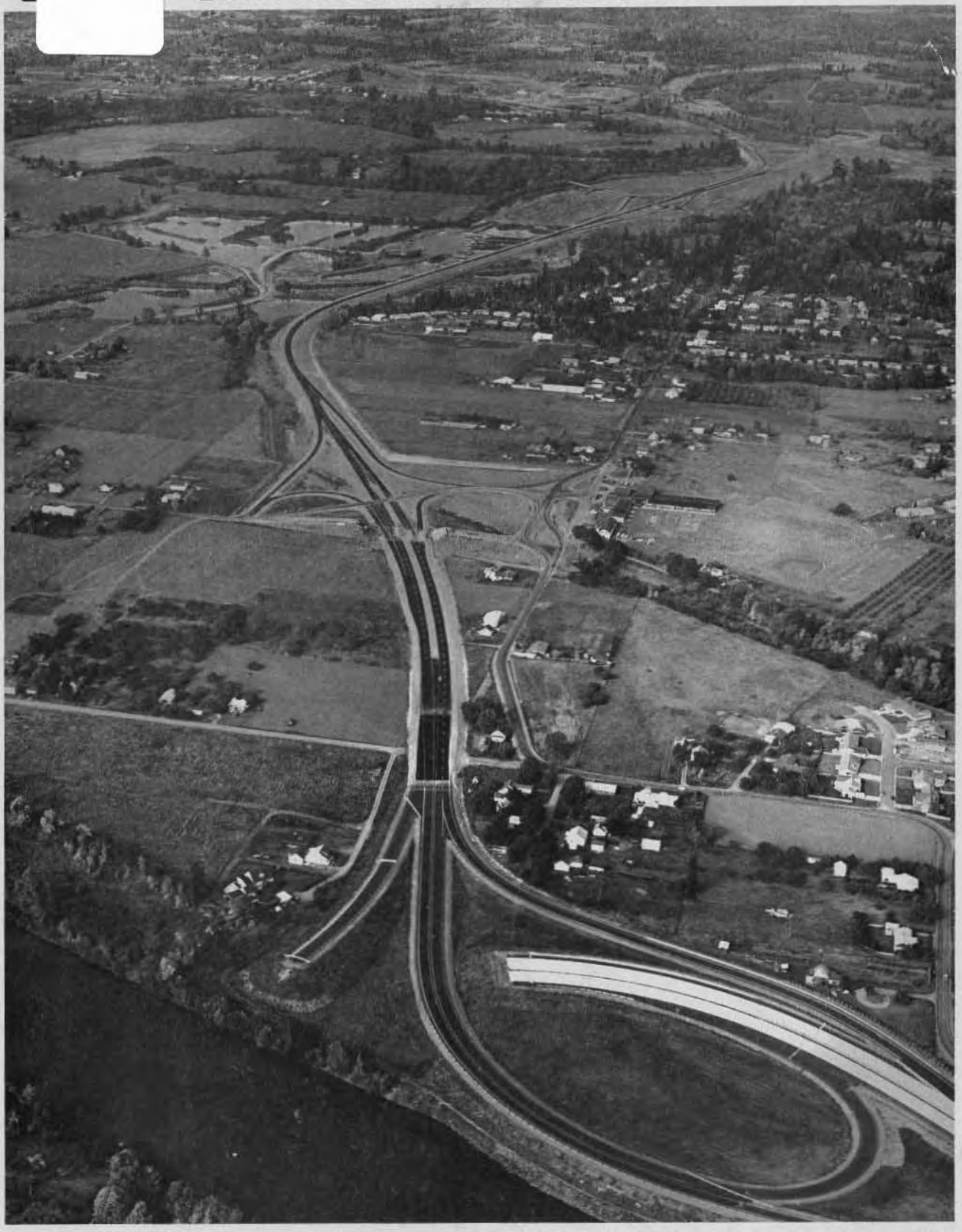
LUATION REPORT of the

EUGENE-SPRINGFIELD AREA

2 TRANSPORTATION PLAN



MAY 1984

Lane Council of Governments
NORTH PLAZA LEVEL PSB / 125 EAST EIGHTH AVENUE / EUGENE, OREGON 97401 / TELEPHONE (503) 687-4283

May 8, 1984

To: All Interested Parties

From: Lane Council of Governments

Subject: Opportunities for Public Participation

One of the functions of the Evaluation Report of the 2000 Transportation Plan is to obtain suggestions to be used when updating the long-range transportation plan. Work has begun on an update of the 2000 Transportation Plan, generally known as the T-2000 Plan, but guidance is needed on several key issues and assumptions. To encourage public participation in this early stage, two major events have been scheduled during the summer:

COMMUNITY FORUM ON THE T-2000 PLAN UPDATE

Date: Saturday, June 30, 1984

Time: 10:00 a.m. to 5:00 p.m.

Location: Composer's Hall
Eugene Conference Center
Eugene Hilton

This Forum, sponsored by the Metropolitan Area Planning Advisory Committee, is designed to inform the public about the transportation issues facing the community. The Forum will be in operation for seven hours, allowing interested individuals to drop-in and spend as much time as they wish learning about transportation planning and issues. The public will be able to interact with citizen representatives of the Metropolitan Area Planning Advisory Committee and with local government transportation planners responsible for working on the T-2000 Plan.

The Forum will help the public to learn about the update of the T-2000 Plan and the contents of the Evaluation Report. It will also provide an opportunity for interested citizens to comment on the assumptions to be used for preparation of a draft T-2000 Plan Update.

over

JOINT PUBLIC HEARING

Date: Wednesday, July 25, 1984

Time: 7:30 p.m.

Location: City Council Chambers
Springfield City Hall

This joint public hearing will be conducted on behalf of the Springfield Planning Commission, the Eugene Planning Commission, the Lane County Planning Commission, and the Lane County Roads Advisory Committee. This joint public hearing has been scheduled to reduce duplication and allow representatives of each of these committees and commissions to hear testimony of interested individuals and community groups simultaneously. Prepared written statements are also encouraged.

Transcripts of public testimony and written materials presented at this joint hearing will be distributed to members of the Springfield, Eugene and Lane County Planning Commissions, the Roads Advisory Committee and to the Springfield and Eugene City Councils, the Lane County Commissioners, the Lane Transit District Board of Directors, and the Lane Council of Governments Board of Directors.

OTHER PUBLIC HEARINGS

Although none have yet been scheduled, other public hearings may be conducted by one or more agencies in August or September.

FOR FURTHER INFORMATION

For further information about the Community Forum or the Joint Public Hearing, the Evaluation Report, the update process for the T-2000 Plan, or additional meetings or hearings, please feel free to contact:

John Replinger	Lane Council of Governments	687-4283
Ed Switaj	Lane Council of Governments	687-4283
Kirk McKinley	Eugene Planning	687-5481
Dave Reinhard	Eugene Public Works	687-5233
Kevin Roberts	Springfield Public Works	726-3753
Rob Lilley	Springfield Planning	726-3759
Tom Stinchfield	Lane County Public Works	687-4491
Stefano Viggiano	Lane Transit District	687-5581

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EVALUATION REPORT OF THE 2000 TRANSPORTATION PLAN

Prepared by
Lane Council of Governments
125 East Eighth Avenue
Eugene, OR 97401

Preparation of this report was financed in part by the Oregon Department of Transportation, the Federal Highway Administration, and the Urban Mass Transportation Administration.

TRANSPORTATION COMMITTEES OF THE LANE COUNCIL OF GOVERNMENTS

Metropolitan Area Transportation Committee (MATC)

Council Member of the City of Eugene
Council Member of the City of Springfield
Commissioner of Lane County
Board Member of Lane Transit District
Director of the Oregon Department of Transportation
L-COG Executive Director (non-voting)
Metropolitan Area Planning Advisory Committee Chairperson (non-voting)
Transportation Planning Committee Chairperson (non-voting)

Metropolitan Area Planning Advisory Committee (MAPAC)

Seven Citizen Representatives including a Planning Commission Member from the City of Eugene
Seven Citizen Representatives including a Planning Commission Member from the City of Springfield
Seven Citizen Representatives including a Planning Commission Member from Lane County

Transportation Planning Committee (TPC)

Director of Public Works - Lane County
Director of Public Works - Eugene
Director of Public Works - Springfield
Director of Administrative Services - Lane Transit District
Director of Planning - Lane County
Director of Planning - Eugene
Director of Planning - Springfield
Planning Administrator - Lane Transit District
Transportation Planning Engineer - Lane County
Traffic Engineer - Eugene
Traffic Administrator - Springfield
Manager - Mahlon Sweet Field
Systems Studies Unit Supervisor - Oregon Department of Transportation
Division Planning Engineer (ex-officio) - Federal Highway Administration
Technical Services Supervisor - Lane Regional Air Pollution Authority
Administrator - City of Veneta
Representative - City of Coburg
Representative - City of Junction City

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CHAPTER I

INTRODUCTION

I. INTRODUCTION

A. PURPOSE OF THE EVALUATION REPORT

When adopted in 1978, the Eugene-Springfield Area 2000 Transportation Plan (T-2000 Plan) proposed that major updates be performed at least every five years. The value of this commitment has been confirmed by changes which have occurred since adoption of the T-2000 Plan. Among these changes were the adoption of a new land use plan, the Metropolitan Area General Plan. In addition, new information and data on local travel characteristics has become available which suggests that assumptions made for the T-2000 Plan need to be updated.

The purpose of the Evaluation Report is threefold. It is designed to:

1) document progress made on the T-2000 Plan's projects and policies during the last five years;
2) evaluate the T-2000 Plan using the most recent travel information and the land use specified in the Metropolitan Area General Plan; and
3) seek guidance from the community on the key assumptions and principles which will guide the update of the T-2000 Plan.

B. OPPORTUNITY FOR PUBLIC COMMENT

One specific objective of the Evaluation Report is to provide the opportunity for comments on the assumptions and principles which will guide the update of the T-2000 Plan.

Interested parties are encouraged to offer comments and suggestions on the update of the T-2000 Plan. Of particular interest are comments related to the following questions:

* What role should transit assume in the T-2000 Plan Update?
* What role should alternative modes (carpooling, bicycling and walking) assume in the T-2000 Plan Update?
* What trip-making rate should be used for forecasting future travel?
* For the update of the T-2000 Plan, should partial development be assumed of all the Metro Plan's special light industrial sites?
* Are there projects which should be added to the T-2000 Plan?
* Are there projects in the T-2000 Plan which should be eliminated?
* What policies from the T-2000 Plan should be updated? Deleted? Strengthened? Are there new policies which should be added?
* What criteria should be used for inclusion of projects in the T-2000 Plan?
* What criteria should be used for project implementation?

The Cities of Eugene and Springfield, Lane County, and Lane Transit District are expected to consider these issues and others raised in the Evaluation Report. Different committees are expected to deal with the Evaluation Report for each agency. In some cases, public meetings or hearings will be held. The following staff members should be contacted to determine the schedule of meetings and opportunities for public input:

Eugene	- Planning	- 687-5481	- Kirk McKinley
	- Public Works	- 687-5233	- Dave Reinhard
Springfield	- Public Works	- 726-3753	- Kevin Roberts
Lane County	- Public Works	- 687-4491	- Tom Stinchfield
Lane Transit	- Planning	- 687-5581	- Stefano Viggiano

In addition, comments on any aspect of the T-2000 Plan update process or responses to the questions listed above may be addressed to the Metropolitan Area Planning Advisory Committee. The last page of this report consists of a self addressed mailer and may be used to make suggestions, or comments may be addressed to:

Metropolitan Area Planning Advisory Committee
Lane Council of Governments
125 E. Eighth Avenue
Eugene, OR 97401

C. DEVELOPMENT AND ADOPTION OF THE T-2000 PLAN

The Eugene-Springfield Area 2000 Transportation Plan, commonly known as the "T-2000 Plan," is the adopted long-range transportation plan for the community.

Because the previous transportation plan for the Eugene-Springfield area had never been adopted by Eugene, Springfield and Lane County, development was begun in 1973 on the T-2000 Plan. Development of the T-2000 Plan emphasized a more balanced approach to various modes of transportation than was used for previous transportation plans. The T-2000 Plan considered transit, pedestrians, bicycles, and carpools in addition to automobiles.

A series of twelve principles, summarized in Appendix A, were adopted by Eugene, Springfield and Lane County and served to guide development of the T-2000 Plan.

The Eugene-Springfield area's then-current land use plan, known as the "1990 General Plan" or "1990 Plan" served as a basis for future land use for the T-2000 Plan. Begun in the late 1960's and adopted in 1972, the 1990 Plan was developed for year 1990 population and employment levels. Updated population and employment projections for year 2000 were developed for the T-2000 Plan. These increases in population and employment were allocated using the 1990 Plan's basic land use pattern and "growth boundary." For the T-2000 Plan, year 2000 population and employment assumptions for different parts of the community were made without the benefit of the computerized land inventory system developed a few years later.

With the assistance of the Oregon Department of Transportation, several alternative land use scenarios and varying levels of transit service were tested in the early stages of the T-2000 Plan's development. The result of this analysis was the adoption of the twelve principles mentioned above and listed in Appendix A. Based on these twelve principles, alternatives were tested for their ability to serve the forecast year 2000 travel demands. Five different transit systems and more than a dozen alternative street and highway networks were examined through the use of computer modeling.

There was an active citizen involvement process throughout the T-2000 Plan's development. In the early stages, numerous informational meetings and public hearings were conducted. After a final round of hearings on the proposed Plan, the T-2000 Plan was adopted in 1978 by Eugene, Springfield, Lane County, and the Lane Council of Governments.

D. T-2000 UPDATE PROCESS

It is anticipated that the Evaluation Report will produce guidance from the Eugene City Council, Springfield City Council and Lane County Commissioners on the assumptions to be used for the update of the T-2000 Plan. Based on this guidance and direction established by the Metropolitan Area Transportation Committee, the Transportation Planning Committee (TPC) and Metropolitan Area Planning Advisory Committee (MAPAC) will evaluate options and alternatives for solving future transportation problems.

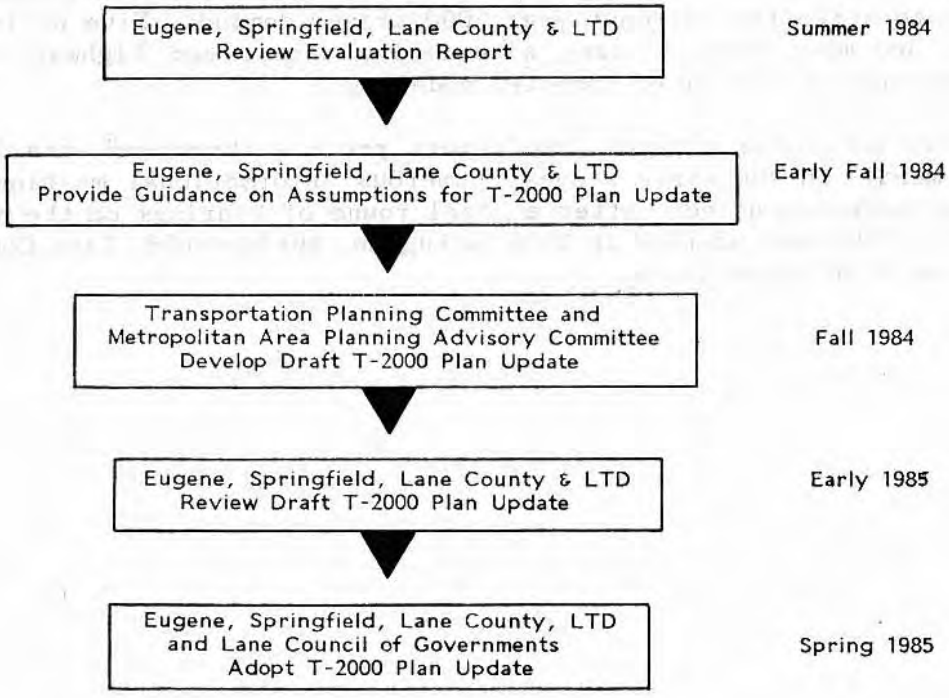
A draft plan containing proposed amendments to the T-2000 Plan will be prepared by TPC and MAPAC. This draft plan will also receive public review and will ultimately lead to an update of the T-2000 Plan to be adopted by the Cities of Eugene and Springfield, Lane County, Lane Transit District and the Lane Council of Governments.

MAPAC and TPC anticipate that public review of the Evaluation Report will be conducted during spring 1984 and that an update of the T-2000 Plan will be proposed for adoption in the fall of 1984.

The update process is detailed in Figure 1.

More information on the transportation planning process and the committees involved is contained in the "Citizens' Guide to Transportation Planning" available through the Lane Council of Governments.

Figure 1
Major Steps Remaining in the T-2000 Plan Update Process



CHAPTER II

CHANGES SINCE T-2000 PLAN ADOPTION

II. CHANGES SINCE T-2000 PLAN ADOPTION

Since 1978 when the T-2000 Plan was adopted, several things having potential impact on the transportation plan and the planning process have occurred. Among these items was the adoption of the Metropolitan Area General Plan in 1982, the availability of new data, and improved planning capabilities.

A. METROPOLITAN AREA GENERAL PLAN

In 1977, as the T-2000 Plan was being finalized, work began on an update of the 1990 Plan, the community's five-year-old land use plan. The Metropolitan Area General Plan or "Metro Plan" was based in part on the need to address the statewide goals adopted by Oregon's Land Conservation and Development Commission (LCDC). The update process for the land use plan was enhanced by the Geographic Data System, a computerized inventory of existing land uses and vacant land. The availability of this information allowed planners and decision-makers to more accurately evaluate existing land uses and allocate residential, commercial and industrial land to accommodate projected growth.

An early decision in the Metro Plan process was that no attempt would be made to control the rate of growth. Instead, the policy decision reached by local elected officials was that the Plan would be developed to serve employment, household and population levels based on the best available scientific projections for year 2000. Residential, commercial and industrial land needs were based upon these employment, household and population levels. It was recognized that changes in growth rates would alter the date when the projected population would be reached and land needs would occur. More rapid growth would result in the the land developing prior to year 2000, while a slower growth rate would result in the same level of development being reached after year 2000.

In developing the Metro Plan, many factors were carefully analyzed including existing land use and public improvements, physical constraints to growth, vacant land supply, planned facilities (such as streets proposed in the T-2000 Plan), and the ability of local governments to extend existing urban services in an orderly economic manner. The Metro Plan was adopted in 1982 by Eugene, Springfield and Lane County, and acknowledged by LCDC in August 1982 as meeting the statewide goals.

Population, Employment and Dwelling Unit Projections

Figure 2 illustrates the metropolitan area's population over the last 30 years and indicates the projected population through year 2000. The population projections for this report were based upon those prepared for the Metropolitan Area General Plan. The Metro Plan projections were prepared by Lane Council of Governments and are the only projections specific to the Eugene-Springfield metropolitan area. L-COG compares its projections with, but does not rely upon, projections made by agencies such as Portland State University's Center for Population Research and Census and the Bonneville Power Administration, each of which prepares projections for counties, but not individual cities. L-COG projections are also compared with state population projections made by the Bureau of Census.

No attempt has been made to predict the effects of short-term population fluctuations in the area's long-term growth rate. Historically, year-to-year

population fluctuations have varied significantly from the long-term trends. During the 1950's, for example, population estimates for the Eugene-Springfield area indicated population decreases for four years in spite of a 30% increase during the decade.

Figure 2

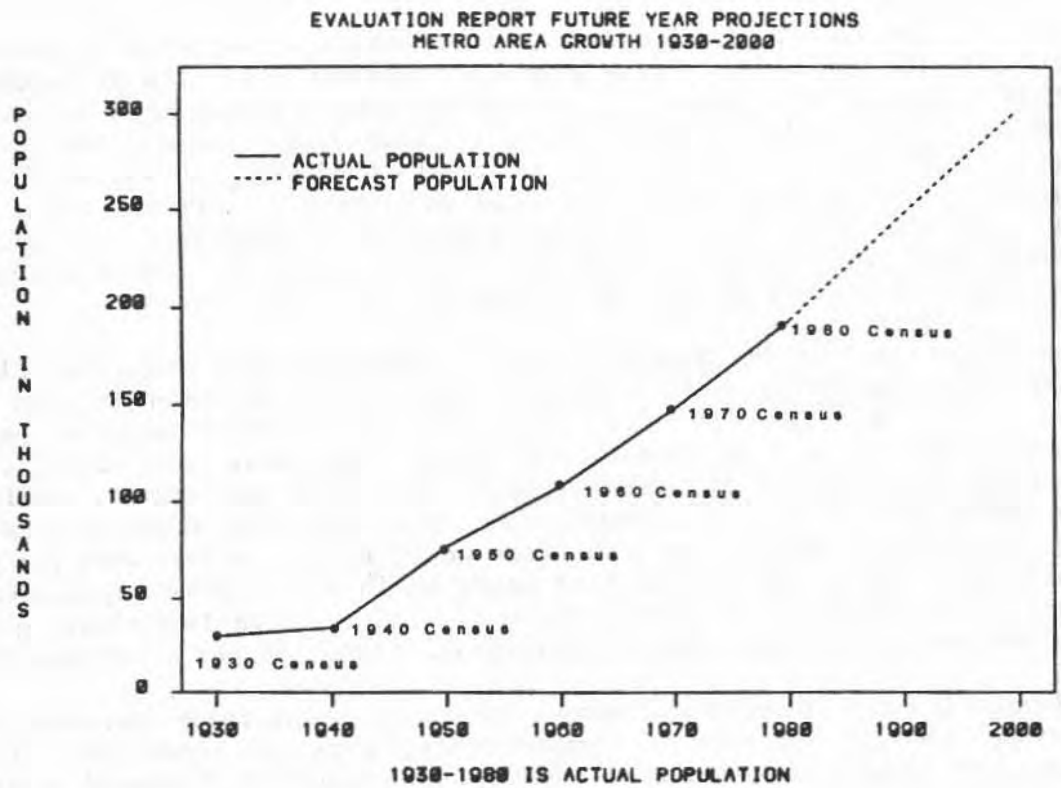


Figure 3 illustrates the percentage rate of growth experienced during the last three decades and the projected growth for the next two decades. As illustrated by this figure, the rate of growth is expected to be less than that observed in the last 30 years.

Figure 3

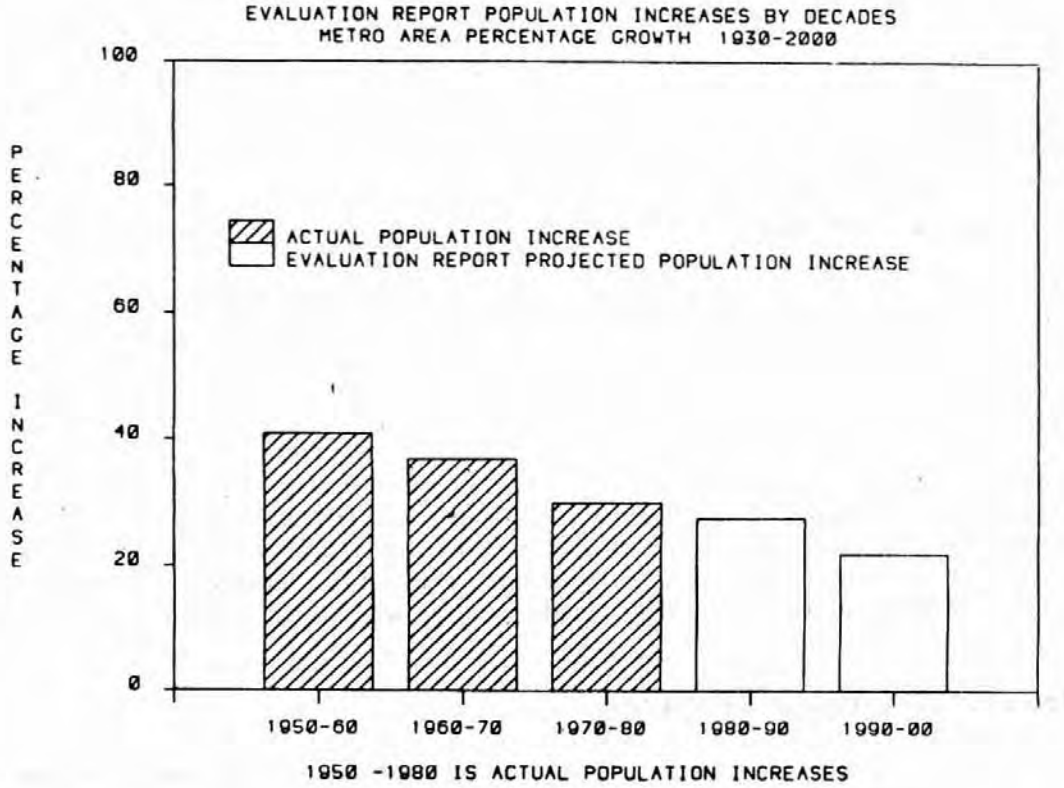


Table 1 compares the projections used for the T-2000 Plan and the Metro Plan. This comparison helps explain the differences between these plans and the need for an update of the T-2000 Plan.

TABLE 1.
Future Year Projections By Plan

Plan	year	pop.	emp.	dwelling units	acres	persons/ D.U.
T-2000 Plan	2000	277,040	134,400	101,935	43,200	2.72
Metro Plan	2000	293,700	146,600	128,450	48,400	2.29
numeric difference		+16,660	+12,200	+26,515	+5,200	-0.43
% difference		+6%	+9%	+26%	+12%	-15%

Table 1 shows that the projections prepared for the Metro Plan assume higher population, more dwelling units, more employment, a larger area of development and fewer persons per dwelling unit. Each of the factors is considered in forecasts of future year travel demands. Using the Metro Plan data will increase the total number of trips by area residents and the transportation problems to be dealt with in the update of the T-2000 Plan.

Socio-Economic Considerations

A variety of social and economic changes have occurred in recent years and are expected to continue. Among these changes are increases in women's participation in the labor force, increases in two-income households, delays in

child-bearing, fewer children per family, and decreases in household size. These factors, which were accounted for to a greater extent in the Metro Plan than in the T-2000 Plan, help explain why the percentage increases of dwelling units and employees are greater than that of population. Even with no population increase during the next twenty years, such socio-economic changes would require construction of over 13,000 dwelling units in the Eugene-Springfield area.

Urban Growth Boundary

As indicated in Table 1, the area covered by the Metro Plan is larger than that covered by the T-2000 Plan. The urban growth boundary was expanded in several areas. The greatest expansion was in east Springfield and in southwest Eugene. Both were areas where little development was assumed when the T-2000 Plan was prepared.

The expansion of the urban growth boundary was carefully considered. Following the calculation of the amount of land needed for residential, commercial and industrial growth, different locations were evaluated. The costs of providing electrical service, sewers and transportation facilities were among the factors considered when decisions were made about where to expand the urban growth boundary.

Metro Plan Development Patterns

In contrast to the T-2000 Plan, which in some cases assumed redevelopment of existing neighborhoods, the Metro Plan was designed around development of now-vacant land in the metropolitan area. The amount of land needed for commercial, industrial and residential uses was calculated. These needs were allocated to vacant parcels in the metropolitan area.

When allocating medium- and high-density residential and commercial lands, first priority was given to vacant parcels near downtown Eugene and downtown Springfield. The small amount of vacant land in downtown areas was quickly utilized. Second priority for development was vacant land near existing commercial or high density residential areas, along major transportation corridors and near planned transit sites. After such second priority vacant lands were utilized, additional land needs were accounted for by development of outlying areas. By expanding on existing commercial developments and existing medium-and high-density residential areas, the Metro Plan emphasized the "nodal development concept."

When making land use decisions, planners and elected officials consciously allocated residential, commercial and employment sites in close proximity, and special efforts were made to locate high density developments along major transportation corridors. These decisions were made to take maximum advantage of existing or planned municipal services (such as streets, highways and transit facilities in the T-2000 Plan) and to minimize adverse impacts of growth.

The nodal development concept offers opportunity to minimize travel distances since needed services are located nearby. In addition, that spatial arrangement increases the likelihood of using non-automobile modes for some travel.

B. NEW DATA

Since adoption of the T-2000 Plan, new data has become available that increases the ability of local transportation planners to analyze Eugene-Springfield's existing transportation system and more accurately predict future problems.

1980 Census Data

The 1980 Census Data included information specifically designed for transportation system analysis. Information was gathered on means of travel to work, place of work, auto availability and many other transportation related items. This data is valuable in analyzing current trends, and was used in the Evaluation Report analysis to document progress and changes in the Eugene-Springfield area since adoption of the T-2000 Plan.

Local Studies

Two local studies undertaken specifically to provide additional information for the update of the T-2000 Plan were the 1981 L-COG Vehicle Occupancy Study, and the Residential Trip Generation Study. Both these studies provided valuable data for input into the technical analysis of street and highway overloads prepared for this Evaluation Report.

A variety of other data is gathered on an on-going basis including land use information, traffic counts, bicycle counts, transit ridership and operating statistics, and parking inventories. Though this data is used primarily for individual studies or projects, trends observed in such information prove valuable for long-range planning.

Trip-Making

The 1980 Census data and local studies identified changes in trip-making rates, one of the key assumptions in predicting future transportation needs. Trip making rates reflect the number of times individuals travel from one place to another by any mode including auto, bus, bicycle or walking.

Although the number of trips per person had been increasing for many years (the average American made 50% more trips in 1970 than 1940), the T-2000 Plan analysis assumed that the number of trips per person would remain constant from 1970 to 2000. The T-2000 Plan recognized that failure to maintain a "steady-state" trip-making rate would result in more trips and greater demands on the transportation system.

Recent data indicates that trip rates have continued to increase through the 70's. Figure 4 shows the changes in per capita trip-making rates. Table 2 compares trip-making rates from 1964 to 1980 and also shows the T-2000 Plan's trip-making assumptions.

TABLE 2.
PER CAPITA DAILY TRIP MAKING

Year	Person Trips/Capita	Vehicle Trips/Capita
1964	3.14	2.34
1970	3.77	2.63
1980	5.88	4.08
T-2000	3.71	2.65

The rates observed in Eugene-Springfield have been found to be similar to those documented in the Institute of Transportation Engineers (ITE) Trip Generation Manual. ITE has assembled data on trip making rates for all types of land uses from studies in communities throughout the United States. The 1980 Census Data, L-COG's Trip Generation Report and data assembled by ITE indicate local trip making rates are now higher than the trip-making rates assumed in the T-2000 Plan.

In spite of significant gasoline price increases in the past decade, trip-making rates observed throughout the country appear to have increased. Explanations for changes in trip-making rates include greater participation by women in the labor force, more two-income households, and greater auto availability, all of which are expected to continue.

As shown in Table 3, the 1980 Census has revealed that per capita auto availability has increased from 1964 to present. This is probably one of the reasons trip-making has continued to increase through the 70's.

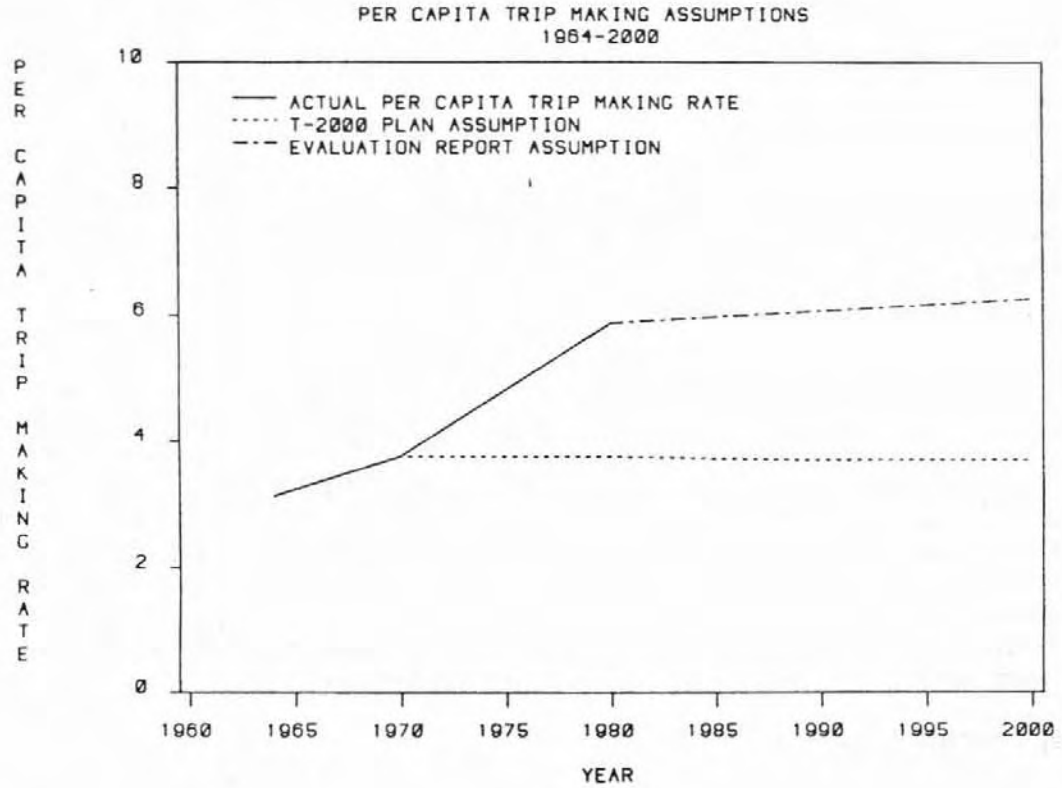
TABLE 3.
AUTO AVAILABILITY

	1964	1980
Autos	65,457	127,063
Autos per Dwelling	1.53	1.73
Autos per Capita	.44	.70

Based on current and longer term trends a reduction in trip rate appears unlikely. The issue of trip-making rates is one for which comments and guidance is being requested.

Figure 4 illustrates the T-2000 trip-making rate assumptions, the trip making rate increases from 1964-1980 and the trip making rate assumptions used in this Evalauation Report.

Figure 4


PER CAPITA TRIP MAKING ASSUMPTIONS
1964-2000
ACTUAL PER CAPITA TRIP MAKING RATE
T-2000 PLAN ASSUMPTION
EVALUATION REPORT ASSUMPTION
PER CAPITA TRIP MAKING RATE
10
8
6
4
2
0
1960
1965
1970
1975
1980
1985
1990
1995
2000
YEAR

C. IMPROVED PLANNING CAPABILITIES

Capabilities of local planners have increased in two important ways since adoption of the T-2000 Plan: the advent of the Geographic Data System and the transfer of transportation modeling responsibility from the State to local planners.

Geographic Data System

The Geographic Data System provides ready access to specific land use information on each parcel of land in Lane County. Of particular interest to land use and transportation planners is the information relating to acreage, present use, zoning and proposed use.

The first use of the Geographic Data System for a metropolitan-wide planning project was for the development of the Metro Plan. The computerized inventory of land allowed future land allocations for the Metro Plan to be made with much more precision and accuracy than had been possible previously. Based on population and employment forecasts for year 2000, planners and elected officials were able to carefully evaluate and designate the amount of land needed for various uses. In developing the Metro Plan, land within the urban growth boundary was designated as one of several generalized land use categories. For this Evaluation Report, dwelling unit and employment information, derived from these land use categories, was used to forecast future travel demands. Details on the dwelling unit and employment assumptions for different land use categories is discussed in Appendix F.

Transportation Modeling

The modeling process consists of simulating present day traffic on the existing transportation system, forecasting future year land use, population and employment, and then predicting future year traffic.

The modeling done for the T-2000 Plan was completed by the Oregon Department of Transportation. For the Evaluation Report and for the update of the T-2000 Plan, computer modeling is the responsibility of local planners and will be performed by staff of the Lane Council of Governments. Local control of the modeling process allows better coordination of the transportation planning process with the Geographic Data System and provides quicker response time on studies. It also allows local tranportation planners, who are more familiar with local issues and problems, to better replicate and analyze the local transportation system. A commitment to the modeling process will provide the ability to test more alternatives, and use its capabilities for future refinement studies and special area studies.

CHAPTER III

THE T-2000 PLAN:

PROGRESS AND IMPACTS OF CHANGES

III. THE T-2000 PLAN: PROGRESS AND IMPACTS OF CHANGES

The T-2000 Plan contained plan elements for: policies; transit; streets and highways; bicycle; paratransit; pedestrian; parking; and intercity transit. Each of these elements, the progress since Plan adoption and impacts of changes since Plan adoption are summarized in this section.

A. POLICIES

The T-2000 Plan contained a series of 48 policies to "form the basis for the management and implementation of the Transportation Plan as well as a major basis for the evaluation of specific transportation proposals." These policies range from general concepts to specific recommendations. During the five years since adoption of the T-2000 Plan, positive actions have been taken in support of many of the 48 policies. In some instances, the T-2000 Plan's policies have been aggressively followed and completed, while in other cases, no action has been taken.

Each of the T-2000 Plan's policies and actions taken since the Plan's adoption are discussed in Appendix B.

B. TRANSIT

Transit in the T-2000 Plan

The T-2000 Plan assigned transit a major role for helping accommodate future year travel demands of Eugene-Springfield residents. The T-2000 Plan established a goal of accomodating 14% of the year 2000 area trips on transit. This areawide goal was based on Eugene's goal of accommodating 15% of person trips on transit, Lane County's goal of 10 to 15% and Springfield's 5% goal. The T-2000 Plan also outlined a series of recommendations needed to achieve that goal.

After examining several transit alternatives, the T-2000 Plan recommended a bus rapid transit system. A bus rapid transit system is "the provision of a rapid transit service utilizing conventional or high capacity super buses (80 seats, as opposed to 50 for standard buses) operating in limited-stop service, often in priority rights-of-way." Local buses supplement the express buses and provide connections with them at transit stations.

In order to accomplish the transit goal, T-2000 outlined $28.7 million in needed capital improvements. Major capital items identified in the T-2000 Plan included construction of a central transit station, ten major transit stations, nine minor transit stations, and a bus fleet with 158 buses including 33 high capacity buses.

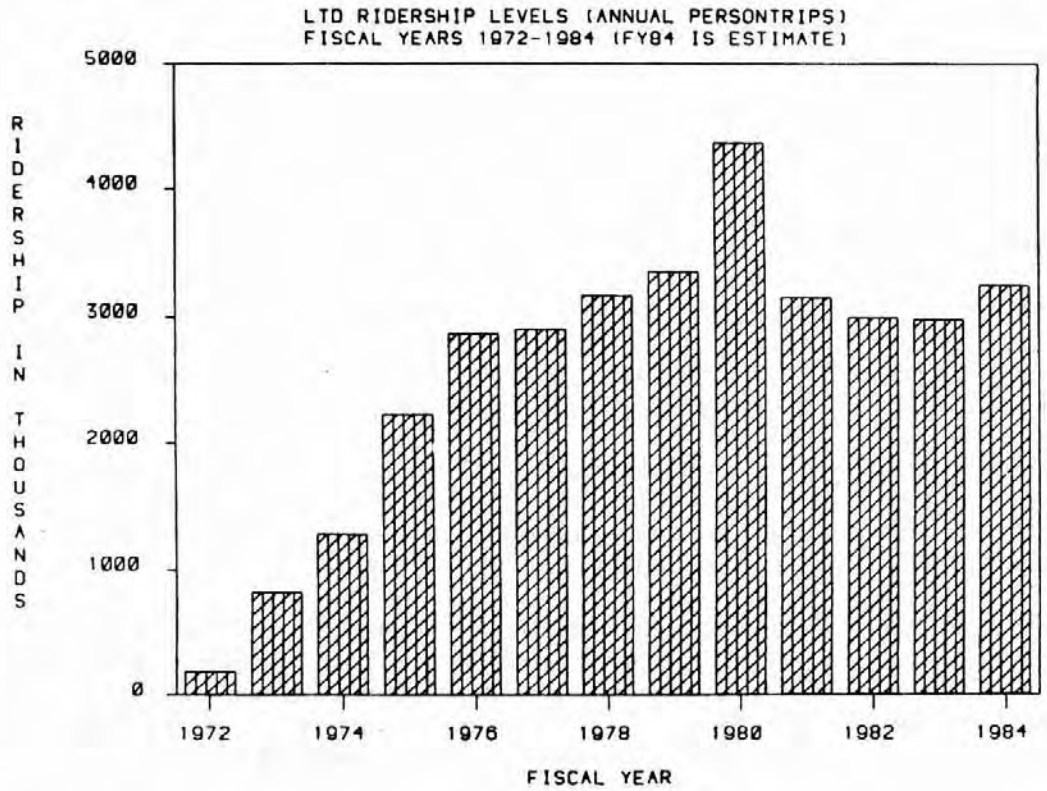
Progress Since Plan Adoption

Since Plan adoption, Lane Transit District (LTD) has made significant progress toward establishing a modern, effective system. Major capital investment has been made in equipment and facilities. Shelters, bus stop signs, boarding pads and information displays provide for greater convenience. The average age of the bus fleet has been reduced with the acquisition of new, wheelchair accessible buses. Operating facilities have been improved to increase reliability and reduce maintenance costs. The District has also completed major transit stations: the Riviera Transit Station, the downtown Springfield Transit Station, and the downtown Eugene Transit Station at 10th and Willamette.

Since adoption of the T-2000 Plan, the District also reviewed and redesigned its system. Shortcomings of the previous routes and schedules were corrected when the District undertook a major service redesign in 1980 and 1981. After an intensive effort and public input, the new system was implemented in September 1981. The new system slightly reduced the area in which service was provided, but improved travel time on many routes and instituted cross-town, non-radial routes. An important feature of the redesigned system is the ability to add or delete service on individual routes without disrupting the entire system.

During the 1970's, Lane Transit District increased service and gained ridership. Ridership peaked in FY1980. Since then, financial limitations forced Lane Transit District to reduce service and increase fares. Service reductions, fare increases, a poor local economy, and a loss of jobs have led to a 30% decrease in ridership from FY80 to FY83. Present ridership is slightly lower than that recorded in 1978, when the T-2000 Plan was adopted. LTD's annual ridership is illustrated in Figure 5.

Figure 5



Transit's inability to achieve ridership gains in the past few years similar to the increases of the 1970's can be traced in part to factors beyond the District's control. The most far-reaching of these has been the state of the local economy. The recession, with the resultant loss of jobs and population, has reduced the number of current and potential transit riders. Since students account for a higher-than-normal percentage of transit riders, decreases in college enrollments have also adversely affected the District's ridership totals. Other factors include a decrease in the price of gasoline and a stable supply.

Policies identified in the T-2000 Plan to promote transit have not been aggressively pursued. Where conflicts exist between transit-oriented policies from the T-2000 Plan and other policies or community goals, the transit policies have generally been sacrificed. Long-term parking costs, for example, remain low in downtown Eugene, and in many cases, parking charges are less than transit fares. Free parking is also available to shoppers in major retail areas.

In spite of these factors, Lane Transit District has accomplished a great deal in the last five years. The District's financial position is much stronger; the route structure has been streamlined and stabilized; and major investments have been made in the bus fleet, facilities and passenger amenities. Additionally, most low productivity service has been eliminated; the cost per passenger has been reduced; and productivity, measured in passengers per vehicle mile, approaches that achieved during LTD's peak ridership period of 1979-80. Recent monthly ridership increases of 8 to 12 percent over the previous year point to the effectiveness of the District's current service and marketing efforts.

The District is now in a better position to work with local policy makers to expand the role of transit in the community.

Appendix C provides information on LTD's current ridership, the transit ridership goal from the T-2000 Plan, and more detail about the accomplishments of the District in relation to the specific transit recommendations from the T-2000 Plan.

Impact of Changes

Based on the changes discussed in Chapter III, the community can expect a greater number of trips each day than had been predicted under the T-2000 Plan. Because more trips are forecast, achieving the T-2000 transit goal requires a greater number of transit trips than assumed for the T-2000 Plan.

Under the T-2000 Plan, the transit goal required 107,081 transit trips, while under the new assumptions, 146,130 transit trips are needed. Using the same ratio of transit trips to buses as used in T-2000, the area would need 216 buses instead of the 158 buses calculated in the T-2000 Plan.

The T-2000 Plan also outlined many other needed improvements for the bus rapid transit system including: minor transit stations, major transit stations, bus priority improvements, engineering and maintenance improvements. Because the fleet size would increase under the Metro Plan, it is likely these other costs will also increase to accommodate the larger number of buses.

Another factor influencing transit is the spatial arrangement of the community. The Metro Plan expanded the community's growth boundary particularly in east Springfield and southwest Eugene. Expansions of the urban growth boundary may require changes in bus service area and additional major or minor transit stations to serve these areas.

The nodal development concept emphasized by the Metro Plan will also have an impact on transit, though its effect on the District's efficiency and ability to attract additional riders is unknown. The nodal development concept emphasizes less centralized employment than the T-2000 Plan. Less employment is forecast for downtown Eugene and the University area, but more employment is forecast for outlying areas.

In the T-2000 Plan, the primary focus for transit was downtown Eugene. A very high percentage of trips to downtown Eugene and to the University area were assigned to transit, while a low percentage of trips to outlying areas were assigned to transit. This approach was consistent with the traditional function of transit. In most communities, transit's function has been to move people within the congestion of the central city and to get suburban residents downtown and back. Under the T-2000 Plan, frequent service to downtown Eugene from all parts of the community would make transit particularly attractive for trips destined there.

Under the Metro Plan's nodal development concept, transit service will need to be oriented toward these dispersed employment and commercial nodes in addition to the downtown areas emphasized by the T-2000 Plan's transit network. Historically, dispersed development has been detrimental to transit because direct service will not be available from all parts of the community to each

major node. Less direct service requires more passenger transfers and may decrease the willingness of individuals to use the bus. However, high density nodal development may improve transit efficiency since it will provide opportunities to carry passengers in each direction between nodes. Whether or not this increase in efficiency will actually mitigate adverse impacts of nodal development on transit is unclear.

C. STREETS AND HIGHWAYS

Streets and Highways in the T-2000 Plan

The T-2000 Plan, as amended, identified 57 street and highway projects, which when combined with the other modes, were designed to serve the community's future transportation needs. Projects were identified in six major corridors and in other parts of the community. The total cost of the street and highway projects in the T-2000 Plan approached $150 million.

The T-2000 Plan is based on the assumption that most travel will be on the streets and highways and proposed projects for the following reasons:

Existing problems,
Future overloads,
Reroute arterial traffic,
Truck traffic,
Construct to city standards,
Implement bicycle lanes/routes, and
Collector for future development.

A full description of each T-2000 project and its justification can be found in the T-2000 Plan.

Three projects were included in the T-2000 Plan subject to further study. Two projects remain unconfirmed: the 2nd/3rd Street Extension (project #55) and the 30-30 Connector (project #16).

Progress Since Plan Adoption

Map 1 illustrates the street and highway projects included in the T-2000 Plan and indicates the projects which have been completed, those in progress, and those which have not progressed beyond the planning or preliminary engineering phase. Appendix D indicates the status of the T-2000 Plan's street and highway projects.

Projects scheduled for construction were divided into two categories, pre-1990 and post-1990 phases. Including the costs associated with T-2000 amendments adopted in 1979, 1980 and 1981, the estimated total cost to the public (in 1977 dollars) was estimated at $134.9 million. The cost of pre-1990 and post-1990 are each about half of the total cost.

Twenty-four of the 57 street and highway projects from the T-2000 Plan have been completed or partially completed. The cost estimates in the T-2000 Plan associated with the completed projects totaled aproximately $12.5 million. Due to inflation since 1977 when T-2000 cost estimates were prepared, the actual expenditures on the completed projects exceeded the $12.5 million estimate. However, using the 1977 cost estimates as the basis for comparison, it is apparent that less than 17 percent of the funds necessary to complete the pre-1990 phase projects has been spent. Though one-quarter of the T-2000 projects have been completed, the imbalance between expenditures and projects is explained by the lack of progress on most of the major, expensive projects.

Impact of Changes

The automobile is the dominant mode of travel in Eugene-Springfield and is expected to retain that role. The trip-making, land use and other changes discussed in Chapter II have a major impact on the T-2000 Plan's Street and Highway element.

Using a computer model, traffic flow on the street and highway network was simulated for future conditions. The computer simulation was based on the following assumptions.

- that population and employment forecasts would be attained, and the spatial distribution of the community would be that indicated in the Metro Plan;
- that travel characteristics including the average daily trips per household would remain the same as today;
- that the T-2000 Plan's transit and alternative modes goals would be attained;
- that all* of the T-2000 Plan's street and highway projects would be completed, including intersection improvements, street widening projects, and the construction of new facilities;
- that intersection improvements including improved signalization and turn lanes would be provided at all locations where they were needed, even if those intersections were not specifically identified for improvement in the T-2000 Plan.

* Three projects deserve special mention: the 6th/7th corridor, the 30-30 Connector, and the 2nd/3rd Street Extension. In the 6th/7th corridor, the T-2000 Plan calls for an ultimate project of a 4 to 6 lane freeway. The present analysis is based on interim facility, namely widening existing 6th and 7th Avenues, and constructing a new 4-lane arterial west of Garfield. For the future year traffic simulation, the 30-30 Connector and the 2nd/3rd Street Extension were assumed to be completed like all other projects in the T-2000 Plan.

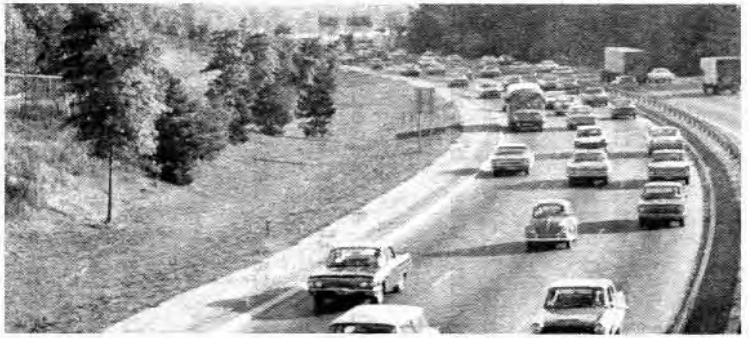
The computer simulation of traffic shows that many of the area's streets and highways would fail to provide the minimum acceptable level of service established in the T-2000 Plan.

Level of service (LOS) is a qualitative measurement of the degree of congestion on a roadway. LOS is described by a letter scale from A to F. "A" represents the best service and "F" represents the worst service. LOS E occurs when the volume of traffic approaches the road's capacity. LOS E is characterized by low operating speeds and numerous delays with much congestion. LOS F represents a forced flow situation with more traffic attempting to use the road than it can handle. LOS F is characterized by stop-and-go traffic with numerous, lengthy delays. In the T-2000 Plan, LOS D was selected as the minimum acceptable level of service. The policy decision made in the T-2000 Plan was that LOS E and F were to be avoided.

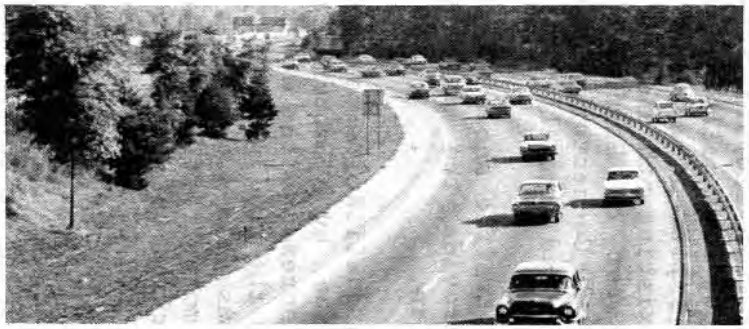
The photographs on the following page (taken from the Highway Capacity Manual) illustrate the six grades of level of service. The level of service on urban streets and intersections are described with the same scale and have similar congestion associated with them.

LEVEL OF SERVICE
(Pictorial Representation)

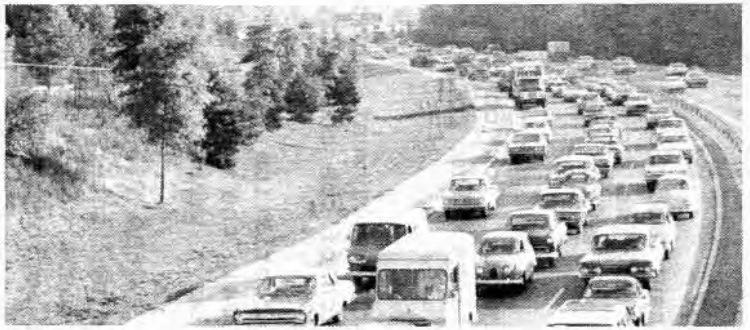
Level Of Service "A"



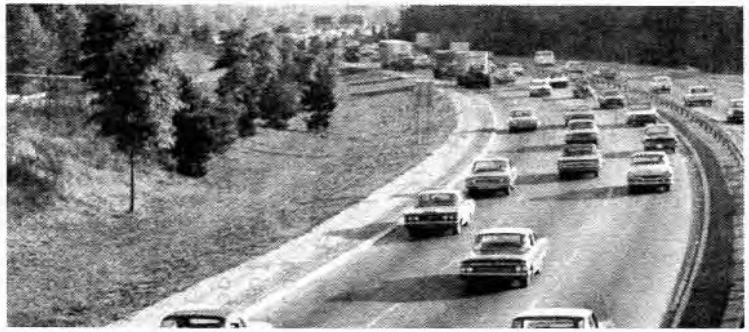
Level Of Service "D"



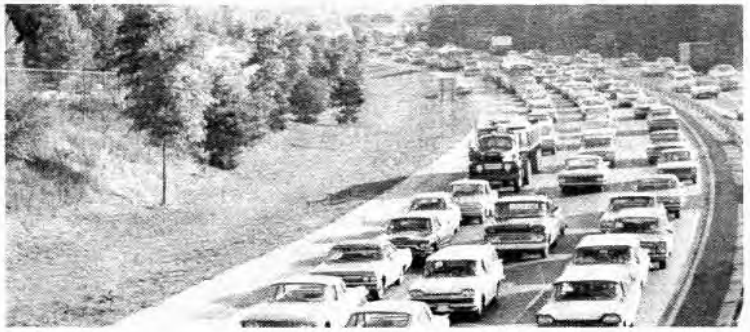
Level Of Service "B"



Level Of Service "E"



Level Of Service "C"



Level Of Service "F"

In the Eugene-Springfield area today, the level of service experienced in most major corridors during "rush hour" is C or better. At individual intersections, level of service D or E may be reached today, usually for relatively short periods of time. It is clear that by accepting level of service D, there will be significantly greater delay than experienced today.

Map 3 illustrates the major corridors for which traffic overloads are forecast through the use of the computer simulation. These overloads are characterized by the occurance of LOS E or F on one or more streets in a corridor. In some areas, the amount of travel demand shown in the computer simulation exceeds street capacity by a factor of 2 or more. In general, the areas where such disparities are forecast are those where the level of development is expected to be greater than assumed by the T-2000 Plan.

In general, the overloads result from a combination of the following factors:

- slightly higher metropolitan population and employment figures than were originally estimated for the T-2000 Plan;
- increased per-capita trip making rates, compared to the original assumptions for the T-2000 Plan; and
- some differences in the spatial distribution of population and employment to various geograhical areas, as compared to the original T-2000 assumptions.

Following is a brief discussion of the various overloads shown on Map 3. To help focus the remarks, the discussion has been organized by the 8 geographical areas shown on Map 2. Map 2 also compares 1978 employment and dwelling unit data with the T-2000 Plan's assumptions and with the forecasts used in the Evaluation Report.

MAP 1
T-2000 PLAN RECOMMENDED STREET AND HIGHWAY SYSTEM

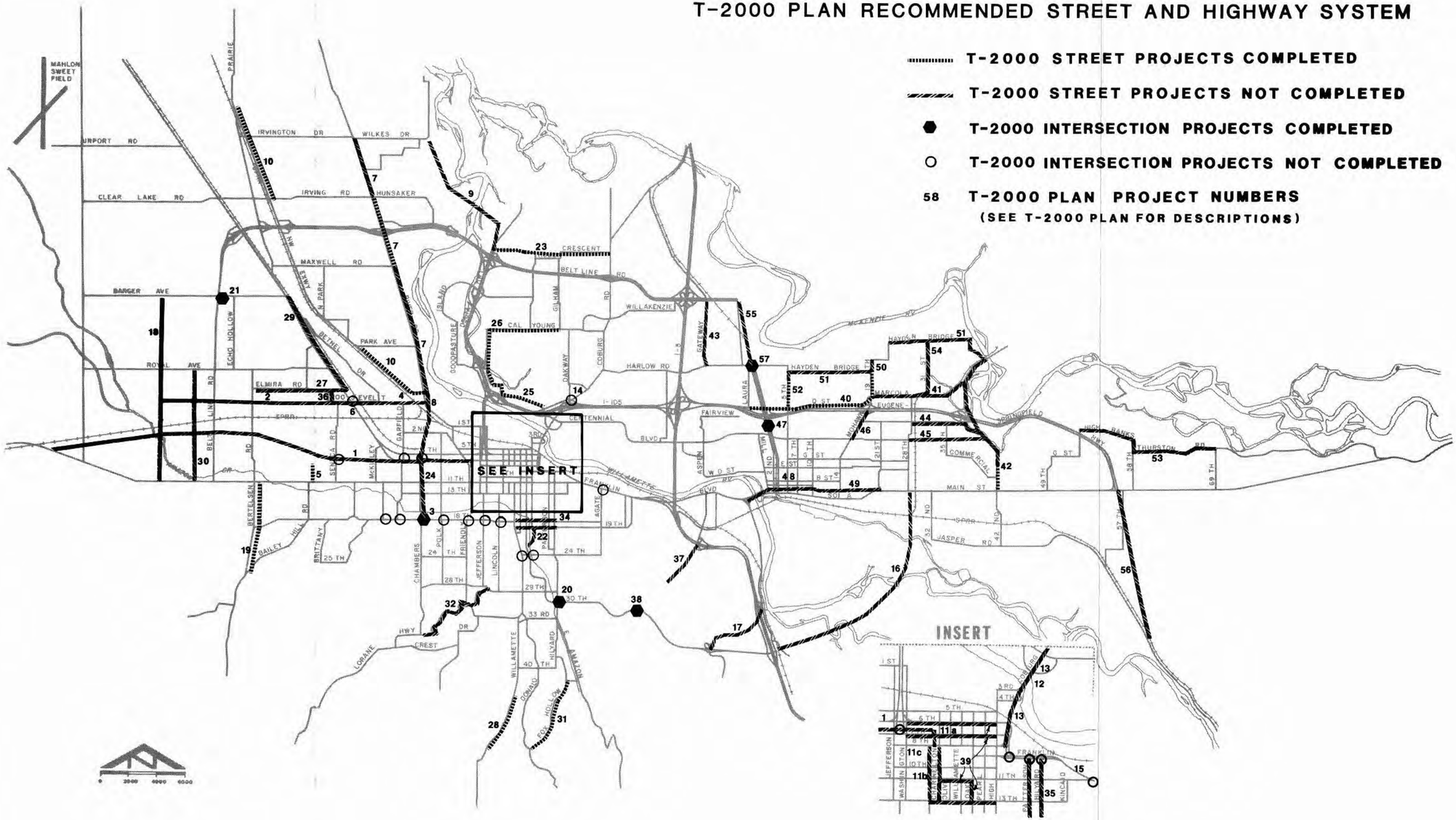
T-2000 STREET PROJECTS COMPLETED

T-2000 STREET PROJECTS NOT COMPLETED

T-2000 INTERSECTION PROJECTS COMPLETED

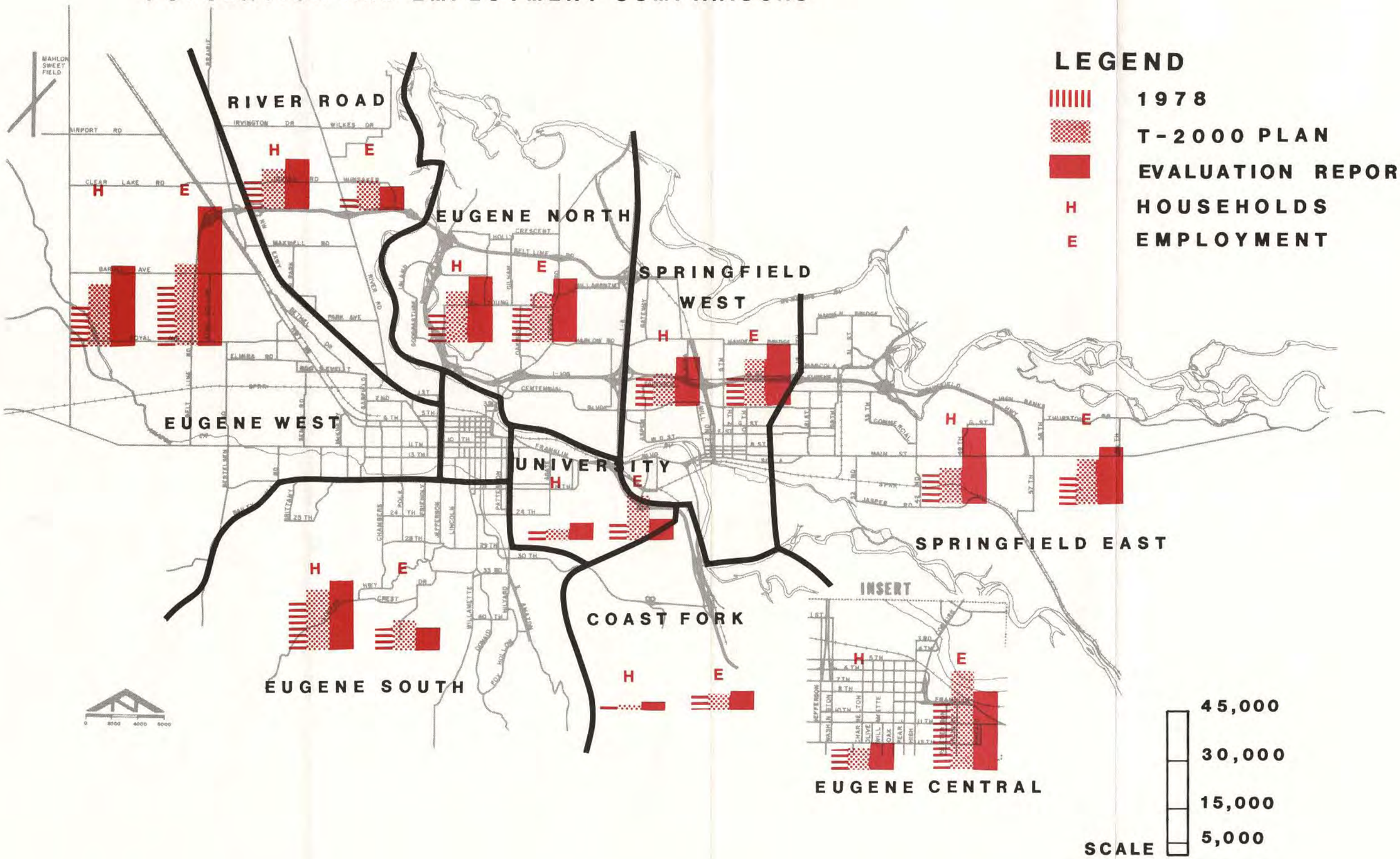
T-2000 INTERSECTION PROJECTS NOT COMPLETED

58 T-2000 PLAN PROJECT NUMBERS
(SEE T-2000 PLAN FOR DESCRIPTIONS)



MAP 2
TRANSPORTATION ANALYSIS AREAS

POPULATION AND EMPLOYMENT COMPARISONS

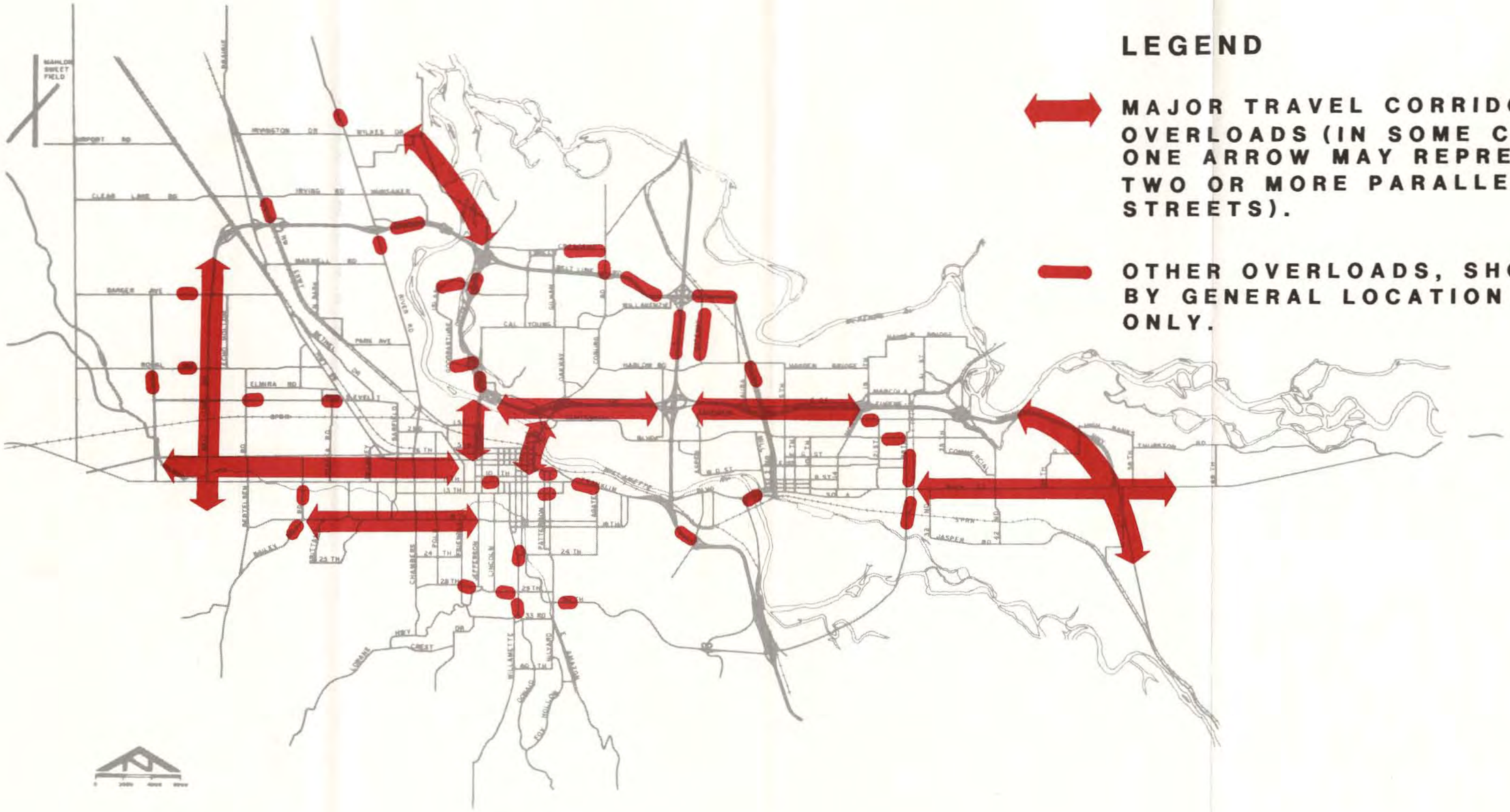


LEGEND

						1978
▒▒▒	T-2000 PLAN
▬	EVALUATION REPORT
H	HOUSEHOLDS
E	EMPLOYMENT

SCALE
45,000
30,000
15,000
5,000

MAP 3
PROJECTED TRAFFIC OVERLOADS



LEGEND

MAJOR TRAVEL CORRIDOR OVERLOADS (IN SOME CASES ONE ARROW MAY REPRESENT TWO OR MORE PARALLEL STREETS).

OTHER OVERLOADS, SHOWN BY GENERAL LOCATION ONLY.

SPRINGFIELD EAST AREA

Under the Metro Plan land use, the Springfield East area is expected to experience tremendous growth. By the time the community achieves the growth projected for the Metro Plan, the number of households is expected to triple and employment to increase by 150 percent. Both figures are substantial increases over the levels assumed in the T-2000 Plan.

East-west movements in this analysis area are mainly limited to Main Street and the Eugene-Springfield Highway, both of which are expected to experience some overloads. Due to development south of Main Street, both the 30/30 Connector and the 57th Street/Jasper Road Connector are expected to be overloaded as they approach Main Street. Additional problem areas include portions of 28th Avenue, Centennial Boulevard and Olympic Street.

SPRINGFIELD WEST AREA

The Springfield West area is expected to experience substantial growth. The level of employment is now expected to be much greater than that assumed in the T-2000 Plan.

East-west arterials connecting Springfield and Eugene (Beltline, Harlow Road, the Eugene-Springfield Highway and Centennial Boulevard) are all projected to have some overloads. North-south travel demand will exceed capacity on Gateway Street and portions of the 2nd-3rd couplet. Other problem areas include the Franklin Boulevard interchange at the west end of the Springfield bridge, and a section of I-5 near the Glenwood interchange.

COAST FORK DRAINAGE BASIN

The Coast Fork Drainage Basin, which includes the Lane Community College area, is outside the urban growth boundary established by the Metro Plan and is expected to remain relatively undeveloped.

No overloads are forecast for this area. However, due to its unconfirmed status in the T-2000 Plan, the proposed 30/30 Connector should receive further study.

RIVER ROAD/SANTA CLARA AREA

The River Road/Santa Clara area is expected to grow substantially with a doubling of employment and 65% increase in households. However, when the latest assumptions are compared to the T-2000 Plan's assumptions, the River Road/Santa Clara area is expected to have more dwelling units and less employment.

In comparison with other parts of the community, this area is not expected to have many serious traffic problems. The assumed completion of the T-2000 Plan's widening project on River Road is expected to serve most of the area's transportation needs. Beltline Road between River Road and Delta Highway, and the North Delta Extension are projected to experience capacity problems. Short sections of River Road and Northwest Expressway near Beltline may also have problems.

EUGENE NORTH AREA

The Eugene North Area is forecast to experience significant growth when compared to existing conditions and the T-2000 Plan's assumptions. Both the number of households and number of employees are expected to be more than one-third greater than assumed under the T-2000 Plan.

Severe overloads are expected for east/west movements between Eugene and Springfield. Harlow Road, Centennial Boulevard, and Interstate 105 are all forecast to have travel demand in excess of capacity. Access to the Goodpasture Island area is expected to be a problem impacting sections of Delta Highway and the Valley River Drive and Goodpasture Island interchanges. Other forecast problem areas include: sections of Beltline Road, Coburg Road and Crescent Avenue in the vicinity of the Cone-Breeden development area; and the portion of Interstate 5 between I-105 and Beltline.

EUGENE WEST AREA

This part of the metropolitan area is expected to experience a tremendous amount of growth. Under the Metro Plan land use, the Eugene West area is expected to accommodate most of the area's industrial growth and will also provide for commercial development. It is expected to be developed more intensely under the Metro Plan than was assumed for the T-2000 Plan. The Willow Creek Basin, south of 11th Avenue and west of Bertelsen Road, was forecast to be undeveloped under the T-2000 Plan. Under the Metro Plan, however, the Willow Creek Basin is designated a major employment and residential center. Both employment and the number of households are expected to be more than 50% greater than assumed in the T-2000 Plan.

Many arterials in this analysis area are expected to experience overloads. East-west traffic movements are a particular concern; overloads are projected on 6th and 7th Avenues, the 6th-7th Extension west of Garfield, West 11th and West 18th Avenues, and portions of Roosevelt Boulevard. In addition, major overloads are shown on the two-lane section of Beltline Road from Highway 99 to West 11th Avenue. Other problem areas include portions of Terry Street and Bailey Hill Road.

EUGENE SOUTH AREA

The Eugene South area is forecast to gain relatively few employees and the number of dwelling units is forecast to increase by about 50 percent. However, the latest assumptions are similar to those made for the T-2000 Plan.

This is another analysis area that shows no major overloads, although some problems are expected to occur along Willamette Street, 28th and 29th Avenues, and a portion of 30th Avenue east of Hilyard.

EUGENE CENTRAL AREA

The Eugene Central area is forecast to experience relatively little residential growth and less growth in employment than assumed in the T-2000 Plan. Employment is expected to increase by about one-third, a figure which is substantial, but is much less than the 75 percent increase assumed in the T-2000 Plan.

The principle problems in this area are related to the two major north-south bridges (I-105 and Ferry Street) and their approaches. Additional problems are forecast on sections of 7th Avenue and 11th Avenue.

UNIVERSITY AREA

The University area is expected to grow relatively little. The latest assumptions differ markedly from those of the T-2000 Plan. Both assumed slight increases in households, but the T-2000 Plan assumed employment would increase by 170 percent. The current assumption is that employment increases would be a moderate 20 percent due to leveling of employment at the University.

This area shows overloads are expected on sections of Franklin Boulevard, 11th Avenue and East Broadway.

D. BICYCLES

Bicycles in the T-2000 Plan

The primary recommendation in the Bicycle Element of the T-2000 Plan was that the Eugene-Springfield Metropolitan Bikeway Master Plan serve as the bicycle sub-element of the T-2000 Plan. Two other recommendations in the Bicycle Element related to conflicts between the Bikeway Plan and the Street and Highway Element and to timing of bikeway projects. The T-2000 Plan noted that the most positive method of achieving increases in bicycle usage was through implementation of the Metropolitan Bikeway Master Plan.

Progress Since Plan Adoption

Since adoption of the T-2000 Plan, substantial progress has been made on implementation of the bicycle projects from the Metropolitan Bikeway Master Plan. Originally adopted in 1975, the Metropolitan Bikeway Master Plan identified three phases for development of the bikeway system. Although a few first phase projects remain to be completed, most have been built. Many of the on-street bicycle projects listed in post-1985 or post-1990 phases have also been implemented as part of street construction. Many bicycle projects were completed between the adoption of the Metropolitan Bikeway Master Plan in 1975 and the adoption of the T-2000 Plan in 1978. During the last five years, almost 30 miles of on-street bicycle lanes were completed.

Several sections of off-street, independent paths totalling about seven miles have been constructed since adoption of the T-2000 Plan. Independent paths have been built along drainage ways, through parks, and along public utility easements. Among the most impressive of the bicycle projects implemented since adoption of the T-2000 Plan are the Willie Knickerbocker and Owosso Bicycle Bridges across the Willamette River.

Appendix E lists the major bicycle projects constructed since the adoption of the T-2000 Plan and discusses in detail the three recommendations contained in the Bicycle Element of the T-2000 Plan.

The 1980 Census provided information on the typical means of commuting to work for the Eugene-Springfield metropolitan area. The Census data provided information for all modes of travel to work including bicycling. Although there is little historical data about work trips made by bicycle, the Census data seems to verify the importance of bicycling as a means of commuting in the Eugene-Springfield area. The Census indicates that bicycling accounts for 5.2% of all area work trips, which may be one of the highest percentages in the country. In contrast, the percentage of workers commuting by bicycle is less than one tenth of one percentage for the nation as a whole. The Eugene-Springfield area's success in attracting workers to bicycles probably reflects this area's emphasis on bicycle facility development.

Table 4 provides 1980 Census information on mode of travel to work. The information is for work trips only, and is not meant to be used for comparison to the T-2000 Plan's Transit and Alternative Mode Goals. The T-2000 Plan's goals related to total trips, of which work trips comprise only about a quarter.

TABLE 4.
1980 Census Data - Mode of Travel to Work
(% of total workers)

MODE OF TRAVEL	EUG/SPRING	NATIONAL AVERAGE
Drive-alone	66.4%	64.4%
Carpooling (2 or more per car)	13.5%	19.7%
Walking	5.5%	5.6%
Bicycling	5.2%	0.0%
Transit	4.6%	6.4%
Worked at home	3.0%	2.3%
Other	1.8%	1.6%

Impact of Changes

With the Metro Plan's expansion of the urban growth boundary in east Springfield and the Willow Creek Basin, for example, the geographic area of the Bikeway Plan needs to be expanded. New employment concentrations identified in the nodal development concept will also provide opportunities for enhancing bicycle use through facility development.

E. PARATRANSIT

Paratransit in the T-2000 Plan

Paratransit was assigned an increased role in the T-2000 Plan, particularly by Eugene and Lane County. Paratransit encompasses various types of ride sharing, such as carpooling, vanpooling, taxi service and subscription bus service. The T-2000 Plan recommended that paratransit, which has proven an effective method for reducing vehicle use in some communities, be assigned an important role here.

The most important of the recommendations of the T-2000 Plan was the implementation of a carpool program. Emphasis areas for paratransit were carpooling and vanpooling by employees in downtown Eugene and in the vicinity of the University of Oregon and Sacred Heart Hospital. Other paratransit recommendations addressed changes in regulations and ordinances which inhibit taxi and transit operators.

Progress Since Plan Adoption

In 1978, shortly after adoption of the T-2000 Plan, the "Takepart" program was begun. The "Takepart" program is a carpooling and ridesharing program operated by the City of Eugene for the entire metropolitan area. It has been funded primarily by Federal Aid Urban funds, one of the funding sources suggested in the T-2000 Plan. In addition, two years of funding for Takepart were paid for under another federal grant program.

The three main emphasis areas for the Takepart program have been: 1) operation of a carpool matching service; 2) encouragement of carpooling to downtown Eugene by providing free parking spaces for carpoolers; and 3) assistance to employers in establishing and operating their own carpool programs.

Although the Takepart program is operated by only 1.5 full time equivalent employees, it has been recognized nationally with two awards for innovative actions. Among the factors by which a carpool program can be measured are the life or duration of a carpool and the percentage of interested individuals who can be matched to form carpools. In recent years, the Takepart program has doubled the duration of participating carpools and tripled the rate of placement of commuters into active carpools. The Takepart program has demonstrated cost savings to commuters that exceed operational costs of the program.

Due to its limited staff and budget, the Takepart Program cannot be expected to influence the area's overall travel characteristics on a regional basis, especially with the continued availability of low cost parking. Recent automobile occupancy surveys and 1980 Census data verify there has been no significant areawide change in the average number of persons per vehicle for work trips. In addition, as shown in Table 4, the area is well below the national average for carpooling to work.

Appendix G contains a more detailed discussion of the actions taken on the four recommendations in the Paratransit Element of the T-2000 Plan.

Impact of Changes

Under the new employment assumptions, both the University area and downtown Eugene are expected to have less development than in the T-2000 Plan. However, the more diverse employment sites specified in the nodal development concept may be more suited to carpooling and vanpooling than traditional forms of transit. Among the areas particularly suited to paratransit would be special light industrial sites and other major employment nodes identified in the Metro Plan.

F. PEDESTRIANS

Pedestrians in the T-2000 Plan

Pedestrian facilities, including malls, sidewalks, pedestrian bridges and pedestrian/bicycle paths, are important for serving several types of trips and providing access to other modes of transportation including public transit.

The T-2000 Plan contained seven recommendations regarding pedestrian facilities. Among the recommendations were the construction of sidewalks in new and established neighborhoods and in-filling of gaps in the existing sidewalk system. Access for handicapped individuals and circulation improvements in downtown areas were also recommended. Several policies in the T-2000 Plan were also aimed at improving pedestrian access and facilities.

Progress Since Plan Adoption

The wisdom of the T-2000 Plan's commitment was reinforced by data obtained from the 1980 Census. The Census data indicates that 5.5% of all work trips in the Eugene-Springfield area are made by walking.

The City of Eugene's "Sidewalk Program", adopted in 1980, identified and prioritized areas needing sidewalks. The local economy has slowed development including subdivisions and associated sidewalk construction. Sidewalk renovation has been scattered. Some problems remain; Eugene, for example, does not require sidewalks in industrially zoned land, a policy which may inhibit pedestrian and transit use.

In order to improve access by handicapped individuals, Lane Transit District has constructed passenger loading aprons between curbs and sidewalks at many bus stops. These loading aprons facilitate wheelchair access to buses and provide solid, finished areas for other transit patrons to stand. One of the improvements to the downtown Eugene transit facility was the construction of wider sidewalks where pedestrians mix with transit passengers. The City of Springfield has also installed handicap access ramps at intersections using Community Development Act funds. All local agencies include handicapped access provisions as part of any construction project.

Appendix H provides a more detailed discussion of the progress made since Plan adoption on the seven recommendations contained in the Pedestrian Element of the T-2000 Plan.

Impact of Changes

The importance of the pedestrian element of the T-2000 Plan was strengthened by adoption of the Metro Plan with its nodal development concept. Under this concept, residences, shopping and employment opportunities will be in close proximity to one another, thus increasing the likelihood of walking as opposed to driving. New commercial nodes, major employment centers and schools will provide prime opportunities to emphasize development of pedestrian facilities to help increase the chance of achieving the alternative mode goal.

G. PARKING

Parking in the T-2000 Plan

The Parking Element of the T-2000 Plan contained three recommendations including one which identified four areas where parking demand would exceed available supply. These four areas were: Downtown Eugene, Downtown Springfield, University of Oregon, and Sacred Heart General Hospital. The T-2000 Plan's parking forecasts were based on both long-term employee parking needs and short-term customer parking needs. The parking analysis assumed the attainment of the transit and alternative mode goals.

Progress Since Plan Adoption

Since Plan adoption, considerable study has been conducted on parking issues, particularly with regard to downtown Eugene. Among recent work performed was Eugene's "Downtown Transportation Study", which analyzed parking needs for 1985 and 1990 based on two different development scenarios.

In the vicinity of the University of Oregon and Sacred Heart Hospital, a new parking program has begun. The parking program, funded in part by a grant from the Urban Mass Transportation Administration, is designed to restrict commuter use of on-street parking spaces, while minimizing inconvenience to residents of the neighborhoods.

The policies in the T-2000 Plan designed to reduce long-term parking needs have received little support. Long-term parking, particularly in downtown Eugene, is available at low prices, providing little incentive for carpooling, transit and bicycle usage. The availability of free parking designed to be used by shoppers also discourages alternative mode use and may contribute to illegal, long-term parking by downtown employees.

The City of Springfield has provided only short term parking in close proximity to its new City Hall. Longer term employee parking is provided several blocks away.

Appendix I contains a more detailed discussion of the progress since Plan adoption on the three recommendations in the Parking Element of the T-2000 Plan.

Impact of Changes

Areawide employment is forecast to be greater than was assumed for the T-2000 Plan, but under the nodal development concept, employment will be greater in outlying areas. The result is a decrease in year 2000 employment in all four area forecast to have parking shortages.

For the areas in which the T-2000 Plan projected parking shortages, Table 5 compares the T-2000 Plan's employment assumptions with those derived from the Metro Plan.

TABLE 5.
Year 2000 Employment Forecast

Area	T-2000	Metro
Eugene Downtown	22,820	16,450
Springfield Downtown	4,150	2,900
U of Oregon / Sacred Heart	10,300	7,752

As can be seen by the employment comparisons, the effect of the Metro Plan on these areas is a reduction in future year employment. This in turn reduces parking demand; however, current supply will still not be enough to satisfy this reduced demand.

H. INTERCITY TRANSIT

Intercity Transit in the T-2000 Plan

The T-2000 Plan's Intercity Transit contained four recommendations, most of which related to terminal locations, since the Oregon Department of Transportation has no official forecasts for intercity travel. The main recommendations for intercity transit in T-2000 was that the Amtrak Station remain at or close to the present site in downtown Eugene, and that intercity bus terminals should be located in proximity to downtown Eugene.

Progress Since Plan Adoption

The Amtrak and intercity bus terminals have remained in the locations they have occupied for many years. No action has been taken on the possiblility of establishing an intercity and intracity bus terminal.

Appendix J contains a more detailed discussion of progress since Plan adoption on the four recommendations from the Intercity Transit Element of the T-2000 Plan.

Impact of Changes

Even though downtown Eugene is assumed to have less employment under the Metro Plan than it did under the T-2000 Plan, downtown Eugene will continue to be the most intensely developed part of the Metro area. Consequently, the T-2000 Plan's focus on the downtown Eugene area as the place for all intercity rail and bus terminals is still valid. Thus, the Metro Plan land use does not impact any T-2000 intercity transit assumptions.

CHAPTER IV

NEED FOR GUIDANCE

IV. NEED FOR GUIDANCE

Development of the T-2000 Plan was guided by a series of twelve principles (Appendix A) adopted by Eugene, Springfield, and Lane County.

In reviewing the T-2000 Plan's principles in context of the Metro Plan, it appears most of the twelve principles remain valid. However, some of the principles do need to be updated and others should be reviewed and updated if necessary.

For the Evaluation Report, assumptions were made which differed from the T-2000 Plan's principles on land use and trip-making rates. The land use assumptions for the Evaluation Report were changed to correspond with the Metro Plan's land use diagram and trip-making rates were assumed to remain at present levels instead of the lower rates assumed when the T-2000 Plan was prepared.

Some of the other principles, including those relating to the amount of transit and alternative mode use, have been questioned by some citizens and elected officials. Thus, it appears appropriate to review, and if necessary update, these principles before proceeding with an update of the T-2000 Plan.

This chapter discusses the principles from the T-2000 Plan that should be reevaluated. Following each principle is a discussion of the reasons that the principle may need to be updated and some of the options available.

A. LAND USE: PRINCIPLE #3

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.

For the Transportation Plan to serve as a functional element of the Metropolitan Area General Plan, it is necessary for the Transportation Plan to be based on the same land use as the Metropolitan Area General Plan.

Future land use patterns of the Eugene-Springfield metropolitan area are identified in the Metropolitan Area General Plan. In some cases more land is designated than is likely to be needed for the population and employment projections.

The Metro Plan allocated more light-medium industrial land than is likely to be needed to give industrial employers a choice of locations. In addition, the Metro Plan also identified seven special light industrial sites of more than one hundred acres each in hopes of attracting large industrial employers needing "campus-like" settings for their operations.

Prior to preparation of this Evaluation Report, the Metropolitan Area Planning Advisory Committee solicited comments from over 1100 individuals and agencies about the assumptions which should be used for these light-medium industrial lands and the seven special light industrial sites identified in the Metropolitan Area General Plan. The Metropolitan Area Planning Advisory Committee, the Transportation Planning Committee, and the Metropolitan Area

Transportation Committee agreed on the following assumptions for use in the Evaluation Report:

- population and employment be slightly increased beyond the projections used in the Metro Plan in order to account for success in economic diversification;

- the vacant light-medium industrial areas on the fringes of the community near the Urban Growth Boundary be assumed to remain vacant in the year 2000;

- other vacant light-medium industrial land be assumed to be partially developed consistent with the Metro Plan's employment forecasts; and

- partial development be assumed at all seven special light industrial sites specified in the Metro Plan.

The result of these assumptions was a slight increase in employment and population over the levels projected for the Metro Plan. The assumed increase of 5500 employees (which equates to 9000 persons) changed the metro area totals to 152,000 employees and 302,700 persons. These increases produce corresponding increases in traffic. By assuming partial development of special light industrial sites, some traffic increase was created at each. However, because of the large size of each special light industrial site, full development could accommodate many thousand employees, rather than 500 to 1000 assumed for the Evaluation Report. Full employment at these sites would result in traffic overloads beyond those projected in Chapter IV.

* Land Use Options

* For the update of the T-2000 Plan, land use options available include:

- assume slight increases in population and employment over Metro Plan levels with partial development of special light industrial sites; (This was the assumption used for this Evaluation Report and the street and highway overload analysis in Chapter III.); or
- assume population and employment levels exactly as used for the Metropolitan Area General Plan with no development allocated to special light industrial sites.
- assume population and employment levels exactly as used for the Metropolitan Area General Plan, but assume partial development of Special Light Industrial sites and an off-setting lower level of development at other industrial sites.

B. TRANSIT: PRINCIPLE #4

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.*

** (The City of Springfield subsequently changed its transit goal to five percent.)*

The T-2000 Plan places major emphasis on transit as part of the metropolitan area's future transportation system. The benefits of an expanded transit system include: decreased traffic volumes and less extensive street and highway improvements; decreased parking demand; decreased area congestion and air pollution; increased safety; and increased mobility for elderly, handicapped and lower income individuals.

Despite some positive accomplishments since Plan adoption, Lane Transit District's ridership remains approximately the same as it was when the T-2000 Plan was adopted. More information on the District's accomplishments and ridership comparisons to other cities is contained in Appendix C.

Transit ridership in the Eugene-Springfield area was found to be comparable to the transit ridership achieved today in most communities of similar size. However, other communities with aggressive support for transit have been more successful.

One city that has actively promoted transit with positive results is Madison, the capital of Wisconsin. Madison has about the same population as the Eugene-Springfield but 3 times the transit ridership. Among the factors contributing to high transit ridership in Madison are: higher levels of downtown employment than Eugene-Springfield; a larger university; location of the state capitol and state buildings near downtown; and active promotion of transit. For the past 20 years, Madison has actively promoted public transit and implemented numerous policies to support transit ridership. Many steps taken in Madison go beyond the recommendations and policies in the T-2000 Plan. Some of the actions taken in Madison include:

- elimination of minimum parking requirements for downtown businesses;
- a policy of no freeways in the city;
- elimination of all free parking in the downtown.

Greater national and provincial government support and a more positive attitude toward public transit have allowed the Canadian cities of Ottawa and Edmonton to achieve substantially higher transit ridership percentages than those recorded in the United States. If the Ottawa and Edmonton ridership levels were duplicated here, it could result in attainment of the transit goal established in the T-2000 Plan.

The experiences of Madison, Edmonton, and Ottawa suggest potential exists for increased transit use in Eugene-Springfield. It is clear that to achieve the T-2000 Plan's transit ridership goal, or even to increase transit ridership over current levels, local transit policies need to be much more aggressively pursued and policies not supportive of transit must be reconsidered.

* Transit Goal Options

* For the update of the T-2000 Plan, options available to the community appear to include:

  - retain the existing transit ridership goal and more aggressively promote, strengthen and expand implementation of transit-related policies; or
  - reduce the transit goal and ridership expectations while promoting, strengthening and expanding transit-related policies, but plan for additional increases in street and highway projects and parking needs.

C. PER CAPITA TRIP MAKING: PRINCIPLE #5

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

Trip making rates reflect the number of times individuals travel from one place to another by any mode including: auto, bus, bicycle or walking.

The T-2000 Plan assumed that per capita trip-making rates observed in 1970 would be continued through year 2000. However, per capita and per household trip-making rates observed in the Eugene-Springfield area in 1980 indicate that rates have continued to increase (see Chapter II). The levelling of trip-making rates assumed in the T-2000 Plan has not occured. Present trip-making rates observed in this community have been found to be similar to those recorded throughout the United States.

For the Evaluation Report, per household trip-making rates observed in 1980 were assumed to continue through year 2000. This assumption resulted in substantially more future year traffic than if the 1970 per capita rate were used.

Alternatively, the Evaluation Report could have assumed a continuation of the 1980 per capita (as opposed to household) trip-making rate. This assumption would result in somewhat fewer future year trips than the 1980 household trip-making rate assumption, but would also result in substantially more trips than would occur with the 1970 per capita trip-making rate assumption.

* Trip-Making Rate Options

* For the update of the T-2000 Plan, trip-making rate options appear to include:

  - assume continuation of the 1980 household trip-making rate (This was the assumption used for this Evaluation Report.); or
  - assume continuation of the 1980 per capita trip-making rate; or
  - assume that trip-making rates will continue to increase; or
  - assume that some unforeseen factors will cause the trip-making rate to decrease.

D. ALTERNATIVE MODES: PRINCIPLE #5

Although it was stated in the discussion section rather than the principle, Principle #5 of the T-2000 Plan also introduced the concept of satisfying travel demand by modes other than the automobile.

Alternative modes goals were adopted by Eugene and Lane County. These goals indicated that significant travel demand would be accomplished by bicycling, walking and paratransit (such as carpooling, subscription bus service and other ridesharing arrangements). These modes were accounted for in the T-2000 Plan and in the Evaluation Report by subtracting a percentage of what would otherwise be automobile trips. Springfield chose not to adopt an alternative modes goal, and, as a result, trips in Springfield were accommodated by automobile and transit only.

There are many benefits of high pedestrian, bicycle and paratransit usage to a community. Bicycle and pedestrian facilities are relatively low cost capital improvements that can usually be constructed on existing right-of-way thus minimizing displacement of residences. Additionally, walking and bicycling are non-polluting forms of commuting.

By increasing automobile occupancy, paratransit benefits the community by removing autos from the road and from parking lots. Traditional transit is most efficient with centralized, high density employment centers. Paratransit is also efficient in serving high density nodes, but it can be particularly valuable where densities and ridership are not adequate to support traditional transit services. With the Metro Plan's emphasis on "nodal" development, its decentralized employment sites can be prime targets for paratransit services.

As discussed in an earlier section of the Evaluation Report, the percentage of Eugene-Springfield area residents who bicycle to work is one of the highest in the country. This is undoubtedly the result of the aggressive bicycle programs implemented since adoption of the T-2000 Plan.

A continuation of the successful bicycle program and expansion of the pedestrian and paratransit programs will be required to increase their present use or to meet the T-2000 Plan's alternative mode goals.

* Alternative Modes Options

* For the update of the T-2000 Plan, alternative mode usage options appear to include:

  - retain the existing alternative mode goals, continue and expand the community's successful bicycle and pedestrian programs, and expand the area's paratransit programs with particular emphasis on large employers; or
  - reduce the existing alternative mode goals and plan for additional street and highway facilities and parking needs.

E. LEVEL OF SERVICE: PRINCIPLE #8

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".

In the five years since adoption of the T-2000 Plan, this policy has been interpretted in several ways. Some of these interpretations contradict each other, thus reinforcing the need for clarification.

Level of service (LOS) is a qualitative measurement of the degree of congestion on a roadway. LOS is described by a letter scale from A to F. "A" represents the best service and "F" represents the worst service. LOS E occurs when the volume of traffic on a road approaches the road's capacity. LOS E is characterized by low operating speeds and numerous delays with much congestion. LOS "F" represents a forced flow situation with more traffic attempting to use the road than it can handle. LOS "F" is characterized by stop-and-go traffic with numerous, lengthy delays. The photographs on page III-9 illustrate different levels of service.

In the Eugene-Springfield area today, the level of service experienced in most major corridors during "rush hour" is C or better. At individual intersections, level of service D or E may be reached today, usually for relatively short periods of time. It is clear that by accepting level of service "D" for major travel corridors, there will be significantly greater delay than experienced today.

Confusion over this principle has been evident at public hearings for specific street improvement projects. Some individuals have interpretted this policy to mean that no street improvement should be made unless level of service "E" exists on the street in question. This interpretation ignores other possible justifications for an improvement. Among the reasons stated for non-corridor projects in the T-2000 Plan were: the need to re-route traffic, to provide truck access routes, to make safety improvements and to bring streets up to city standards. The same justifications for street improvements apply to corridor projects.

It has also been suggested that projects justified on the basis of other criteria should have a lower priority than those needed to improve level of service. Some have suggested that until all projects needed to achieve level of service D have been completed, projects needed for other reasons should be delayed.

Planners and engineers are sometimes questioned about proposing improvements which produce a level of service better than "D", even though this was the minimum acceptable level defined by the T-2000 Plan. Some improvements designed to avoid level of service E, may, in fact, improve the operation of a street by more than one letter grade. For example, the addition of a lane on a street or a turn lane at an intersection may improve the level of service designation from E to C. A street or intersection improvement to make it operate at exactly level of service D may not be possible.

* Level of Service Options

For the update of the T-2000 Plan, level of service options appear to include:

- retain the existing level of service principle without modification; or
- modify the existing level of service principle to clarify that level of service is only one justification for implementing a project; or
- eliminate the existing level of service principle and replace it with two: one principle specifying reasons for inclusion of a project in the Plan, and a second principle specifying justifications for project implementation. (Level of service would be one of the criteria included in both principles.)

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APPENDIX A

T-2000 PLAN PRINCIPLES

T-2000 PLAN PRINCIPLES

The development of the T-2000 Plan was guided by a series of twelve principles adopted by Eugene, Springfield, and Lane County. The following section reiterates those twelve principles.

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.

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.*

   ** (The City of Springfield subsequently changed its transit goal to five percent.)*

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

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

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.

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".

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

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 government agencies involved.

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

12. *Plan Update*
Through the procedures established by the E-SATS 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.

APPENDIX B

PROGRESS ON T-2000 PLAN POLICIES

PROGRESS ON T-2000 PLAN POLICIES

Element II of the T-2000 Plan consists of forty-eight policies designed to form a basis for the management and implementation of the Transportation Plan and for evaluation of specific transportation proposals. The forty-eight policies and a "discussion section" relating to most of these policies is contained in Element I of the T-2000 Plan. The policies, but not the discussion sections, were adopted. The discussion sections, however, do provide some insight into the rationale behind the policies.

During the five years since adoption of the T-2000 Plan, some positive action has been taken in support of many of the policies. Each of the T-2000 Plan's policies and actions taken since Plan adoption are discussed below. The policies, written in italics, are reprinted directly from the T-2000 Plan.

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.*

   Progress since Plan adoption: Traffic engineering principles including the use of one-way streets, signal timing changes and coordination, restrictions on turning movements, intersection channelization, removal of on-street parking, and efficient placement of bus stops and pull-outs, have been used in numerous locations to improve traffic capacity and minimize the need for new construction.

   A study of the metropolitan area's signal systems is currently being performed by an engineering consulting firm in cooperation with Eugene, Springfield, Lane County and the Oregon Department of Transportation. Based on the results of this study a variety of improvements including centralized traffic signal controllers and new signal heads will be installed. This new equipment will help maximize traffic flow, reduce fuel consumption, air pollution and accidents in addition to mimimizing the need for new street construction. More than one million dollars of Federal Aid Urban funds have already been allocated by the Metropolitan Area Transportation Committee toward such improvements.

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 Transportaton Plan shall serve as a basis for future street and highway improvements.*

   Progress since Plan adoption: Of the fifty-seven street and highway projects contained in the T-2000 Plan, sixteen have been completed in the five years since Plan adoption. Parts or segments of eight other projects have also been constructed. The T-2000 projects which have been completed are shown in Appendix D.

   Though construction has not yet occurred, progress has been made on other T-2000 projects. An environmental assessment has been prepared by the Oregon Department of Transportation for the 6th/7th Avenue widening project between High and Garfield Streets, an Environmental Impact

Statement has been prepared for the Chambers Connector, and a Finding of No Significant Impact was prepared for Roosevelt Boulevard. The 2nd-3rd Street Extension Refinement Study was prepared in an attempt to resolve the unconfirmed status in the T-2000 Plan of that project.

3. *Strategies directed at reducing peak demand by spreading that demand over a longer time period shall be investigated and, if potentially effective, implemented.*

   Progress since Plan adoption: Though a number of employers, including the agencies which adopted the Plan, permit a variety of flexible or staggered work hours, this policy has not been actively promoted and there is no evidence to suggest the peak travel characteristics present in 1978 have changed.

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.*

   Progress since Plan adoption: Providing adequate capacity on arterial streets helps minimize through traffic on residential streets, but traffic management techniques such as traffic diverters and restrictions on turning movements, have also been used to reduce the impact on residential areas. The City of Eugene has installed numerous traffic diverters. The City of Springfield has made extensive use of curvilinear and cul-de-sac streets in subdivision design to minimize through traffic on residential streets. Springfield installed one traffic diverter in a residential neighborhood.

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.*

   Progress since Plan adoption: Lane County's Master Road Plan, last updated in 1982, was based in part on the T-2000 Plan. Springfield updates its Master Street Plan and its Master Bikeway Plan approximately every two years, always in accordance with the T-2000 Plan. Springfield policies and City Code requirements for right-of-way dedication and street improvements are consistent with the T-2000 Plan.

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.*

   Progress since Plan adoption: For the past few years, a lack of available funding has generally precluded construction of transportation projects in advance of their need. Most projects constructed recently have been to alleviate existing traffic congestion or safety problems. However, a few projects have been constructed in anticipation of development consistent with land use patterns specified in the Metropolitan Area General Plan.

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.*

Action since Plan adoption: In 1982, the Metropolitan Area Transportation Committee approved "A Proposal for a Uniform Access Control Policy" as a basis for Eugene, Springfield and Lane County's access policies. These agencies amended their ordinances and procedures in accordance with the proposal. By minimizing direct access onto collector and arterial streets, traffic carrying capacity of the major streets is increased, and fuel consumption, air pollution and accident potential are reduced.

8. *Arterial streets shall have as their primary function the movement of people and goods. The storage of automobiles shall be of secondary importance.*

Action since Plan Adoption: Local agencies do not generally include pavement width for on-street parking when arterial streets are constructed or reconstructed. Springfield's standard design for arterial streets does not allow on-street parking.

Removal of on-street parking has proven to be a less expensive alternative to the construction of new travel lanes. On-street parking has been eliminated from several streets including 18th Avenue in Eugene because full street capacity was required to handle traffic volumes. Springfield removed on-street parking from 5th Street and from Centennial Boulevard in order to accommodate new turning lanes and bike lanes.

Additional benefits of parking removal have been increases in street capacity and reductions in some types of accidents because of reduced conflicts between through traffic and vehicles attempting to parallel park in on-street spaces.

9. *When Lane County develops or improves roads within the urban service boundary but outside the corporate limits of Eugene and Springfield, standards similiar to those of the adjoining city shall be maintained.*

Action since Plan adoption: The Lane County Code specifies that urban area roads will be constructed to city standards and the Cities of Eugene and Springfield have a policy of accepting jurisdictional and maintenance responsibility for County roads once they are improved to city standards. Recent County improvements such as River Road which includes curbs, gutters, sidewalks and bike lanes, have been constructed to city standards. Marcola Road between 19th and 28th Streets was recently constructed to Springfield standards.

10. *Access to public transit shall be an important consideration of development or redevelopment in the urban service area.*

Action since Plan adoption: The City of Eugene submits plans for future subdivisions to Lane Transit District for input on locating bus turnouts, shelters and other transit amenities. Perhaps the best example of this coordination effort was the inclusion of a passenger shelter and off-street bus stop as part of the Fred Meyer store on west 11th Avenue in Eugene. These facilities are utilized by two new routes. Springfield staff, in its review of development and redevelopment plans, considers transit and consults LTD to ensure good access to transit.

Although not specifically aimed at local governments, Lane Transit District undertakes an extensive public involvement process as part of its annual route review. Since Plan adoption, coordination between local agencies has been acceptable, but will need to be strengthened as development and subdivision activities increase.

11. *Priority treatment for transit vehicles shall be used at selected intersections as a means to help achieve better operating conditions.*

Progress since Plan adoption: Priority treatment of transit vehicles, such as the use of sensors on buses and traffic signals to give buses priority, have been used successfully elsewhere, but have not yet been used in the Eugene-Springfield area. Traffic signal preemption for transit vehicles has the potential of increasing average operating speeds for buses, thus making them more attractive to riders and helping achieve the transit ridership increases specified in the T-2000 Plan. Though there has been some analysis of priority treatments for transit vehicles and their applicability in the Eugene-Springfield area, traffic engineers and transit officials agree further study is desirable.

12. *Active sidewalk construction and repair programs shall be undertaken to provide for pedestrian access to transit service and facilitate pedestrian movement in general.*

Action since Plan adoption: In the past few years, sidewalk construction asssociated with subdivisions and other development activities has slowed. Local agencies have continued to pursue sidewalk installation. Among recent actions related to this policy are the construction of curb cuts and passenger boarding aprons at bus stops and the adoption of Eugene's "Sidewalk Program", which sets guidelines and establishes priorities for sidewalk construction.

Lane Transit District has constructed passenger loading aprons between curb and sidewalk to facilitate wheelchair access to buses and provide solid, finished areas for others to stand. Since 1978, Springfield has used Community Development Act funds to install approximately 150 handicap access ramps at intersections. Eugene installs curb cuts throughout the city on a request basis and allows sidewalks immediately adjacent to the curb to provide better access to bus stops. For all new sidewalk construction in the metropolitan area, handicapped access ramps are required.

In general, Eugene does not require sidewalks in industrial areas, a policy which may inhibit pedestrian and transit use.

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.*

Progress since Plan adoption: This policy was essentially fulfilled with development of transit stations in the central business districts of both Eugene and Springfield.

After a lengthly controversy over the appropriate location, the City of Eugene and Lane Transit District agreed upon the existing LTD transit site at 10th and Willamette as the permanent location for a downtown transit facility. Combining funds from the City and the Transit District, extensive changes were made at 10th & Willamette. The rennovation featured a new transit information center, the construction of wider sidewalks, improved signing, information shelters, landscaping and a "bus only" lane. LTD's Customer Service Center was relocated to an adjacent building and expanded.

A major transit facility serving the Springfield central business district was completed in connection with development of the new Springfield City Hall.

14. *Park and ride facilities in satellite communities and commuter transit service to the metropolitan area shall be investigated and, if feasible, encouraged.*

Action since Plan adoption: During the past five years, Lane Transit District has focused its declining resources on maintaining services in the metropolitan area and has reduced service to satellite communities. Investigation showed that park and ride facilities are not feasible at this time, but passenger shelters were installed in six rural communities.

Recently, Lane Transit District conducted a non-urban service evaluation with proposals for changes in service including: contracting service with a private provider; buying vans for vanpooling; expanding accessible service into rural communities; quasi fixed route/demand responsive service; and contracting for local circulating service. In September 1983, the District took the first step by contracting with a private provider for rural service to Coburg and is likely to expand such contracted service in February 1984.

Within the metropolitan area, park and ride facilities which could be used by rural residents have been established. The recently completed Riviera Transit Station includes a park and ride lot. Also, twenty park and ride sites been established by using existing parking facilities, primarily in church parking lots.

15. *Incentives for increased transit use shall be provided to employees of local governments; other public agencies, businesses and industry shall be encouraged to do the same.*

Action since Plan adoption: Except for the general acceptance of flexible working hours, which allow greater freedom for employees seeking to use a carpool or the bus, local governments have done little to encourage the use of transit. Local governments, which have considerable influence on parking costs, have allowed parking costs to remain lower than transit fares, a policy which has not helped increase transit ridership. However, Lane Transit District has undertaken a number of programs to encourage transit use.

Lane Transit District has been working with Pacific Northwest Bell Telephone to provide bus service to its new facility on Country Club Road, including a free monthly pass to introduce the service. LTD has scheduled

several buses routes solely for public or private school trips; the latest serves two alternative schools and carries over 60 people per hour.

An employee pass program aimed at selling monthly passes particularly to downtown Eugene employees was not very successful and was discontinued due to lack of Lane Transit District staff time.

The student government at Lane Community College helps subsidize the monthly transit passes purchased by students. Because of this program, students receive a reduced rate of $40 per quarter. Students, faculty and staff at the University of Oregon do not subsidize the pass purchases, but still receive a reduced rate of $44 per quarter.

Lane Transit District submitted to the 1983 Legislature a proposal to allow employers to reduce their payroll taxes to the extent to which they subsidize their employees' transit costs. The proposal was not adopted.

16. *Programs and incentives to increase automobile occupancy shall be investigated and, if potentially effective, implemented.*

Actions since Plan adoption: The Takepart carpool program, operated since 1978 by the City of Eugene for the entire metropolitan area, has been funded in part by Federal Aid Urban System funds. Takepart has been nationally recognized with two awards for innovation. The program includes matching potential carpoolers, providing free parking for carpoolers in downtown Eugene, and an outreach program to help major employers establish and operate carpool programs for their employees. It has been demonstrated that cost savings to commuters as a result of the program exceed operational costs. However, increased pressures for use of Federal Aid Urban funds for street construction projects may jeopardize future funding for alternative mode programs such as the Takepart program.

Due to its staff and budget restrictions (Takepart employs only 1.5 full time equivalent employees), the Takepart program has not been able to influence travel characteristics on a metropolitan wide basis. Recent vehicle occupancy studies and data from the 1980 Census indicate no significant change in vehicle occupancy when compared to statistics from 1964. Census data indicates that carpooling accounts for 13.5% of work trips for the Eugene-Springfield area as compared to the national average of 19.7%.

17. *Marketing programs, public information campaigns, and educational programs promoting the use of alternative means of travel, especially carpooling and bicycling, shall be implemented.*

Action since Plan adoption: The Takepart carpool program has used a variety of marketing, informational and educational programs to promote carpooling. The Takepart staff uses public service announcements, publishes a monthly newsletter and promotes carpooling through distribution of prizes including coupons for free gasoline.

Bicycle promotions have been held in connection with the introduction of major new facilities such as the Greenway Bicycle Bridge, the Willie Knickerbocker Bridge and the West Bank Bikepath.

A local service club has undertaken an annual educational program aimed at teaching safe riding techniques to grade school students. Bicycle promotion activities, which feature local elected officials, have included events such as an annual "Bike to Work Week."

18. *A high priority shall be placed on completion of facilities and implementation of recommendations in the adopted Eugene-Springfield Metropolitan Bikeway Master Plan.*

Action since Plan adoption: Significant progress has been made in the last five years on implementing what is probably the most ambitious bicycle system in the country. Since 1978, almost 30 miles of on-street bike lanes and 7 miles of independent paths specified in the Bikeway Master Plan have been constructed. A majority of the bicycle facilities specified in the Bikeway Master Plan have been completed, including many suggested as second or third phase projects.

A listing of major bicycle projects constructed since Plan adoption is found in Appendix E.

19. *Where appropriate, improved bicycle and pedestrian treatment at signalized intersections shall continue to be provided.*

Action since Plan adoption: Local agencies continue their leadership in the provision of amenities to encourage the use of bicycles. Where appropriate, bicycle and pedestrian push buttons are used to activate signals at signalized intersections. More sensitive and visible in-pavement detection loops which are activated by bicycles are also being experimented with.

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.*

Action since Plan adoption: The City of Eugene strengthened this policy by establishing its own policy which specifies that bicycle facilities shall be provided with new construction or reconstruction of collector or arterial streets.

Local agencies routinely construct collector and arterial streets with bike lanes. In the last five years, almost 30 miles of on-street bike lanes have been constructed. Independent bike paths have been built on seperate rights-of-way or in parks. Since adoption of the T-2000 Plan, two new utility bridge crossings of the Willamette River (Willie Knickerbocker Bridge and Owosso Bridge) have included provisions for bicycles and pedestrians.

Major bicycle projects constructed in the last five years are identified in Appendix E.

21. *Bikeway consideration shall be included in the review of project plans and new development proposals.*

Action since Plan adoption: Local agencies routinely account for bicycles in their review of development proposals. Consideration of the needs of bicyclists and pedestrians have provided numerous examples of bicycle/pedestrian connections between cul-de-sacs of adjoining subdivisions.

22. *New development shall be designed to provide good access to the existing and planned bikeway system, where appropriate.*

Action since Plan adoption: Local agencies routinely review development proposals to ensure that adequate access is provided to the bikeway system.

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.*

Action since Plan adoption: The City of Eugene ordinances dealing with multi-family residential and industrial property now specify bicycle parking requirements. Revisions of Eugene's ordinances dealing with other land uses are being revised as part of an overall zoning code update. Though they encourage the voluntary construction of bicylce parking facilities, Springfield and Lane County make no provision for bicycle parking requirements in their ordinances.

The City of Eugene sponsored a bicycle rack design competition for covered racks. These racks have been used at several locations in downtown Eugene and at transit stations including 30th and Hilyard, which provides good access for those taking the bus to Lane Community College. The City of Springfield provided covered bicycle parking in connection with its construction of a new city hall.

The City of Eugene received a federal grant providing funding for the placement of additional bicycle parking on the downtown mall.

24. *Free or low cost (to the user) short-term parking shall be provided in the downtown areas.*

Action since Plan adoption: The City of Eugene has continued its free parking program for shoppers in downtown Eugene. The City of Springfield provided additional free parking in connection with the development of its new city hall.

This policy appears to conflict with other policies designed to increase transit and alternative mode use. The free parking program in downtown Eugene was designed to provide parking for customers, but does discourage the use of alternative modes.

25. *In general, short-term parking shall be located in closer proximity to the downtown cores than long-term parking.*

Action since Plan adoption: Short-term parking continues to be provided nearer the downtown core areas than long-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.*

Action since Plan adoption: According to the Nationwide Transit Comparison Study (April 1982), monthly parking rates in the Eugene-Springfield area are below the national average. Particularly in downtown Eugene, some land is being temporarily used as parking lots prior to more intense development. These lots help contribute to the relative abundance of long-term parking spaces. Transit ridership and carpool use would both benefit from an increase in monthly rates for long-term parking in downtown Eugene. As parking demand increases, marketing and pricing policies will need to change to encourage transit and alternative modes.

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.*

Action since Plan adoption: In the vicinity of downtown Eugene, the areas restricted to short duration parking has been expanded. In the vicinity of the University of Oregon, parking on some streets has been restricted to residents.

A special parking demonstration program funded by the Urban Mass Transportation Administration has been implemented in the vicinity of the University of Oregon and Sacred Heart Hospital.

28. *Prime parking space for both short-term and long-term parking shall be provided for compact automobiles.*

Action since Plan adoption: Both Eugene and Springfield have amended the parking provisions of their zoning ordinances to provide for compact automobile parking spaces.

29. *If additional housing units are 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.*

Action since Plan adoption: This issue was essentially resolved when the State Board of Higher Education adopted campus boundaries beyond which the University of Oregon will not expand. The Fairmount/University of Oregon Special Area Study adopted by the Eugene City Council and the University of Oregon in 1982 indicates additional housing needs for the University will be met on lands adjacent to the present campus. No new housing units have been constructed by the University.

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.*

Action since Plan adoption: Local agencies have cooperated on several projects and have jointly funded some regionally-important projects in the

last five years. Among recent cooperative projects are: the Chambers Connector project, being undertaken by Eugene and Lane County; the downtown Eugene transit site improvements funded by Eugene and Lane Transit District; the downtown Springfield transit site improvements constructed in connection with Springfield's new city hall; and a study of the metropolitan area's signal system being performed for Eugene, Springfield, Lane County and the Oregon Department of Transportation. Restrictions on the use of each agency's different funding categories and programs have complicated efforts to jointly fund other projects.

Since Plan adoption, Eugene, Springfield and Lane County have expanded their capital programming efforts. The capital programming process provides other agencies and citizens opportunities to influence construction priorities and allows regional priorities and community goals to be considered. Local agencies continue, however, to emphasize their own priorities and needs.

31. *Efforts to utilize the maximum available transportation funds from federal and state souces shall continue.*

Action since Plan adoption: Local agencies continue to utilize federal and state funds to the maximum extent. On several occasions in the past few years, special federal and state programs have been successfully pursued for funding of local priorities.

The City of Springfield acquired a federal grant through the State Traffic Safety Commission for a Traffic Safety and Roadway Maintenance Mananagement System project to improve operational efficiency and management. Springfield also suceeded in getting the State to advance the construction date of the 2nd/3rd Connector at Highway 126.

Lane Council of Governments, on behalf of Eugene, Springfield, Lane County and Lane Transit District, submitted a grant application which provided special federal funding for two years of operation of the Takepart carpool program, partial funding for the Owosso Bicycle Bridge, and for transit passenger shelters.

Eugene, Springfield and Lane County used a state-administered federal grant to install raised pavement markers throughout the community and have succeeded in getting funding from the state's Railroad Protection Fund for numerous railroad crossing signals and repairs.

Lane Transit District's eighteen buses acquired in 1981 and twenty-two more contracted to arrive during the next year were paid for primarily with federal funds, but were also supplemented by state funding.

The City of Eugene received a grant from the Oregon Department of Energy to promote carpooling and use of alternative modes.

32. *Effort to encourage federal legislation permitting increased flexibility in the use of Interstate funds shall be supported.*

Action since Plan adoption: None.

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.*

Action since Plan adoption: At present, Lane Transit District makes full use of available funds provided by the Urban Mass Transportation Administration and has used over $700,000 in Federal Aid Urban funds made available to the Eugene-Springfield urbanized area. These Federal Aid Urban system funds have been used for development of transit stations specified in the T-2000 Plan at River Road and Beltline and in Springfield.

Current federal funding authorized through 1986 allows more flexibility in the use of mass transit funds.

Under the present administration proposals, operating funds from the Urban Mass Transporatation Administration will be phased out by 1985. Since these account for about 10 percent of Lane Transit District's present operating funds, other sources of revenue must be found to replace them.

Based on a major lobbying effort by Lane Transit District and other transit operators, the state began "in lieu of payroll tax" funding for transit districts in 1982. The state now provides funding to transit districts according to the number of state employees within district boundaries. This program provides approximately $300,000 annually for Lane Transit District.

34. *Federal and state legislation permitting local control over a greater proportion of transportation funds shall be supported.*

Action since Plan adoption: The recently-adopted Surface Transportation Assistance Act did not significantly alter the federal funding programs relating to small urban areas such as the Eugene-Springfield area. Federal Aid Urban system funds, which are allocated to the area on the basis of population, have increased by about 20 percent since Plan adoption to about $840,000 annually. This represents an increase in the amount of locally-controlled funds.

Prior to Plan adoption, federal transit operating assistance accounted for approximately ten percent of Lane Transit District's annual operating budget and during FY 1983-84 LTD received approximately $893,000 in federal operating assistance. With the anticipated reduction or phase-out of federal operating assistance, the amount of locally-controlled funds for use by the Transit District will decrease.

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.*

Action since Plan adoption: In the 1981 state legislative session, the state fuel tax was increased by 1 cent per gallon and a proposal for additional increases were refered to the voters. In May 1982, a state ballot measure which would have increased fuel taxes by 3 cents per gallon over the next three years was defeated. In that election, voters of Lane

County narrowly approved the increases, though the only precincts in the County in which a majority voted in favor of the tax increase were within the City of Eugene.

The Springfield and Eugene city councils have expressed support for every attempt to increase the state gas tax.

In April 1983, federal fuel taxes were increased by five cents per gallon, but most of the revenue from the increase is destined for completion of the Interstate Highway system.

36. *Efforts shall be made to ensure participation by local officials in the development of Oregon Department of Transportation policies, programs and plans.*

Action since Plan adoption: Local officials have continued to participate in development of the State's Six-Year Highway Improvement Program and have been successful in getting some local projects included in it. The City of Springfield succeeded in getting the state to advance the construction schedule of the 2nd/3rd Connector at Highway 126. The City of Eugene succeeded in getting the state to prepare an environmental impact statement and to pursue right-of-way acquisition for the 6th/7th extension in west Eugene. The state has also prepared an environmental assessment for the proposed widening of 6th and 7th Avenues between High and Garfield.

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.*

Action since Plan adoption: The Cities of Springfield and Eugene typically assume jurisdiction of county roads within their city limits after they have been improved to city standards. Recent examples of streets which have been accepted by the City of Springfield are sections of Fifth Street, Harlow Road, "Q" Street, 19th Street, 28th Street and 42nd Street. The City of Eugene has assumed jurisdiction over sections of Cal Young Road, Willagillespie Road, West 18th Avenue, City View and Bailey Hill Road.

38. *Before increasing either local 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 improvements.*

Action since Plan adoption: Passage of a state ballot measure resulted in a revision of the State Constitution which restricts state highway funds to highway purposes.

39. *Before increasing either local user or non-user taxes for highway construction, consideration shall be given to utilizing a greater proportion of Lane County's construction funds to finance highway improvements within the metropolitan area.*

Action since Plan adoption: Lane County has a comprehensive Capital Improvement Program which allocates funds to the Eugene-Springfield metropolitan area as well as to other urban areas through the Assistance to

Cities Program. Legal restrictions generally limit the expenditure of funds to the county road system.

40. *Implementation of additional, broad based, continuing sources of revenue for support of public transit in the metropolitan area shall be supported.*

Action since Plan adoption: Since the payroll tax from which Lane Transit District receives most of its operating revenues is directly related to the economy, the present economic conditions have seriously affected its service. Two attempts to institute a more broadly based income tax were defeated by voters in 1978 and 1980. The Special Committee on Transit, a group of local community leaders, examined the funding in 1982 and concluded that other tax revenues such as a property tax may be appropriate for future transit financing. However, that committee recommended no action on a new tax to support Lane Transit District until the current economic climate improves.

41. *Locally imposed highway user taxes shall be implemented before using additional local non-user taxes to finance future street and highway improvements.*

Action since Plan adoption: Although a variety of highway user taxes, including a local fuel tax, have been considered, none has yet been enacted.

42. *Local governments shall aggressively attempt to secure funding outside general 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.*

Action since Plan adoption: Local agencies have successfully competed for state and federal funds for several bikeway projects in the last few years. Recent examples are state funding for improvements on 24th Avenue near Hilyard and the southern connection to the Willie Knickerbocker Bridge. Federal demonstration grant funds were used in part to fund the Owosso Bridge south of Belt Line Road.

43. *Future planning work shall continue to investigate the use of new transit technologies for handling transit passengers in high demand corridors.*

Action since Plan adoption: New technologies and techniques to improve the efficency of Lane Transit District's operations are continually being investigated and implemented where they have potential. Among the technological advances implemented recently by Lane Transit District are communications and computer equipment to enhance management and operational efficiencies. The use of "trippers", buses scheduled for a single run each day, and other scheduling changes have been used to increase service in high demand corridors.

Lane Transit District has the capacity in its present service to accommodate substantial increases in ridership. Through expansion of its bus system, Lane Transit District would be able to provide even greater ridership capacity. Such expansions of service and the use of "bus only"

lanes and other priority treatments can delay the need for major capital acquisitions or construction of a light rail transit system, which will be appropriate only when ridership increases substantially beyond present levels.

44. *Monitoring and evaluation of all modes shall be a continuing part of the transportation planning process.*

Action since Plan adoption: An ongoing program of traffic counts, including counts of bicycles, is undertaken annually in the metropolitan area. Lane Transit District keeps volumes of data on its operations and ridership. Special studies, such as a vehicle occupancy survey, are conducted as needed. Pedestrian counts are sometimes taken at intersections and for special studies. Information on the mode of travel used for work trips was gained through the 1980 Census.

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-evalution, if warranted, during the adoption process of future Metropolitan Area General Plan updates.

Action since Plan adoption: The T-2000 Plan has been reviewed annually by Eugene, Springfield and Lane County and has been endorsed by the L-COG Board each year since Plan adoption. The re-evaluation of the Plan began following acknowledgement of the Metropolitan Area General Plan.

46. *Land use actions to promote fixed facility 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.

Action since Plan adoption: When allocating commercial and medium- or high-density residential land needs for the Metropolitan Area General Plan, first priority was given to vacant parcels near downtown Eugene or downtown Springfield. Second priority for development was given to vacant land near existing commercial or high-density residential areas adjacent to major existing or planned travel corridors.

47. *Telecommunications shall be investigated, and if appropriate, promoted, as an alternative to trip-making.*

Action since Plan adoption: Though there have been rapid advances in telecommunications in recent years, there has been no local study undertaken to determine whether telecommunications has the potential to decrease vehicle 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.*

Action since Plan adoption: The original analysis of carbon monoxide and its causes revealed that the area was likely to meet the standards merely through replacement of older cars with newer, cleaner-running cars. An analysis of particulate pollution showed that paving of unpaved streets would siginificantly reduce road dust emissions. A paving program has been successfully implemented. Continued application of traffic engineering techniques designed to improve the flow of traffic also has air quality benefits, particularily as related to carbon monoxide pollution. Since this area continues to violate ambient air quality standards for carbon monoxide and particulate matter, and since significant changes in employment and population projections and trip generation have been made, an analysis of the air quality impacts should be made as part of the T-2000 update.

APPENDIX C

TRANSIT

TRANSIT

Areawide Transit Goal

The T-2000 Plan established a goal of accommodating 14 percent of the year 2000 area trips on public transit. The 14 percent transit goal is based on the transit ridership expectations of Eugene (15%), Springfield (5%) and Lane County (10 to 15%). By year 2000, slightly over one million daily passenger vehicle trips can be expected within the Eugene-Springfield metropolitan area. Based on the 14 percent transit goal, transit ridership will need to increase to over 140,000 person trips per day (see Figure C-1). The year 2000 ridership goal contrasts with present conditions that produce only about 10,500 transit riders and 600,000 passenger vehicle trips on a daily basis. This equates to a two percent areawide transit ridership level at present.

As shown in Figure C-2, with the exception of the peak ridership recorded in FY1980, transit ridership has remained relatively stable since the adoption of the T-2000 Plan. Approximately 4.5 million riders were served by LTD in FY1980, but annual ridership has otherwise remained near 3 million since T-2000 adoption. However, data from the first half of FY1983-84 indicates an 11% increase in ridership over the same period of the previous year. It should also be noted that productivity (riders/vehicle hours) is at the highest sustained level in the history of the District. This productivity level is nearly as high as during 1979-80, when gas prices and LTD ridership increased dramatically.

Figure C-1

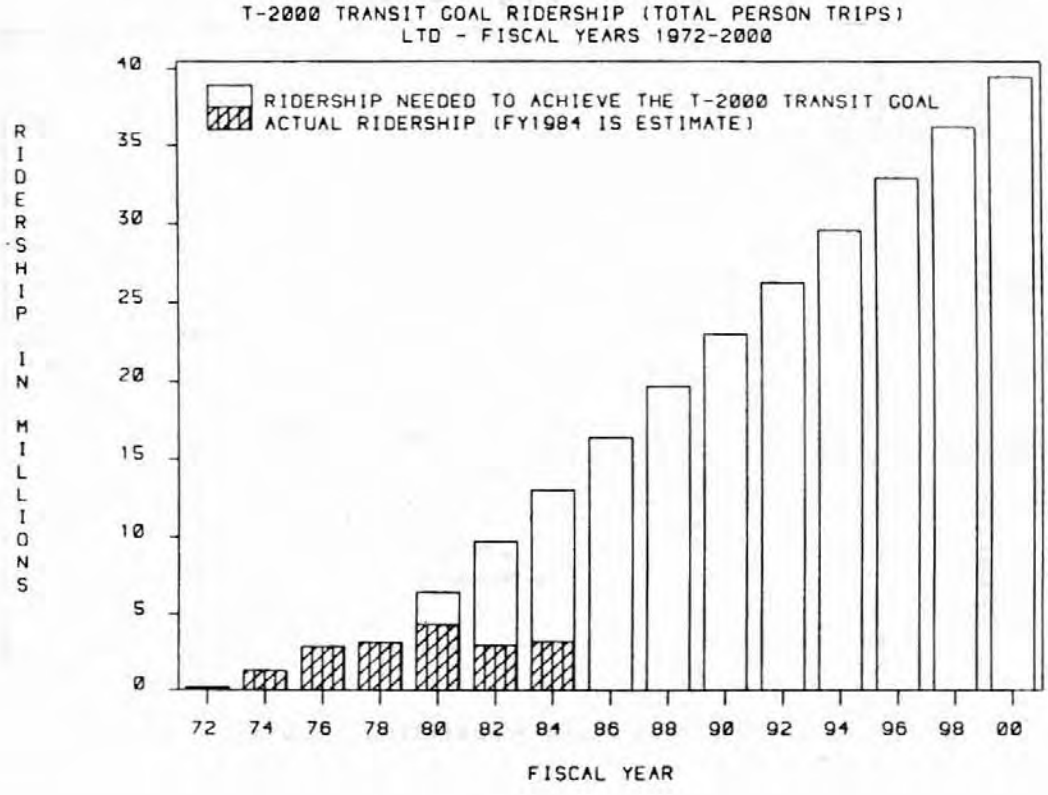


Figure C-2

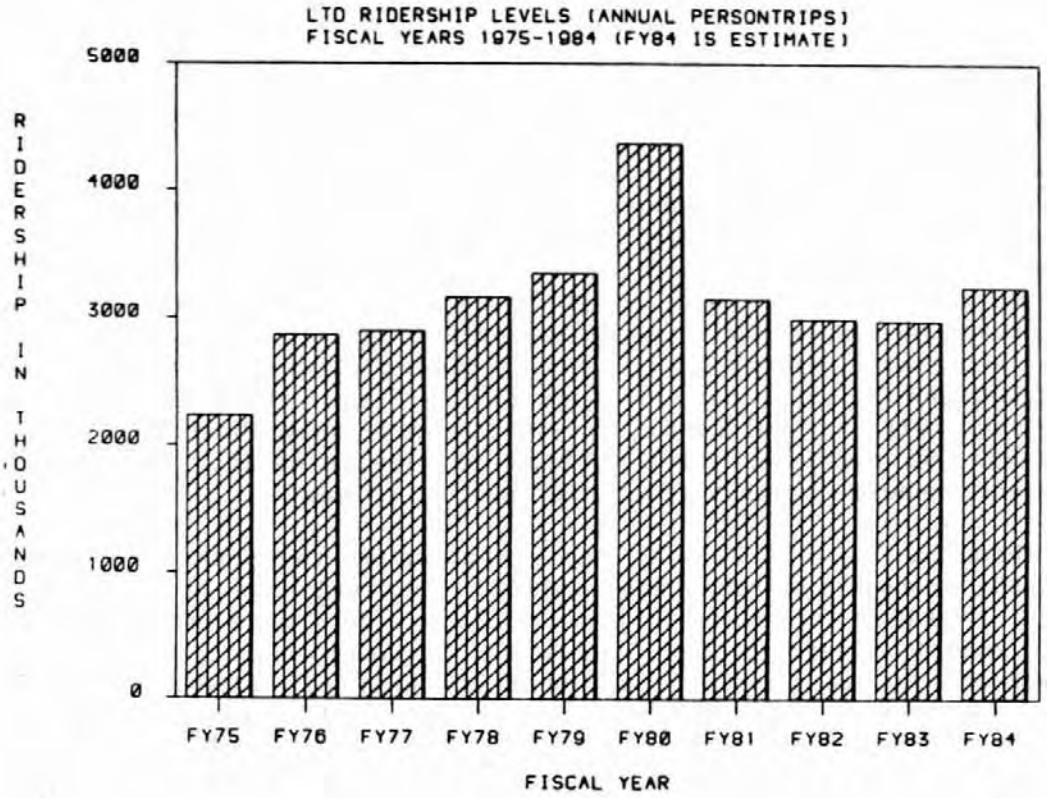
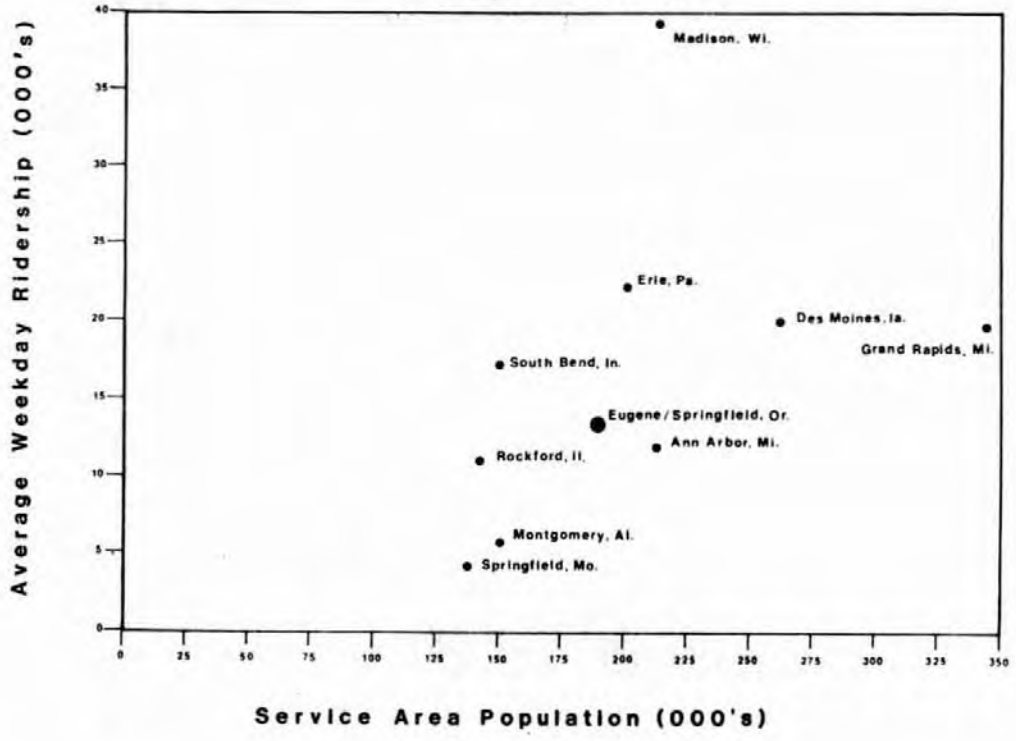


Figure C-3



Some of the factors that have recently had a negative impact on transit are expected to change. Improvements to the area's economy and increases in population and employment will produce additional transit riders. Street congestion, parking problems and gasoline price increases should increase the attractiveness of transit.

Ridership Comparison to Other Cities

Current ridership data from other communities may be an indicator of the future year ridership potential in Eugene-Springfield, but transit ridership projections based on strict comparison with other cities is suspect.
However, to add an additional perspective, and to assess progess since Plan adoption, transit ridership in the Eugene-Springfield area was compared to that of other communities. Monthly transit reports assembled by the American Public Transit Association (APTA) were analyzed for several cities throughout the country. Lane Transit District ridership data was compared to eight other communities with approximately the same population as Eugene-Springfield. Figure C-3 illustrates present ridership in Eugene-Springfield is on a par with the other cities, which range from 133,000 to 346,000 in population.

Communities that currently have the ridership that LTD would need to achieve the T-2000 areawide transit goal were found to be much larger, with populations ranging from three to eight times the Eugene-Springfield area's projected year 2000 population (see Figure C-4). Based upon the relationship between total trips and work trips taken on other transit systems, achieving the T-2000 transit goal will probably require the percentage of workers commuting by transit in Eugene-Springfield to reach 25 to 30 percent. As shown in Figure C-5, this would surpass the percentages recorded today in cities such as Chicago, Philadelphia, San Francisco, Boston or Washington, D. C.. Only in New York City does the current percentage of workers commuting by public transit exceed twenty percent.

In addition to carrying a major portion of trips to work, public transit will have to attract many more school, shopping and personal trips to achieve the T-2000 Plan's transit goal.

Figure C-4

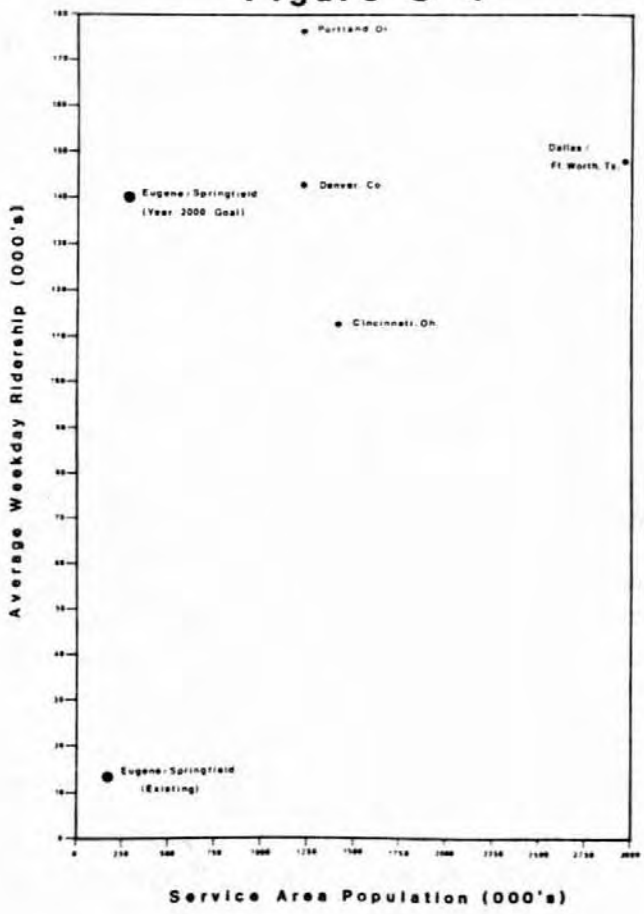
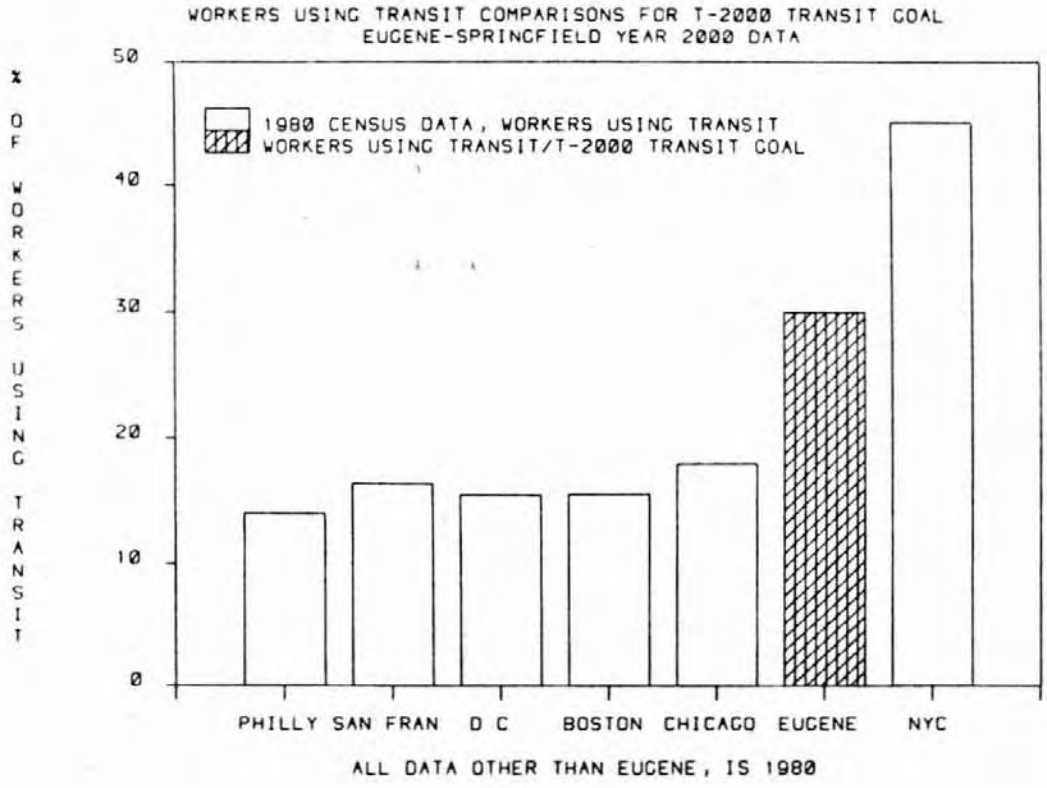


Figure C-5



Greater national and provincial government support and a more positive attitude toward public transit have allowed some Canadian cities to achieve substantially higher transit ridership percentages than those recorded in the United States. The Cities of Ottawa and Edmonton, while aproximately double the size today of the expected population of the Eugene-Springfield area in year 2000, have achieved higher levels of transit usage. If the Ottawa and Edmonton ridership levels were duplicated here, it could result in attainment of the transit goal established in the T-2000 Plan. Edmonton combines buses with a light rail system similiar to that under construction in Portland to serve its population of 560,000 residents. Ottawa, Canada's Capitol with a population of 700,000 uses a bus system. Public transit usage in Ottawa is credited to a series of changes implemented since 1972 including:

- tripling the amount of bus service;
- introduction of 7 miles of exclusive bus lanes;
- introduction of flexible hours by the federal government;
- introduction of parking charges by the federal government; and
- introduction of a sophisticated, telephone-based public information system.

The experience of these two Canadian cities suggests potential for increased transit use in Eugene-Springfield if transit-related policies are aggressively pursued and if attitudes and conditions supporting transit are altered in the next two decades.

Transit ridership seems to be related to both population density and size. As in the United States, smaller Canadian cities experience substantially lower per capita transit usage than the larger metropolitan areas. For example, Mississauga, Ontario, with a population of 250,000 (similar in size to the expected Eugene-Springfield year 2000 population) has about three times the per capita transit ridership currently achieved by LTD. Though this per capita ridership level would produce substantial gains for LTD in the year 2000, it would be much less than either Ottawa or Edmonton and would not come close to achieving the T-2000 transit goal.

Clearly, if this area is to achieve the Transit Goal local agencies must aggressively promote transit to a greater degree than is presently being done. This support must not only surpass current local efforts, but exceed transit efforts of all other similar size communities in the United States and Canada.

The consequences of having a high transit goal without working towards achieving it could be severe. The T-2000 Plan's recommended street and highway projects assume the transit goal will be achieved. Failure to reach this goal could result in vastly underestimating future road congestion and underdesigning the road system for future needs. The same holds true for parking, where the T-2000 parking analysis is based on achieving the Transit Goal.

Many of the T-2000 Plan's principles and policies are designed to promote transit and help increase transit ridership. These policies need to be much more aggressively promoted to achieve significant ridership increases. In addition, a number of other policies such as the policies relating to parking in the downtown areas, appear to discourage transit ridership by encouraging the use of other modes.

Operational and Service Improvements to the Existing Transit System

The T-2000 Plan indicated that a series of improvements to the existing transit system would be needed to acheive any substantial increase in ridership. Four objectives and thirteen operational and service improvements were specified. Individual improvements identified in the Plan and actions since Plan adoption are discussed below.

1. *Increase transit frequency on high demand routes.*

   Action since Plan adoption: During its annual route reviews, Lane Transit District has identified routes, such as those serving Lane Community College, where demand justified additional buses.

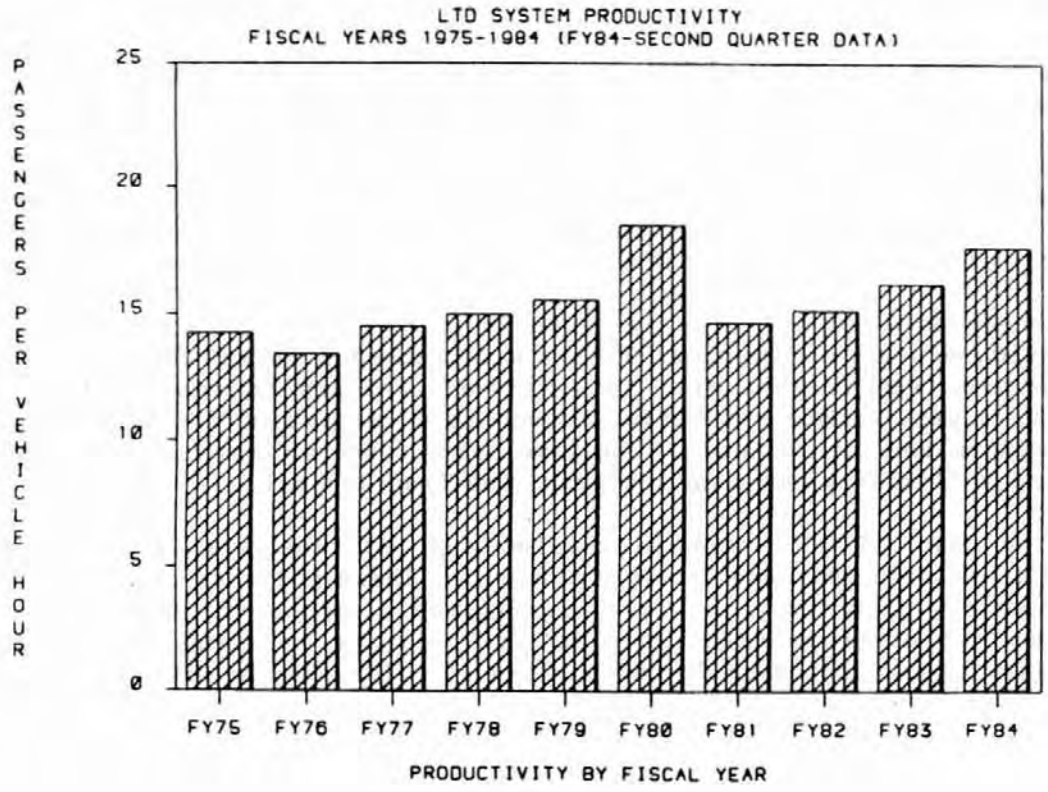
2. *Increase transit coverage in high demand areas.*

   Action since Plan adoption: Due to financial limitations, Lane Transit District has not made major service expansions.

3. *Increase transit operating efficiency*

   Action since Plan adoption: Over the past 3 years system wide productivity has steadily increased; productivity is only slightly below the level achieved during the gas price increases of 1979. During the last few years, productivity has been increasing by about 8% per year, and currently is at the highest sustained level in the history of the District as shown in Figure C-6.

Figure C-6



Of necessity, Lane Transit District has had to increase efficiency by eliminating some of its low productivity routes, even though some residents have relied upon them for basic transportation. LTD measures productivity based on total person trips per vehicle hour. The elimination of low productivity routes has increased the overall efficiency of the system. LTD has also increased efficiency by hiring part time drivers, improving scheduling techniques, reducing non revenue producing bus times and contracting out low productivity/high cost routes such as the one serving Coburg.

4. *Adjust fare structure for attraction*

Action since Plan adoption: Due to its financial factors, including the LTD Board's commitment to a 30% farebox to operating cost ratio, Lane Transit District has increased, rather than decreased, its fares. This has led to a reduction rather than an increase in ridership. After the fare was raised from 35¢ to 60¢, which resulted in a significant drop in ridership, the fare was lowered to 50¢ to regain riders. Since that time, all fare increases have kept pace with inflation. Lane Transit has had a number of successful fare promotions such as: fare reductions with passes or tokens, discount term passes for LCC and U of O students, the 1 day pass, and free or reduced fare promotions subsidized by local merchants.

5. *Extend transit operating hours*

Action since Plan adoption: Due to financial constraints, operating hours have been reduced by one hour on weekdays, three hours on Saturdays, and four hours on Sundays.

6. *Clean, modern fleet*

Action since Plan adoption: During the last five years, Lane Transit District has significantly upgraded its fleet. Eighteen new coaches, accessible to wheelchair users, were acquired and replaced many of the old used buses acquired by the District in its early years. Funding for twenty-two new lift equipped coaches, destined to replace others with which the District first started service, has been approved. These new buses have 20% more passenger capacity and will be assigned to routes currently experiencing overloads. In addition, eighteen buses acquired new by the District a few years ago are being retrofitted with wheelchair lifts. Mobility-impared citizen groups have applauded LTD's efforts to provide wheelchair accessible service, which provides better service to the users at lower cost than the old Dial-A-Bus program.

7. *Improve information service*

Action since Plan adoption: Lane Transit District has relocated, improved, and expanded its downtown Eugene Customer Service Center; improved its telephone service; revised its timetables and their distribution; provided route numbers and sector symbols at bus stops; and provided display cases at major shelters. In addition, all transit stations have the capacity to accept computer terminals. This can allow for the display of up-to-date bus information.

8. *Install additional bus stop signs*

Action since Plan adoption: All urban routes have signs at all stop locations. In addition, many bus stop signs have been installed with route numbers and sector symbols, bringing the total number to almost 1300. All remaining old-style signs will be replaced during FY 83-84.

9. *Install waiting shelters*

Action since Plan adoption: Using its own funds and a federal grant, Lane Transit District installed 50 additional passenger waiting shelters within the metropolitan area, along with 6 non-urban shelters. This brings the total number of shelters the District maintains to 92. The District plans to install 100 more shelters within the next 4 years.

10. *Construct new maintenance facilities*

Action since Plan adoption: With the help of a federal grant, Lane Transit District purchased additional property adjacent to its administrative facility, built new transportation offices, and expanded and paved bus parking areas. No progress has been made on a new maintenace facility but improvements have been made to the existing structure.

11. *Construct transit transfer stations*

Action since Plan adoption: Transit stations have been constructed in downtown Eugene, downtown Springfield adjacent to its new City Hall, at River Road and Belt Line, and at Lane Community College. The District currently has funding to improve the site at the University of Oregon.

12. *Increase media and direct marketing programs*

Action since Plan adoption: Among Lane Transit District's new marketing programs is the distribution throughout the community of its entire route network and schedule through the local newspaper. Other marketing and media programs include the expansion of the public information programs and promotions supported in part by merchants, the county fair, and other groups.

13. *Increase media's direct educational programs*

Action since Plan adoption: Effective working relationships have been developed to promote accurate and timely coverage of LTD issues. In 1982, news media responsibilites within LTD were centralized. Media advertising has played an increasing role in LTD public information campaigns. Overall, the District receives strong support and cooperation from local broadcast and print media.

Vehicles and Facilities

The T-2000 Plan called for the future transit system to be based on the bus rapid transit concept utilizing conventional or high capacity buses operating in limited-stop express service and supplemented by feeder buses. The system also envisioned priority treatments for buses including exclusive bus lanes and traffic signal preemption devices.

The T-2000 Plan called for a year 2000 transit fleet of 158 buses including 33 high capacity vehicles.

As indicated previously, the downtown Eugene Central Transit Station and three of the ten major stations originally anticipated in the T-2000 Plan have been constructed. Many new buses were acquired, though these have been for replacement, rather than expansion of the fleet size.

LTD has moved toward the bus rapid transit system envisioned in the T-2000 Plan by the establishment of new transit stations and direct service from them to the Central Transit Station in downtown Eugene. Streamlining these routes has improved travel times on these major corridors.

APPENDIX D

STATUS OF STREET AND HIGHWAY PROJECTS FROM THE T-2000 PLAN

TABLE D-1.
Status of Street and Highway Projects from the T-2000 Plan
(as of 1/1/84)

	PROJECT	COMPLETE	UNDER CONST.	OTHER	AGENCY	FUND
1.	6th/7th Extension			Des	ODOT	O
2.	Roosevelt Blvd.	X(part)	X(part)	Des	Eug	FAU,O,E,A
3.	18th Avenue at:					
	Lincoln			NP	Eug	E
	Jefferson			NP	Eug	E
	Friendly			NP	Eug	E
	Polk			NP	Eug	E
	Chambers	X				
	Arthur			US	Eug	E
	City View			US	Eug	E
4.	Roosevelt Con.			Des	Eug	E,A
5.	Bailey Hill	X(part)		Des	Eug	E,A
6.	High.99 & Roos.		X			
7.	River Rd	X(part)		Des	LC	CX,A
8.	Chambers Con.			Des	LC	C,FAU,O,CX
9.	N. Delta Ex.			NP	LC	CX,A
9a.	Delta/Beltline Int.			NP	LC	C
9b.	Beltline Bridges			NP	ODOT	O
10.	Northwest Express.	X				
11a.	I-105 Ramps			NP	ODOT	O
11b.	Linc.-Charn. couplet			NP	Eug	E
11c.	Wash.-Jeff. closure			NP	Eug	E
12.	Ferry Street Bridge			NP	Eug	E
13.	Coburg Road			NP	Eug	E
14.	Oakway & Coburg			NP	Eug	E
15.	Franklin Blvd. at:					
	Broadway			NP	ODOT/Eug	O,E
	Patterson			NP	ODOT/Eug	O,E
	Hilyard			NP	ODOT/Eug	O,E
	11th	X(part)			ODOT/Eug	O,E
	Agate			NP	ODOT/Eug	O,E
16.	30-30 Connector			NP	LC/Spr/ODOT	C,S,O
17.	Bloomberg Conn.			NP	LC	C
18.	Terry Street	X(part)			Eug	E,A
19.	Bertelsen Road	X(part)			Eug	E,A,C
20.	30th & Hilyard	X				
21.	Barger & Beltline	X				
22.	Pearl-High Conn.			NP	Eug	E
23.	Cres./Green Acres	X(part)			Eug	E,A,C
24.	Chambers Street			NP	Eug	E
25.	Country Club Rd	X				
26.	Cal Young/Willag.	X				
27.	Elmira Road			US	Eug	E,A
28.	Willamette St	X				
29.	Highway 99			NP	ODOT	O,A

TABLE D-1. - continued
Status of Street and Highway Projects from the T-2000 Plan (1/1/84)

	PROJECT	COMPLETE	UNDER CONST.	OTHER	AGENCY	FUND
30.	Danebo Street			Des	Eug	E,A
31.	Fox Hollow Road	X				
32.	Lorane Highway			Des	Eug	E,A
33.	24th Avenue			NP	Eug	E
34.	18th/19th Couplet			NP	Eug	E,A
35.	Hilyard/Patterson			NP	Eug	E
36.	Maple Street			US	Eug	E,A
37.	Glenwood Blvd. Ext.			Des	Eug	A
38.	30th & Spring Blvd.	X				
39.	Eugene CBD proj.:					
	6th/7th Ave.			Des	ODOT	FAP,O
	11th Avenue			NP	Eug	E
	E. 13th Avenue			NP	Eug	E
	W. 13th Avenue	X(part)		NP	Eug	E
	Oak Street			NP	Eug	E
40.	Q Street	X				
41.	Marcola Road	X(part)	X		LC	C,A
42.	N. 42nd Street	X(part)		NP	LC	C,A
43.	Gateway Blvd.			NP	Spr	S,A
44.	Olympic Street			Des	Spr	S,A
45.	Centennial Blvd.			Des	Spr	S,A
46.	Mohawk Boulevard			US	Spr	S,O
47.	2nd/3rd Conn.	X				
48.	Main St. CBD			US	Spr	FAU,S,O
49.	Main Street			NP	Spr/ODOT	FAU,S,O
50.	19th Street	X(part)		NP	LC	C,A
51.	Hayden Bridge Rd			Des	LC	CX,A,C
52.	5th Street	X				
53.	Thurs./High Banks			NP	Spr	CX,A,C
54.	31st Street			NP	LC/Spr	C,A
55.	2nd/3rd St. Ext.			RP	LC/Spr	C,S
56.	57th/Jasper Ext.			NP	LC	O
57.	2nd/3rd & Harlow	X				

INDEX

OTHER
- Des - Under Design
- NP - No Progress
- RP - Refinement Plan
- US - Under Study

AGENCY
- Eug - Eugene
- LC - Lane County
- Spr - Springfield
- ODOT - Oregon Department of Transportation

FUND(possible funding sources)
- A - Assessment of adjacent property owners
- C - Lane County
- CX - Lane County's "special funding category"
- E - City of Eugene
- FAP - Federal Aid Primary
- FAU - Federal Aid Urban
- O - Oregon Department of Transportation
- S - City of Springfield

APPENDIX E

ACTIONS TAKEN ON BICYCLE RECOMMENDATIONS AND BICYCLE PROJECTS IMPLEMENTED

BICYCLE PROJECTS

The following Table lists the major bicycle projects have been constructed since the adoption of T-2000.

TABLE E-1.
MAJOR BICYCLE PROJECTS CONSTRUCTED SINCE T-2000 ADOPTION

Independent Facilities:

EWEB Transmission Line Path
Fern Ridge Path underpass & connections under Arthur/Garfield Streets
Owosso Bike Bridge
West Bank Bike Path
Willie Knickerbocker Bridge and connections to Franklin Boulevard
Garden Way Path
South Amazon Path (from 29th to 34th Avenues)

On-Street Lanes:

Bailey Hill Road	- Warren to Bertelsen
Bertelsen Road	- Royal to 18th Avenue
Cal Young Road	- Gilham to Willagillespie
Centennial Boulevard	- 5th to Mill Street
Chambers	- Fern Ridge Path to south of 18th Avenue
Coburg Road	- Cal Young to Kinney Loop
Country Club Road	- Southwood to Valley River Drive
Crescent Avenue	- Norkenzie to Coburg Road
Fox Hollow	- 43rd to Donald
Garden Way	- Harlow to Sisters View
Gateway Street	- Beltline to Harlow Road
Hawkins Boulevard	- Highland Oaks to City Limits
Hilyard & Patterson Streets	- 12th to 13th Avenue
Marcola Road	- 19th to 28th Street
Norkenzie Road	- Beltline to Crescent
Oakway Road	- Cal Young to Coburg
"Q" Street	- Laura to 19th
Seneca Road	- Roosevelt Avenue to 1st Avenue
South Willamette Street	- 33rd to 52nd Avenues
Terry Street	- North City Limits to Barger
Timberline Lane	- Warren to Greentree
Warren Street	- Timberline to City Limits
Willagillespie	- Cal Young to Valley River Drive
Willakenzie Road	- Coburg Road to Cal Young
5th Avenue	- Jefferson to Blair
5th Street	- Centennial Boulevard to Hayden Bridge
18th Avenue	- Bailey Hill Road to Willamette Street and Four Oaks Grange to Bertelsen
24th Avenue	- Agate to Amazon Parkway
28th Street	- Olympic Street to Marcola Road
N. 42nd Street	- Main to Southern Pacific RR tracks

ACTIONS TAKEN ON BICYCLE RECOMMENDATIONS

The T-2000 Plan contained three specific recommendations relating to Bicycles. They are summarized below (in italics), along with a discussion on the progress on each since Plan adoption.

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

Progress since Plan Adoption: When the T-2000 Plan was adopted the Metropolitan Bikeway Master Plan was acknowledged as the bicycle element of the long-range transportation plan. Subsequent amendments of the Bikeway Plan have been made as part of the update process of the T-2000 Plan, thus reinforcing the relationship between the two plans.

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.

Progress since Plan Adoption: The T-2000 Plan identified four T-2000 Plan projects that had the potential for bicycle conflicts. As part of the annual review of the T-2000 Plan in 1979, all four conflicts between the Bikeway Plan and the T-2000 Plan were resolved by amending the Metropolitan Bikeway Master Plan.

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.

Progress since Plan Adoption: All but a few of the bicycle projects identified in the first phase of the Metropolitan Bikeway Master Plan and many of the second and third phase projects have already been implemented. This was possible because special efforts were made on the part of local public works departments to coordinate development of on-street bikelanes with the construction of collector and arterial streets.

Since adoption of the T-2000 Plan, two bicycle/pedestrian bridges were completed over the Willamette River because of the opportunities provided by the need to provide utility crossings. The Willie Knickerbocker Bridge rides atop a water line and the Owosso Bike Bridge is combined with a waste water line, power line conduits and telephone conduits.

APPENDIX F

EVALUATION REPORT ASSUMPTIONS

EVALUATION REPORT ASSUMPTIONS

Population and Employment Assumptions

The land use assumptions for the Evaluation Report were based on the Metropolitan Area General Plan rather than the "1990 Plan" upon which the T-2000 Plan was originally based.

There are several key differences between the assumptions used in the original T-2000 Plan and the Metro Plan. Table F-1 illustrates these differences on a metropolitan-wide basis. Population and employment information for the different analysis areas discussed in the Street and Highway Overload section are shown in Table F-2.

TABLE F-1
Population and Employment Assumptions

	1978	T-2000	Metro	Eval.Report
Metro Area Population	184,000	277,000	293,700	302,700
Metro Area Dwelling Units	68,000	101,900	128,400	132,200
Metro Area Employment	74,800	134,400	146,600	152,100
Population per dwelling unit	2.71	2.72	2.29	2.29

TABLE F-2.
Dwelling Unit / Employment Comparisons By Analysis Area

	1978 DU / EMP	T-2000 DU / EMP	Eval Report DU / EMP
EUGENE NORTH	7,200 / 8,800	14,500 / 13,800	19,900 / 19,900
RIVER ROAD	9,300 / 3,300	11,950 / 9,000	15,600 / 6,300
EUGENE WEST	11,300 / 17,700	17,100 / 27,400	25,600 / 47,100
EUGENE SOUTH	13,500 / 4,300	18,300 / 8,500	20,500 / 5,700
COAST FORK BASIN	500 / 2,100	100 / 1,900	1,100 / 2,800
SPRINGFIELD EAST	8,650 / 7,600	12,100 / 14,400	23,100 / 18,800
SPRINGFIELD WEST	10,300 / 7,500	11,500 / 14,000	14,900 / 20,100
UNIVERSITY	2,300 / 5,000	3,700 / 13,500	3,700 / 6,000
EUGENE CENTRAL	5,100 / 18,500	6,300 / 32,100	7,600 / 24,200

The comparison between existing (1978) data and year 2000 data indicates substantial growth of the community is expected between now and year 2000. It should be noted, however, that the growth rate for the Eugene-Springfield

metropolitan area is forecast to be lower than that experienced during the last twenty years. Three sets of data are provided in Table F-1 for year 2000: 1) the original assumptions used for the T-2000 Plan; 2) the forecasts for the Metro Plan; and 3) the forecasts used for preparation of the Evaluation Report.

While the Evaluation Report is based on the Metro Plan, some additional assumptions were made on population and employment increases. The employment forecasts prepared for the Metro Plan did not forecast employment in "Special Light Industrial" category, but seven sites scattered through the metropolitan area were included in the Metro Plan. For the Evaluation Report, it was assumed that the community's economic diversification efforts would be successful and that partial development of these sites would result in 5500 new employees beyond those assumed in the Metro Plan. To account for these 5500 employees, population was increased by 9,000 persons and the number of metro area dwelling units was increased by 3800.

Land Use Assumptions

Based upon population and employment forecasts for year 2000, the Metro Plan designated land within the urban growth boundary according to several generalized land use categories. For the Evaluation Report, these generalized land use designations were converted to dwelling unit and employment information which could be used to calculate future traffic volumes. The assumptions used for each land use category are discussed below.

RESIDENTIAL

The Metro Plan allocated residential land in quantities very close to that required for the forecast population. As a result, the Evaluation Report assumed nearly complete development of residentially designated land from the Metro Plan. The Metro Plan specified three different densities of residential land depending on the number of dwelling units constructed on each acre of land.

Consistent with the Metro Plan, the Evaluation Report used the densities shown in Table F-3.

TABLE F-3.
Evaluation Report Residential Densities

Metro Plan designation	dwelling units per acre
low density residential	5.15 (in flat areas)
low density residential	3.50 (in hilly areas)
medium density residential	10.86
high density residential	25.00

COMMERCIAL

Commercially designated land in the Metro Plan is expected to develop as retail business and office space. In order to provide a choice of locations within the metroplitan area, the Metro Plan allocated somewhat more commercial land than is expected to be needed for the employment and population projections. For the

Evaluation Report, vacant commercial land was assumed to be developed at a uniform level throughout the metropolitan area. About 20 percent of the vacant commercial land is expected to remain vacant in year 2000, but will provide for future expansion.

LIGHT-MEDIUM INDUSTRIAL

The Metro Plan designated substantially more light-medium industrial land than is likely to be needed to fulfill the employment forecasts. It was assumed that the Metro Plan's light-medium industrial land located in the outlying areas would remain undeveloped in year 2000, and that the remaining light-medium industrial area would be partially developed.

SPECIAL LIGHT INDUSTRIAL

The Metro Plan designated seven sites in the metropolitan area for special light industrial use even though no employment was forecast in that general category. In order to account for successful economic diversification efforts by the community, it was assumed that each of these seven sites would be partially developed with a total of 5500 employees. The seven sites, their general location, and the assumed level of development under the Evaluation Report is shown in Table F-4.

TABLE F-4
Evaluation Report Special Light Industrial Sites

Cone-Breeden	(Eugene North)	1000 employees
North Gateway	(Springfield West)	1000 employees
West Park	(Eugene West)	500 employees
Spectra Physics	(Eugene West)	1000 employees
West Terry	(Eugene West)	500 employees
South 11th	(Eugene West)	1000 employees
Pierce	(Springfield East)	500 employees

HEAVY INDUSTRIAL

Employment forecasts for the Metro Plan indicated no increase in heavy industrial employment. It was assumed that through modernization and specialization, existing heavy industrial employment would be spread across existing and new heavy industrial land designated in the Metro Plan.

EDUCATION AND GOVERNMENT

Substantial growth is expected to continue in the education and government sectors by year 2000. The Metro Plan did not allocate land specifically for these purposes since employment in these categories tends to be scattered. For the Evaluation Report, growth in these sectors was proportioned among existing government and education employment sites, except that educational employment at the University of Oregon was assumed to remain constant.

APPENDIX G

ACTIONS TAKEN ON PARATRANSIT RECOMMENDATIONS

ACTIONS TAKEN ON PARATRANSIT RECOMMENDATIONS

The T-2000 Plan contained four specific recommendations relating to Paratransit. They are summarized below (in italics), along with a discussion on the progress on each since Plan adoption.

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 computer matching.*
>
> *Provision of preferential parking spaces for carpools.*
>
> *Investigation of the provision of city and county sedans and passenger 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.*

Action since Plan Adoption: The Takepart carpool program has been operated by the City of Eugene since 1978 for the entire metropolitan area. The program has been funded in part with Federal Aid Urban System Funds. The program uses a computer to match potential carpoolers, provides free parking in downtown Eugene, and operates an outreach program for major employers.

No action has been taken on using county or city vehicles for carpool vehicles.

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*

Progress since Plan Adoption: The Takepart program does operate an outreach program for major employers. The University of Oregon, Sacred Heart Hospital and the Eugene central business district recieve special attention from the Takepart program.

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.

Progress since Plan Adoption: No action has been taken on amending the City of Eugene's taxi cab rate structure, or the City Code prohibiting taxi cruising.

The transit district has successfully lobbied to amend ORS 267, and is now able to contract for services. The District contracts for the provision of transportation services for the elderly and handicapped and for bus service on the route serving the City of Coburg.

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 action to guide development of the overall transportation system.

Progress since Plan Adoption: Progress on each of the T-2000 Plan Policies is discussed in detail in Appendix B. Policies related to paratransit include 16, 17, 26, and 27.

APPENDIX H

ACTIONS TAKEN ON PEDESTRIAN RECOMMENDATIONS

ACTIONS TAKEN ON PEDESTRIAN RECOMMENDATIONS

The T-2000 Plan contained seven specific recommendations relating to Pedestrians. They are summarized below (in italics), along with a discussion on the progress on each since Plan adoption.

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

Progress since Plan Adoption: In 1980, the City of Eugene adopted its Sidewalk Program which identifies priorities for sidewalk improvements. Local agencies have pursued sidewalk construction since Plan adoption. However most development, along with sidewalk construction, has slowed due to the local economy.

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

Progress since Plan Adoption: All local agencies have established local citizen participation programs that encourage participation in all phases of planning and construction.

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

Progress since Plan Adoption: Local agencies have attempted to provide infilling of gaps in existing sidewalk systems. However, sidewalk rennovation has been scattered and many gaps still exist in the sidewalk sytem throughout the community.

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

Progress since Plan adoption: All local agencies include handicapped access provisions as part of any construction project. The City of Springfield has used Community Block Grant funds for construction of handicapped access ramps. The City of Eugene constructs handicapped access ramps on a request basis and is attempting to rebuild existing curbs to afford better access. Lane Transit District also has a program of improving access for handicapped from sidewalks to bus stops.

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.

Progress since Plan Adoption: The City of Eugene's Sidewalk Program, adopted in 1980, set guidelines and established priorities for for sidewalk construction. Pedestrian provisions are provided with most new construction by all local agencies.

As part of the improvement of the Downtown Eugene Transit Station, the sidewalk on the south side of 10th Avenue was widened to improve access for both pedestrians and bus passengers transferring at that location.

City of Eugene agencies and committees are discussing the possibility of decreasing rather than increasing the size of the downtown Mall by opening Willamette Street to traffic form 10th to 11th Avenues.

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 improtant element of these capital improvement programs, although energy consumption will be a consideration.

Progress since Plan Adoption: Neighborhood refinement plans, particularly those developed in the central part of Eugene, have considered sidewalks and street lighting aspects. Recent emphasis by local agencies on capital improvement programs have improved citizen opportunities for participation in setting priorities on pedestrian projects.

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.

Progress since Plan Adoption: Progress on each of the T-2000 Plan Policies is discussed in detail in Appendix B. Policies specifically relating to pedestrians include 12, 19 and 20.

APPENDIX I

ACTIONS TAKEN ON PARKING RECOMENDATIONS

ACTIONS TAKEN ON PARKING RECOMMENDATIONS

The T-2000 Plan contained three specific recommendations relating to Parking. They are summarized below (in italics), along with a discussion on the progress on each since Plan adoption.

1. 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.

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

Progress since Plan Adoption: Parking supply around all major activity centers appears to be well above minimum levels. Little, if any study, has been performed relative to the parking level service currently provided at various locations.

2. 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 minmum 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*

> ** Includes off-street parking only.*

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 needs, 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.

Progress since Plan Adoption: Parking forecasts for this Evaluation Report were based on the assumption that the T-2000 Plan's transit, paratransit, bicycle and pedestrian goals would be achieved. The Evaluation Report was also based on population and employment assumptions consistent with the Metro Plan land use.

Since Plan adoption, additional parking structures have been constructed near Sacred Heart Hospital and additional study performed. A parking demonstration program, designed to discourage parking by non-residents in area neighborhoods, has been implemented in the vincinity of Sacred Heart Hospital and the University of Oregon.

3. 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.

Progress since Plan Adoption: Progress on each of the T-2000 Plan Policies is discussed in detail in Appendix B. Policies related to parking include 17, 24, 25, 26, 27 and 28.

APPENDIX J

ACTIONS TAKEN ON INTERCITY TRANSIT RECOMMENDATIONS

ACTIONS TAKEN ON INTERCITY TRANSIT RECOMMENDATIONS

The T-2000 Plan contained four specific recommendations relating to Intercity transit. They are summarized below (in italics), along with a discussion on the progress on each since Plan adoption.

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.

Progress since Plan Adoption: None.

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 Rapid Transit Service.

Progress since Plan Adoption: The Amtrak Rail Station conintues to remain at the same location in downtown Eugene. No action has been taken in planning locations for minor stations.

3. Intercity bus terminals should be located in close 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.

Progress since Plan Adoption: The downtown Eugene intercity bus terminal remains in its same location.

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.

Progress since Plan Adoption: None.

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OPPORTUNITY FOR PUBLIC COMMENT

One specific objective of the Evaluation Report is to provide opportunity for the public to comment on the assumptions and principles which will guide the update of the Eugene-Springfield Area 2000 Transportation Plan, usually known as the T-2000 Plan.

Interested parties are encouraged to offer comments and suggestions on the update of the T-2000 Plan. Of particular interest are comments related to the following questions:

* What role should transit assume in the T-2000 Plan Update?

* What role should alternative modes (carpooling, bicycling and walking) assume in the T-2000 Plan Update?

* What trip-making rate should be used for forecasting future travel?

* For the update of the T-2000 Plan, should partial development be assumed for all of the Metro Plan's special light industrial sites?

* Are there projects which should be added to the T-2000 Plan?

* Are there projects in the T-2000 Plan which should be eliminated?

* What policies from the T-2000 Plan should be updated? Deleted? Strengthened? Are there new policies which should be added?

* What criteria should be used for inclusion of projects in the T-2000 Plan?

* What criteria should be used for project implementation?

Please feel free to make additional comments.

If you would like to receive additional mailings, announcements of public meetings or hearings, and other information on the update of the T-2000 Plan, please print your name and address on the return address portion on the other side.

from

stamp

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_____

Metropolitan Area Planning Advisory Committee
Lane Council of Governments
125 East Eighth Avenue
Eugene, OR 97401
