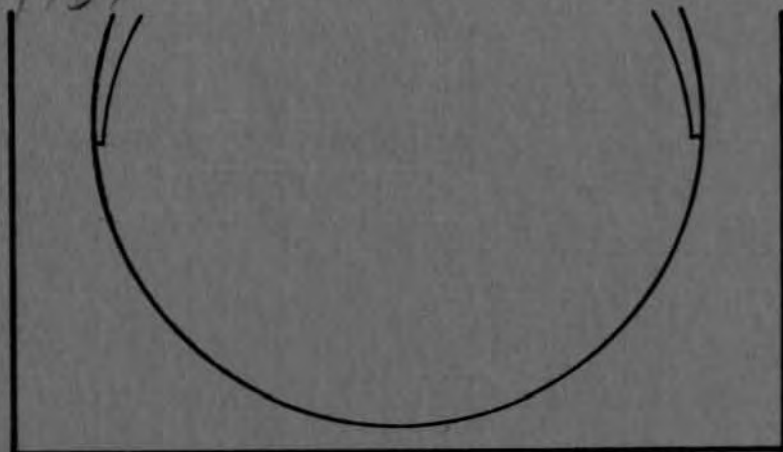


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# **EUGENE PEDESTRIAN REPORT**

**CITY OF EUGENE**

**DECEMBER 1977**

Prepared by City of Eugene  
Public Works Department  
and  
Planning Department

In conjunction with  
Development of the  
Eugene-Springfield Area  
2000 Transportation Plan

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## PEDESTRIAN REPORT

### I. Introduction

As part of its transportation planning process, Eugene has decided to place greater emphasis on the walking mode in future transportation systems. This report, prepared in conjunction with the Eugene-Springfield Area Transportation 2000 Plan, is intended to: 1) discuss transportation facilities which will enhance walking as a mode of transportation; and 2) make recommendations concerning future implementation of pedestrian facilities.

Sidewalks are appropriate along all Eugene streets with the exception of limited access roads such as Beltline or I-105. However, a portion of these streets appropriate for sidewalks do not have sidewalks installed. The mileage of streets in Eugene without sidewalk facilities are as follows:

1. Streets with 0 to 25 percent sidewalks (No sidewalks or walks up to 25 percent complete)	49 miles
2. Streets with 26 to 50 percent sidewalks	26 miles
3. Streets with 51 to 99 percent sidewalks	23 miles
4. Streets lacking curbs, with substandard paving or unpaved	61 miles
Total mileage of streets with inadequate sidewalks	159 miles

### II. Need for Pedestrian Facilities

#### A. SCHOOL CHILDREN

Pedestrian facilities are important for elementary school trips. In Districts 4-J and 52, elementary students are expected to walk to school if they live within one mile of school, while junior and senior high students walk when they live within two miles of school. Those living at greater distances are bussed. Students living within the designated distances are bussed when the administration determines that walking conditions are hazardous. In total, about 25 percent of District 4-J students are transported by bus, while in the Bethel School District about 44 percent are transported by bus.

Circles of one-mile radii drawn around the elementary schools, and of two-mile radii around the junior and senior highs, cover virtually the entire city, with many areas of overlap. This indicates that most of the school children now transported live at distances only slightly greater than the set limits. In Bethel-Danebo School District, many are transported distances less than a mile due to lack of sidewalks. In some cases, walking distance could be reduced to the specified maximum by building "short-cut" routes.

In general, completion of a continuous network of sidewalks and paths would allow safe access to schools, transit routes, and other destinations. This could substantially reduce the need to bus school children within the city limits.

#### B. TRANSIT ACCESS

Convenient pedestrian routes to transit lines will help in reaching the area-wide transit usage goal. Sidewalk construction and repair programs are important in providing pedestrian access to transit stops and to facilitate pedestrian movement in general.

#### C. OTHER FUNCTIONS

1. Access to Parks  
Parks and recreation facilities can be readily reached on foot by residents of the surrounding area if adequate pedestrian facilities are strategically located.
2. Shopping, Personal Business, Social, and Recreational  
Particularly for the young and the elderly, walking can become an important way of reaching the destination of daily activities. As pedestrian facilities improve and as energy constraints mount, the numbers of people interested in walking (and bicycling) can be expected to grow.

### III. Review of Sidewalk-Related Ordinances

#### A. CITY CODE

In 1960, the City Council adopted an ordinance requiring construction of sidewalks in new subdivisions developed in the city. Areas developed prior to annexation to the city are generally deficient in sidewalks. Problems in adding sidewalks in existing neighborhoods arise when property owners ignore the sidewalk right-of-way and install landscaping within it or construct driveways at the wrong grade.

Several parts of the City Code can effect sidewalk improvements:

1. Section 9.085 of the Eugene Code provides that sidewalks shall be constructed in subdivisions at the time of development.
2. Based on a determination of need, Section 7.155 of Eugene's Code grants the City Council the authority to have sidewalks constructed at the property owner's expense.
3. Section 7.160 permits initiation of sidewalk improvements by petition of abutting property owners or by motion of the City Council.
4. Section 7.166 provides for hearings of remonstrances or objections to proposed improvements.



5. Section 7.175 provides for assessment of costs to the property owner for improvements specifically benefitting the property. Sidewalk assessments may be bancrofted over ten years at seven percent interest. For those over 62 years of age payments may be deferred, and for those over 55 they may be extended if income requirements are met as provided in Section 7.195.
6. Section 7.180 provides for any portion of improvement costs that the City Council determines to be borne by the City to be excluded from the assessment before apportionment.
7. Section 7.180, subsection (c) provides that when City Council determines that topography makes sidewalks on both sides of the street unfeasible, they may be built on one side and assessed to property on both sides of the street.
8. Sections 7.155 through 7.193 include provisions for construction, service of notice, construction by the City when owner fails to do so, assessment of costs, and requests by the City Engineer for installation of sidewalks along developed property when 50 percent of property on a block already has sidewalks.
9. Sections 7.150 to 7.152 direct: a) the City Engineer to establish grade for sidewalks; and b) for property owners to maintain and repair sidewalks.
10. Section 7.360 exempts industrial areas from sidewalk construction, unless ordered by the City Council.

#### B. PLANNED UNIT DEVELOPMENTS

Planned unit developments (PUDs) and developments submitted for Site Review are screened to identify locations where pedestrian/bicycle paths would be advantageous. These facilities may become a condition of PUD or Site Review approval when needed, for example, for pedestrian egress from long dead-ends, as a way of linking neighborhoods, or for direct routes to schools.

In a few instances, problems of vandalism and delinquency associated with such pedestrian paths have led to requests for their vacation.

#### C. COMMERCIAL DEVELOPMENT

In commercial areas, sidewalks are required adjacent to the street. Within the development, however, no control is exercised over provision for pedestrian movement (unless Site Review or PUD procedures apply to the development).

#### IV. Design of Pedestrian Facilities

Types of pedestrian facilities can be divided into four general categories:

1. Sidewalks--provide for both local pedestrian access and facilities for longer pedestrian trips.

2. Malls--may be exclusive pedestrian zones or shared with vehicular traffic, but in either case, accommodate local access most often in commercial areas.
3. Pedestrian/Bicycle Paths--facilities shared with bicycles which generally accommodate longer pedestrian trips.
4. Pedestrian Bridges--facilities which allow the pedestrian to cross barriers such as heavily traveled streets, etc.

Eugene's existing pedestrian system relies on each of these types of facilities. However, as in most cities, sidewalks are the most important link (primarily because of the fact that they accommodate a variety of uses) in the pedestrian system.

The design of pedestrian facilities can directly affect their attractiveness to the pedestrian and ultimately Eugene's desire to place greater emphasis on walking in future transportation systems. In terms of design, the accessibility of pedestrian facilities is an important consideration--especially for the less mobile members of the community. Design problems which may be minor for persons of average mobility are often magnified for the handicapped and the elderly. Design of major pedestrian facilities should appropriately consider the requirements of the less mobile.

#### V. Pedestrian Accidents

Since 1974, reported pedestrian accidents in Eugene have averaged 35 per year.

Fifty-three pedestrian accidents were reported in 1976 and the first six months of 1977. Analysis of these accidents shows that:

1. Sixty-two percent of these accidents occurred on arterial streets;
2. Thirty-two percent of the accidents involved vehicles turning left;
3. Twenty-eight percent were mid-block accidents; half of these involved juvenile pedestrians;
4. Twenty-six percent resulted in serious injury;
5. Nine percent were hit-and-run; and
6. In eight percent, alcohol was mentioned as a factor in the accident report.

The problem of conflict between pedestrians and vehicles on arterial streets and intersections does not lend itself to ready solution. In the numerous accidents involving vehicles turning left, the driver is frequently preoccupied with oncoming traffic and does not notice the pedestrian until too late to avoid an accident.

## VI. Recommendations

It is recommended that the City of Eugene take the following actions to enhance and expand pedestrian facilities:

1. Through refinement plans and other established processes, make a commitment to the development of sidewalks programs in established neighborhoods.
2. Give priority attention to neighborhood participation in the planning of sidewalks, pedestrian/bicycle paths, and other pedestrian places in their areas.
3. Give priority attention to the completion of short gaps in otherwise existing sidewalk systems.
4. Design all major pedestrian facilities to provide reasonable access for physically handicapped persons.
5. Give primary consideration to ease of pedestrian circulation in all downtown Eugene development and redevelopment. Examples of these considerations include mall extension, sidewalk widening, and pedestrian/vehicle grade separation.
6. Review the present policy exempting industrial areas from sidewalk construction and revise this, if necessary, to ensure pedestrian safety and continuity for pedestrian travel.
7. In conjunction with neighborhood refinement plans, develop local improvement programs for building sidewalks or alternative facilities in areas of greatest need.

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