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Public notice was given to *The Register-Guard* for publication on June 8, 2006.

**LANE TRANSIT DISTRICT  
SPECIAL BOARD MEETING/WORK SESSION  
JOINT MEETING WITH EUGENE CITY COUNCIL  
AND EmX TOUR**

**Monday, June 12, 2006  
5:30 p.m.**

**LTD BOARD ROOM  
3500 E. 17<sup>th</sup> Avenue, Eugene  
(off Glenwood Blvd. in Glenwood)**

***NO PUBLIC TESTIMONY WILL BE HEARD AT THIS MEETING***

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# MEMORANDUM

**Date:** June 12, 2006

**To:** Mayor Piercy, Eugene City Council, and Lane Transit District Board of Directors

**From:** Allen Lowe, Eugene Planning and Development Department

**Subject:** Walnut Station Mixed Use Development Project

The Walnut Station Mixed Use Development project was initiated in June 2005 to address changes that are occurring along the east end of Franklin Boulevard. The project is named for one of the EmX station locations that will serve the area. The Walnut Station project was split into two distinct phases. Phase One, which has just ended, focused on the development of a vision and planning framework for the Walnut Station study area. Phase Two, scheduled to begin next month, will focus on plan development and implementation.

The planning process employed over the past year included an extensive citizen involvement component that helped define a vision for the area. Several future scenarios (land use and transportation alternatives) were presented to area stakeholders in January and February following extensive discussions at public workshops, in property owner interviews, issues group sessions, and meetings with the Walnut Station Steering Committee. While the Phase One visioning process was intended to conclude with the selection of a “preferred alternative” that would provide a clear direction for future implementation work, the process fell somewhat short of that goal.

On March 23, City staff and the project consultant met with the Planning Commission to review the elements of design that came out of the “preferred alternative” selection process. The Planning Commission noted that the Phase One process concluded with substantial agreement, by most stakeholders, on most of the elements of a plan for redevelopment of the area, but did not endorse a preferred alternative. They suggested, instead, that staff continue to seek agreement on the dozen or so design elements on which no agreement was reached during Phase One. Phase Two of the process will continue to seek agreement on a “preferred alternative” to guide planning for the area. In the meantime, the work that came out of Phase One of the process is being characterized as the “Emerging Vision” for the Walnut Station area.

Following the meeting with the Planning Commission, the consultants, Urbsworks, prepared the final report on the Phase One project. The **Walnut Station Phase One Report** is included as Attachment D.1. In addition, a matrix that summarizes the issues that must be still be resolved before the Phase Two implementation plan can be developed is also attached. The matrix, entitled **Walnut Station Emerging Vision – Issues to be Resolved in Phase Two** is included as Attachment D.2.

The work program for Phase Two of the project was prepared over the past two months. Phase Two, which is funded by the State of Oregon Transportation and Growth Management (TGM) Program, will focus on preparation of a mixed use development plan and implementation strategies for the area, based on the foundation laid in Phase One. The TGM program released a Request for Proposals for the Phase Two project in late April to the five Consultant firms on its flexible services contract; three firms responded. The selection process included a review of written proposals and an interview with two of the three firms. That process has resulted in the selection of David Evans and Associates (DEA) as the prime consultant on Phase Two of the project. Urbsworks is a member of the David Evans project team. The contracting process is expected to take from four to six weeks to complete. Staff expects Phase Two of the project to begin by mid-July.

Notice of the Walnut Station project, project newsletters, and invitations to various meetings on the project are routinely sent to all property and business owners within the study area. Even so, by the end of the Phase One project we had not heard from or had contact with a number of property owners within the study area. In mid-March, City staff began to schedule meetings with as many of those owners as we could contact. To date, we have met with about 15 property owners (many of whom own multiple parcels within the area) and have scheduled several others for the coming weeks. The purpose of these meetings is to make sure that the owners (1) are aware of the project, (2) are familiar with the design concepts that came out of Phase One, (3) have an opportunity to ask questions and express opinions to staff, and (4) know how they can participate in Phase Two of the project. We will continue to encourage full participation by all of those who own property within the study area throughout the coming months.

The Phase Two process will begin with an intensive traffic modeling effort to understand the operational and cost implications of the Franklin Boulevard and Garden Avenue redesign proposals. Work will also continue with individual stakeholder groups to resolve disagreements about fundamental elements of the vision as described in Attachment D.2, **Issues to be Resolved in Phase Two**. Recent meetings with various stakeholders over the past several weeks has already resulted in agreements about previously unresolved issues; those will be brought back to the Steering Committee and Planning Commission for concurrence in the fall.

Staff will also provide an update on this project to the City Council in the fall. Updates to the Lane Transit District Board will be provided on request.

For more information, contact Allen Lowe, Senior Planner, Planning and Development Department, 682-5113.

June 12, 2006

TO: Eugene Mayor and City Council  
Lane Transit District Board of Directors

FROM: Stefano Viggiano, LTD Director of Development Services

RE: Selection of Third EmX Corridor

## **Background**

Bus Rapid Transit (BRT) is identified as a key transit strategy in TransPlan and the Regional Transportation Plan. LTD has been pursuing implementation of the EmX, the name given to our community's BRT system, on a corridor-by-corridor basis. Franklin EmX, the first EmX corridor, links downtown Eugene and downtown Springfield. That corridor is under construction and scheduled to open in December 2006.

The second EmX corridor, Pioneer Parkway EmX, will extend the Franklin EmX from downtown Springfield into the Gateway/RiverBend/International Way area of northwest Springfield. The two EmX corridors would operate as a single, continuous route, providing direct service among all activity centers on both corridors. The Pioneer Parkway EmX is in the environmental analysis stage, with completion of the Environmental Assessment and project approval scheduled for September 2006. If environmental reviews, project approvals, and funding approvals go as planned, service on the Pioneer Parkway EmX could begin as soon as late 2009.

It is expected that the third EmX corridor will be in Eugene. In 2002 the City Council selected Coburg Road as the next EmX corridor in Eugene. LTD staff and City staff conducted a planning study in collaboration with a Coburg Road stakeholder group. The stakeholder group had many varied opinions about the benefit and feasibility of a possible EmX line. In January 2004, the group approved a report that documented the advantages and disadvantages of various possible EmX design options along the corridor.

Since it became apparent that funding for a third EmX line was many years out, a decision was made not to pursue at that time a more detailed follow-up design study for the Coburg Road corridor. It was further agreed by both the Eugene City Council and the LTD Board that when it became time to start working again on a third EmX corridor, a new corridor selection process should be conducted--rather than assuming that the third corridor is going to be Coburg Road.

## **Schedule for Third EmX Corridor**

The LTD Capital Improvements Program currently shows construction of the third EmX corridor in 2014 and 2015. This assumes, of course, securing the necessary federal matching funds. When federal funds are used for a project such as this, a prescribed series of steps that include an alternatives analysis and an environmental analysis are

required. Based on time requirements for the first two corridors, the following schedule is anticipated:

2007	Corridor Selected
2008	Alternatives Analysis
2009	Alternatives Analysis/Environmental Screening
2010	Environmental Analysis
2011	Environmental Analysis/Project approval
2012	Design and Engineering
2013	Final Design/Utility work/Site work
2014	Construction
2015	Construction
Late 2015	Service Starts

### **Corridor Selection Process**

As noted above, the schedule suggests selection of the corridor in 2007. The following process is recommended:

1. Develop public involvement process for the corridor selection
  - Staff prepare draft process
  - Review and approval by Eugene Planning Commission (acting as CIC)
2. Determine corridor selection criteria
  - Recommendation (or approval) by Planning Commission
  - Review by LTD Board and Eugene City Council (optional)
3. Identify potential corridors
4. Collect data for each corridor
5. Identify top three corridors
  - Recommendation by Planning Commission
  - Approval by LTD Board and Eugene City Council
6. Conduct more detailed analysis of the three corridors
7. Select corridor
  - Planning Commission recommendation
  - Approval by LTD Board and Eugene City Council

It is estimated that this process will require six to nine months. In order to make a final corridor selection in 2007, the process should begin early in the year.

## AGENDA ITEM SUMMARY

**DATE OF MEETING:** June 12, 2006

**ITEM TITLE:** FRANKLIN EmX TOUR

**PREPARED BY:** Mark Pangborn, General Manager

**ACTION REQUESTED:** None.

**BACKGROUND:** The joint meeting will conclude with a bus tour of the Franklin EmX corridor. The tour is scheduled to depart the Glenwood facility at approximately 6:40 p.m. The bus should return to Glenwood by approximately 7:30 p.m.

**ATTACHMENT:** Memorandum providing background for the Franklin EmX tour.

**PROPOSED MOTION:** N/A



June 12, 2006

TO: Mayor Piercy and Eugene City Council  
Lane Transit District Board of Directors

FROM: Mark Pangborn, LTD General Manager

RE: Franklin EmX Tour

The Council and the Board are invited on a tour of the construction of the Franklin EmX corridor. The tour will include stops at a station to view the boarding platform and discuss station operation and, time permitting, a stop along the guideway. We will discuss the operation of the block signaling system and other key operational features.

### **Project Status**

The Franklin EmX project is nearing the end of a two-year construction phase, with “substantial completion” of construction scheduled for August 15, 2006. At that point, all running ways, station platforms, and signal systems should be completed. Some additional elements, such as the station graphics, passenger information, and artwork, will be added in the fall. **Service is scheduled to begin December 17, 2006.**

The production of the EmX vehicles is scheduled to start on July 3, 2006, with delivery of the six vehicles between late August and mid September. A prototype EmX vehicle currently is undergoing federally required testing in Altoona, Pennsylvania.

### **Implementation Plan**

Testing of the Franklin EmX corridor will begin as soon as the construction reaches substantial completion. Testing will be conducted with regular transit coaches until the EmX vehicles are delivered and accepted. Elements to be tested include the signaling system, transitway geometrics, and station access. The testing also will allow us to determine EmX travel times more precisely. The testing will extend from August through October.

Training for the operators who will be driving the EmX service will occur in November. The training will familiarize operators with the new vehicle and operational issues such as the signaling system, running ways, and station access.

Baseline data for the existing service will be collected in October 2006. The data will include ridership by stop, rider origins and destinations, rider characteristics (frequency of use, whether a car was available for the trip, demographics, etc.), vehicle travel time, and vehicle dwell time at stops. Similar data will be collected once the EmX service is in

operation and will be compared with the baseline data. This allows for an accurate assessment of EmX performance.

Marketing of the EmX service will start this fall and continue through the implementation period and beyond. Grand opening events are being planned. The Council will, of course, be notified of, and invited to attend, grand opening events.

# EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



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## JOINT MEETING WITH LANE TRANSIT DISTRICT BOARD OF DIRECTORS

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Meeting Date: June 12, 2006  
Department: Planning and Development  
*www.eugene-or.gov*

Agenda Item Number: A  
Staff Contact: Kurt Yeiter, Principal Planner  
Contact Telephone Number: 682-8379

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### ISSUE STATEMENT

The City Council meets every year or two with the Lane Transit District Board of Directors. This year the topics of focused discussion will be:

1. LTD Ridership and Service
2. Selection of the third EmX corridor
3. Walnut Station Mixed Use Center

The discussion will include a brief tour of the first EmX corridor, which connects downtown Eugene and downtown Springfield, due to begin service this fall.

### BACKGROUND

Bus rapid transit, now dubbed “EmX,” is a key component for the Eugene-Springfield metropolitan area’s coordinated land use-transportation and growth management strategies. EmX is designed to emulate the positive attributes of light rail to give superior transit service, eventually creating a network throughout the metropolitan area. Each corridor takes years to plan, get funded, and build. The first segment, nearing completion, will be the focus of the tour. The second corridor is along Springfield’s Pioneer Parkway, which will connect their downtown station to Sacred Heart’s River Bend hospital and Gateway area.

Because the EmX corridors require years of planning and design work before the corridor improvements are installed, LTD requests City Council initiation of a new corridor planning effort for the third phase. As described in the attached materials, an earlier attempt was made at planning EmX service in the Coburg Road corridor. The LTD memorandum provides a suggested selection process that is similar to previous corridor selection activities.

Another component of this region’s land use–transportation strategy is Mixed Use Centers (formerly called “nodal development”). These higher density, pedestrian-friendly centers will be well served by transit to provide residents increased transportation options. Areas that have adopted master plans or the /ND overlay zone district to encourage mixed use development include the Royal Node, the Royal/Danebo area, Chase Gardens, Crescent Village, and Lower River Road. An “emerging vision” was recently completed for a potential mixed use center at EmX’s Walnut Station, located at Walnut Street and Franklin Boulevard. Planning activities will continue this summer. Walnut Station will be highlighted on the EmX tour. Background materials are included in this council packet.

## **RELATED CITY POLICIES**

The Eugene-Springfield Transportation System Plan (TransPlan) contains the following relevant directives:

Goal 1: Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the auto and enhance livability, economic opportunity, and the quality of life.

Land Use Policy 3: Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

Transit Policy 1: Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.

Transit Policy 2: Establish a Bus Rapid Transit (BRT) system composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible.

The City of Eugene's Growth Management policies include the following:

Policy 10      Encourage the creation of transportation-efficient land use patterns and implementation of nodal development concepts.

Policy 11      Increase the use of alternative modes of transportation by improving the capacity, design, safety, and convenience of the transit, bicycle, and pedestrian transportation systems.

## **COUNCIL OPTIONS**

The meeting with the LTD Board is mostly for general sharing of information. The council's options are as varied as questions that may arise about transit services and the relationship between the City and LTD.

Regarding LTD's request for a third EmX corridor to study, the council has the following options:

1. Request that LTD work with the Planning Commission to recommend a corridor for study, to be brought back to the City Council for final decision.
2. Decline to act.
3. Request more information from LTD before acting.
4. Choose a corridor for study at this time.

## **CITY MANAGER'S RECOMMENDATION**

The City Manager recommends Option 1: request that LTD work with the Planning Commission to

recommend a corridor for study, to be brought to the City Council for a final decision.

**SUGGESTED MOTION**

Move to direct the City Manager to coordinate the process with LTD and the Eugene Planning Commission to recommend a corridor for study, and that the Planning Commission's recommendation be brought back to the City Council and LTD Board for a final decision. The Planning Commission is encouraged to include a public involvement component in their deliberations.

**ATTACHMENTS**

- A. Agenda
- B. Ridership and Service memorandum from LTD
- C. Selection of Third EmX Corridor, a memorandum from LTD
- D. Walnut Station Mixed Use Development Project, from Allen Lowe, Senior Planner
- E. EmX Tour memorandum from LTD

**FOR MORE INFORMATION**

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June 12, 2006

TO: Mayor Piercy and Eugene City Council  
Lane Transit District Board of Directors

FROM: Mark Pangborn, General Manager

RE: LTD Ridership and Service

Attached to this memo are several charts and graphs to provide a picture of Lane Transit District today. Probably most important to note is the trend of increasing ridership--with consistent increases every month since March 2005. Almost 63,000 people in the Eugene-Springfield metropolitan area have bus passes--either through school or work programs. This number does not include people who regularly buy monthly or three-month passes.

The relevance of each attachment is described below. At the meeting, staff will summarize current issues for the system and be available to answer questions from the Council or the Board.

### **Increasing Ridership**

LTD is experiencing record ridership. It is always difficult to determine with any level of precision the reason for changes in ridership. LTD staff analysis suggests three primary reasons for the ridership increase:

1. The Student Transit Pass Program provides free transit service to all middle school and high school students in the Eugene-Springfield area. It is estimated that this program is responsible for a five percent system-wide ridership increase, which is about half of the ridership increase.
2. Rising gas prices certainly contribute to higher ridership. As might be expected, the ridership impact is greatest on the longest trips: Out-of-town routes (Junction City, Veneta, Cottage Grove, Pleasant Hill, and Blue River/McKenzie Bridge) have experienced ridership gains similar to the rest of the system.
3. General community growth and an improved economy contribute to general ridership growth. It can be expected that ridership growth will at least keep up with increases in population and employment.

#### Attachment 1: Ridership Trends (July 1, 2004, projected through June 2006)

This chart shows a rolling twelve-month average. The graph, therefore, shows how each month's increase in ridership affects the annual average. LTD now estimates that

there have been more than 9 million boardings on the system in the past 12 months, which is up approximately 10 percent from the previous 12-month period.

Attachment 2: Ridership, Service and Service Area Population (July 1988 projected through June 2006)

As stated on the chart, LTD's baseline expectation is that increases in ridership will keep pace with the growth in the general population and with service increases. It is clear that service cutbacks in 2001 – 2004 resulted in decreased ridership, but since then the ridership has increased more rapidly than the build back of service hours.

Attachment 3: Employer Program Participants

This is a list of employers and schools participating in group pass programs.

## **Service**

Service levels are affected by changes in LTD's revenue. Since the District's primary source of funding, the payroll tax, is closely tied to the general economy of the area, LTD's service level directly reflects upturns and downturns in the local economy.

Following a high growth period in the 1990s, the transit service level was reduced a total of nine percent between 2000 and 2004 in response to reduced revenues. The recently improved local economy will allow LTD's service to be increased by over two percent this coming fall, and small annual service increases are projected in the District's long-range financial plan.

Service changes are considered as part of the Annual Route Review process that starts in late fall and leads to a decision by the LTD Board in March. Approved service changes are implemented the following September.

LTD typically receives many more requests for service than can be accommodated by the budget. Decision on service changes are based primarily on ridership, with the goal to maximize ridership within a given service level. Other factors, such as providing access to the system by those who have limited transportation options, are also considered.

Attachment 4: Passenger Counts per Route is a chart that provides a snapshot of the service the week of May 21 – 27, including the number of boardings each day of that week, and how those totals were distributed over the day and over the routes.

## **RideSource**

Lane Transit District is required by the Americans with Disabilities Act (ADA) to provide transit service for people who have a disability that prevents them from using the fixed-route service. This service is a demand-responsive curb-to-curb service, which means that riders must call to request a ride, and the service picks them up at the curb near their trip origin and lets them off at the curb near their trip destination. By law, this service must have the same hours of operation and coverage as the urban area fixed route system.

Attachment 5: Lane Transit District Special Transportation Statistics summarizes the increase in demand for RideSource service and resulting costs over the past ten years.

Through a variety of programs LTD helps people use the regular fixed route system, resulting in much greater flexibility and independence for seniors and people with disabilities. LTD's fixed route system was fully accessible five years before it was required by the ADA.

### **Cost Indicators**

Attachment 6: Operating and Cost Measurements – Fixed Route System provides an overview of some cost indicators for LTD.

The attachments are meant to provide a snapshot of LTD's current service issues, but such a snapshot is only relevant if it can be compared to or measured against some other standard.

Attachment 7: Comparison of Operating Characteristics of Selected Transit Properties compares Lane Transit District to eleven comparable transit agencies and to TriMet. The line indicating the average for these other agencies does not include TriMet. The columns that probably best describe operational efficiency are "Boardings per Capita", "Service Hours per Employee", "Cost per Boarding", "Cost per Service Hour", and "Boardings per Service Hour". In each of these areas, LTD is better than the average. For example, the cost per boarding average is \$4.12, but the LTD cost per Boarding was \$3.03. As ridership increases and service remains constant, the cost per boarding declines. Other districts have also seen an increase in ridership this past year, but for LTD the cost per boarding in April 2006 was \$2.39.

Both Board and staff have made it a common practice to measure LTD against these comparator districts.



## AGENDA ITEM SUMMARY

**DATE OF MEETING:** June 12, 2006

**ITEM TITLE:** RIDERSHIP/SERVICE OVERVIEW

**PREPARED BY:** Mark Pangborn, General Manager

**ACTION REQUESTED:** None. Discussion only.

**BACKGROUND:** An overview of the District's ridership and service characteristics will be provided. Included in the packet are a memorandum and several charts and graphs that provide information on LTD's service.

**ATTACHMENT:** Memorandum providing background on ridership and service  
Ridership Trends chart  
Ridership, Service, and Service Area Population chart  
Employer Program Participants list  
Passenger Counts per Route chart  
Special Transportation Statistics  
Operating Revenue and Cost Measurements – Fixed-Route System  
Comparison of Operating Characteristics of Selected Transit Properties

**PROPOSED MOTION:** N/A

## AGENDA ITEM SUMMARY

**DATE OF MEETING:** June 12, 2006

**ITEM TITLE:** SELECTION OF THIRD EmX CORRIDOR

**PREPARED BY:** Stefano Viggiano, Director of Development Services

**ACTION REQUESTED:** None. Discussion only.

**BACKGROUND:** The District's Capital Improvements Program indicates that construction of the third EmX corridor will occur in 2014 and 2015. Given that it takes about eight years from the start of a project until the completion of construction, the third EmX corridor should be selected in 2007. Since it is very likely that the third corridor will be in Eugene, consideration of the schedule and the process for selection of the corridor is a timely discussion item for the joint meeting.

**ATTACHMENT:** Memorandum providing background on the issue and suggesting a process and schedule for the EmX corridor selection.

**PROPOSED MOTION:** N/A

## AGENDA ITEM SUMMARY

**DATE OF MEETING:** June 12, 2006

**ITEM TITLE:** WALNUT STATION MIXED USE AREA

**PREPARED BY:** Anita Yap, Transit Planner

**ACTION REQUESTED:** None. Discussion only.

**BACKGROUND:** The City of Eugene is developing a conceptual plan for redevelopment of the area surrounding the Walnut EmX Station. The Walnut Station area has been identified as a priority Mixed Use Area (formerly called a node).

The first phase of the study has been completed and the second phase will be starting soon. The attached memorandum from the City of Eugene provides background on the study and lists some of the major issues to be evaluated as the planning process moves forward. You will note that a key issue is whether the design accommodates a second EmX lane in this area.

**ATTACHMENT:** Memorandum from the City of Eugene providing information on the Walnut Station Mixed Use Area Planning Study  
City of Eugene Walnut Station Phase One Report

**PROPOSED MOTION:** None