum acceptable level of service should be provided for the auto user when parking in or near major activity centers.

   The minimum acceptable level of service is characterized by an adequate supply to meet most customer and employee parking needs. Some difficulty may occur in finding a parking place, but space is available within a reasonable distance of the destination. Since parking space will be at a premium, employee parking must be carefully managed to insure that accessibility is maintained for shoppers, customers and clientele.

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* Three levels of service are generally identified for providing parking supply. From the highest level of service to lowest, they are: desirable, tolerable, and minimum.

2. Parking Supply

The parking forecasts are based on the transit, paratransit, bicycle and pedestrian goals as well as the population and employment assumptions for the major activity centers. The minimum level forecasts and needs are:

	2000 Forecasted Space Requirements (minimum)	Existing Supply	2000 Remaining Needs
Eugene Downtown	15,000	8,300	6,700 spaces
Springfield Downtown	4,400	2,250	2,150 spaces
U of O	10,000	2,000*	8,000 spaces
Sacred Heart	2,300	1,070*	1,230 spaces

Eugene, Springfield, the University of Oregon and Sacred Heart should develop a long-range implementation and financing schedule to provide the minimum level of parking required by the year 2000.

As one of the most critical areas of parking need, the University of Oregon should take positive action to enact the parking policies of the Campus Transportation Plan which call for the provision by the U of O of off-street parking, at cost, for both students and employees. As a phased program of on-street parking removal occurs in the neighborhoods surrounding the campus (as per policy #27 of Element II), the City of Eugene and the University of Oregon should cooperate in monitoring the effects of demand changes upon other parking facilities.

3. Policies

Policies that will help achieve greater efficiency in the use of available parking space and address existing parking problems, such as on-street parking near downtown Eugene and U of O, are contained in Element II (Policies), and should be implemented as part of the comprehensive set of actions to guide development of the overall transportation system.

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* Includes off-street parking only.

ELEMENT VII

Intercity Transit

Intercity Transit

Ideally, an intercity transit element should consider future intercity rail and bus ridership forecasts. The level of future ridership is subject to external factors well beyond the influence of local governments, however, and forecasting must be performed on a statewide, or at least valleywide, basis rather than through a metropolitan transportation study. The Oregon Department of Transportation currently has no official forecasts for intercity travel. Consequently, from the perspective of this study, an intercity transit element is limited to the consideration of terminals and terminal locations.

Actions to encourage the growth of intracity transit in the metropolitan area are perhaps the most positive steps that can be taken currently by local officials to promote travel by intercity surface transit. Intercity transit in the Willamette Valley will be enhanced by provision of better collection and distribution systems at major cities in the Valley. As better local transit service is provided in Western Oregon, a natural byproduct should be an increase in intercity transit travel to and from Eugene-Springfield. The importance of terminal locations should not be overlooked, though, and locations should be consistent with community goals and objectives.

Downtown Eugene locations for a rail terminal and a combined intercity bus terminal best fit the goals of increasing local transit ridership and strengthening the downtown area. The benefits in passenger comfort and convenience of a combined intercity and intracity bus terminal are desirable, but site problems and logistics may be prohibitive. Further study is necessary to assess fully the feasibility of such a decision.

RECOMMENDATIONS

1. The Oregon Department of Transportation should coordinate its intercity transit planning with urban area transportation studies, so that future statewide plans and policies are developed with due consideration to local adopted goals and policies.

2. The main Eugene-Springfield rail station should remain at, or in close proximity to, its current location. The location of minor stations should be planned in cooperation with Oregon Department of Transportation and state implementation of a Willamette Valley Rail Rapid Transit Service.

3. Intercity bus terminals should be located in proximity to downtown Eugene.

   To facilitate that action, private intercity operators should be encouraged either to remain at their current location or to relocate, if need is shown, to another area of the downtown in a shared facility. If relocation is to occur, the Eugene Renewal Agency should investigate the availability of sites near the mall.

4. The feasibility of a combined intercity and intracity bus terminal near the downtown mall should be investigated by Lane Transit District and the Eugene Renewal Agency in consultation with Greyhound and Trailways.