

MINUTES OF DIRECTORS MEETING

LANE TRANSIT DISTRICT
SPECIAL MEETING/WORK SESSION

Wednesday, March 17, 1993

Pursuant to notice given to *The Register-Guard* for publication on March 11, 1993, and distributed to persons on the mailing list of the District, a special work session of the Board of Directors of the Lane Transit District was held on Wednesday, March 17, 1993, at 6:00 p.m. in the LTD Board Room at 3500 E. 17th Avenue, Eugene.

Present: Jack Billings
Janet Calvert
Tammy Fitch, Vice President
Patricia Hocken
Keith Parks, President, presiding
Phyllis Loobey, General Manager
Jo Sullivan, Recording Secretary

Absent: Peter Brandt, Treasurer
Thomas Montgomery, Secretary

CALL TO ORDER: Board President Keith Parks called the meeting to order at 6:05 p.m. In addition to LTD Board and staff members, Allen Lowe, of the City of Eugene Planning and Development department, and Jim West, from City of Eugene Public Works, were also present.

CENTRAL AREA TRANSPORTATION STUDY (CATS): Ms. Fitch, the Board representative on the CATS Citizen Advisory Committee, said she had appreciated both the City staff and the LTD staff, Jim West and Stefano Viggiano, for their guidance. The CATS committee was a group of 19 with a wide range of interests and agendas, and the staff did a good job of bringing the committee together and keeping them on task. She said that the CATS document was quite an accomplishment, and she appreciated Mr. Viggiano's written summary for the Board members.

LTD Planning Administrator Stefano Viggiano said that the contents of the agenda packet for that evening included a letter from Ms. Loobey to the Planning Commission. The letter was sent before the Board meeting because the Eugene Planning Commission's public hearing portion on the CATS Update ended the day before the meeting.

Mr. Viggiano said that the Transportation Rule Implementation Plan (TRIP) actually implemented some of the policies found in CATS. The original CATS document included a smaller geographic area and was used to guide street projects and determine locations for parking garages. The CATS Update delved into a broad range of transportation issues, and recognized the close relationship between transportation and land use. It was staff's recommendation that the Board endorse policies 1 through 6 of the CATS Update. Mr. Viggiano explained those policies.

Ms. Loobey stated that Tri-Met had sought legislative authority to use System Development Charges (SDC) for light rail. She did not know if that was in ORS 267 or elsewhere, but LTD might also have the authority to do so. She said she would find out and let the Board know. Mr. West explained that SDC funds were money from developers put into a fund to support transportation development and other infrastructure improvements. Coburg and Chad signal changes were basically paid by Shopko and Costco because of System Development Charges. There were four categories under which the City could charge System Development Charges: sewer, storm water, transportation, and parks.

In response to a question from Mr. Parks, Mr. Viggiano explained that there was no code-required parking in certain parts of the CATS area, which was a parking-exempt zone. The implication was that the City provided parking for private business by providing parking structures, paid for by taxes paid by businesses in the parking-exempt zone.

Transit-Based Shuttle System: Mr. Viggiano discussed the transit-based shuttle system discussed on page 21 of the CATS Update. He said that LTD staff were performing a feasibility study, which they expected to have completed in April. He suggested that the District's comments should be that a shuttle would be appropriate if there is determined to be adequate demand for ridership and a way is found to pay for the shuttle system. The CATS Update was written for the next 15 years or so, and it might be that a shuttle was not viable within the short term, but maybe it would be later. Mr. Viggiano said that staff would take the shuttle study to the Board at the April meeting.

Parking Policies: Mr. Viggiano said that many of the CATS policies should apply to more than just the CATS area. It was mentioned in the document that they should be applied area-wide, to Eugene, Springfield, and the urban parts of Lane County. Parking policies are among those that are more appropriately applied to the entire metro area. One implementation strategy suggested that maximum parking limits be established for developments. Ms. Calvert asked if there had been any discussions with the Fairgrounds people about using the Fairgrounds as a park and ride. Mr. Viggiano said that park and ride options were also being reviewed in the feasibility study for a downtown shuttle.

Mr. West said he was aware that using the Fairgrounds would be more problematic than using Autzen Stadium, because there were more frequent events of differing sizes scheduled at the Fairgrounds. At certain times during the year, the park and ride spaces might not be available. For that reason, the Fairgrounds was probably a much more limited option than Autzen. Mr. Viggiano added that Autzen was not easy to reach from Coburg Road, and would work much better as a park and ride with a new connection to the south across the river. Some of the Ferry Street Bridge options provided better connections from Autzen to downtown, so Autzen may be an appropriate park and ride sometime in the future, depending on which Ferry Street Bridge option is selected. There were some implementation strategies for providing less parking under certain conditions, such as a bus pass program to increase the use of alternative modes.

Alternative Mode Policy: Mr. Viggiano said that from the staff's experience, employer-based programs, such as the group pass programs, to increase the use of alternative modes worked well. The Transportation Demand Management (TDM) strategies, such as car pooling,

would also encourage the use of alternative modes. Staff suggested that the Board support this policy.

Street System Policies: Mr. Viggiano said that these policies were more like the types of issues addressed by the original CATS, which recommended that certain streets be two-way or one-way, where signals were needed, etc. These tend to be more auto-oriented projects, although bicycles, buses, and pedestrians would be helped. An example was that a signal at 11th and Kincaid would help the buses turn left onto 11th Avenue.

Mr. West said that wording put into the document by the advisory committee was that a lot of other options should be tried before putting in signals. The document also recommended that Willamette be two-way as far as 18th Avenue, but not to 20th, for local circulation.

Mr. Viggiano said the document also included a policy on "green streets," where alternative modes would be encouraged. It would be easy for bicycles and pedestrians to use them, but more difficult for single-passenger vehicles. CATS proposed that one idea for a green street might be 15th Avenue, between High and the University of Oregon, or Mill Street, which runs north and south. These streets could be used by a shuttle bus or a small transit vehicle, termed "energy efficient" in the CATS Update. LTD was not counting on green streets to provide transit routes, and there were enough major streets in the area so customers could be serviced within two to three blocks without traveling on green streets.

MOTION Ms. Hocken moved that the Board adopt the staff position on the draft CATS Update, as included in the agenda packet for that evening. Ms. Fitch seconded the motion.

Ms. Viggiano said that staff had sent the letter signed by Ms. Loobey, but the Board might also send a letter, and staff recommended that the Board testify at the hearing. Ms. Hocken said that the recommendations had more detail than the letter, and the Board may want to send a letter which included more detail. Ms. Calvert said it might be best for Ms. Fitch to attend the hearing, because she was most familiar with the CATS document. Mr. Viggiano said that the CATS was scheduled for a hearing before the Eugene City Council on April 26, after the shuttle feasibility study is completed. He said that the City Council was handling CATS at a public hearing, but might discuss the shuttle issue at a work session. Ms. Hocken commented that the recommendation about supporting the shuttle concept would still be appropriate, even if the shuttle results were available by the time of the public hearing.

VOTE There was no further discussion, and the motion carried by unanimous vote.

TRANSPORTATION RULE IMPLEMENTATION PROGRAM (TRIP): Mr. Lowe began the discussion of this topic with an eight-minute slide show which explained the issues covered in the TRIP. Mr. Billings said he appreciated the slide show because it was a good way to illustrate the issues and show that the area had not moved fast enough to meet the requirements of the Transportation Rule/Goal 12.

Mr. Viggiano explained the document beginning on page 29 of the agenda packet, in which the TRIP code amendments were related to LTD's transit/land use compatibility

principles. He said that staff's general impression of TRIP was that it was a good document, but would like it to go a little farther. He explained the Transit-Oriented Development (TOD) overlay district restrictions, which determined, among other things, how intense a development could be, as a floor area ratio (FAR). Mr. Viggiano said that this was the area where development would be most transit-friendly. Staff's recommendation was that this kind of development should be in other areas besides the downtown Eugene area, such as along transit corridors, or there would still be developments like Shopko, where the stores are separated from the roads by large parking areas.

Mr. Lowe said that City staff concurred that TOD requirements should be along transit corridors, but did not propose that in this process because of a timing issue. He said that many of the characteristics that this would try to preserve to make transit work were already in the downtown area, with development closer to the sidewalks, etc. However, it would be a major change to make these requirements along strip developments, and that would be addressed in the TransPlan Update. Ms. Loobey said that the notion of setbacks along transit corridors would generate a lot of discussion. Ms. Fitch said the CATS Update was not saying developments could not have parking; rather, the idea was to make developments accessible to other modes of transportation. Mr. Viggiano said that TRIP did state that there could not be as much parking. It set both minimum and maximum levels, which was a significant change from past policies.

Mr. Viggiano said that LTD would have the opportunity to review any significant development permits, if those met certain trip generation rates. The District could then require developers to make changes in access, provide transit amenities, etc. LTD would not have the legal authority to impose those changes. Rather, the District would make recommendations to the City and the City would impose the requirements.

Mr. Billings asked if Springfield would prepare this kind of document. Mr. Lowe said Springfield would most likely use the TRIP as a base, and pull from it what they needed. Eugene had a planning grant for its process, and Springfield staff were on the staff team for TRIP. Mr. Viggiano added that Eugene would be one of the first communities in the state to complete this process. It was supposed to be finished by April 29, 1993, but other communities would not be finished by then.

Ms. Hocken asked if the Board should make the TRIP recommendation more formal by asking the City Council to adopt the policy that staff should be directed to follow LTD's recommendations in the permit process, unless they could show good cause. Mr. Viggiano said that staff believed they had a good relationship with the City at the staff level, and believed their recommendations would be heard. Mr. Lowe explained the value of the consensus approach, in having technical review by the transit experts for transit-related issues. He stated that this was the City's goal as well as LTD's. Ms. Calvert asked about the impact on staff time. Mr. Viggiano said that staff estimated they might need to review 100 building permits per year, but did not know how long those would take. They had estimated two person-weeks per year. Those not near planned bus routes would take no review time; others would require more staff time. Ms. Fitch asked if staff expected the same agreement with Springfield. Mr. Viggiano said reviewing Springfield's building permits might add another 30 or 40 per year, and said he thought it was valuable and well worth the staff time involved.

Ms. Hocken asked if the staff and Board would go through a process similar to TRIP with Springfield. Mr. Viggiano said that the District would want to comment on Springfield's plan. However, if the plan is similar to Eugene's, the review might not be as extensive.

Mr. Viggiano said that since everything in TRIP was related to new development or significant redevelopment, some of the results would not be seen for 20 to 30 years. Staff would like to have the same policies apply to current development when appropriate, and recommended that this be mentioned somewhere in the District's input. Mr. Lowe said that there was a provision for non-conforming use in TRIP, and if a request did not meet the code, it might trigger what was in TRIP.

Mr. Viggiano said that the staff recommendations in the agenda packet listed additional comments staff would make. The most significant would be that some elements of TOD be extended to transit corridors.

MOTION Mr. Billings moved that the Board endorse the City of Eugene Transportation Rule code amendments and authorize the Board President to submit a letter to the City with comments about the code changes that are consistent with the staff recommendations contained in the March 17, 1993, special meeting agenda packet. Ms. Fitch seconded the motion. Ms. Hocken asked if the motion included the additional staff recommendations. Mr. Billings said that it did.

Ms. Hocken asked about the recommendation that the City establish a surtax for all surface parking lots in low-density areas. Mr. Viggiano said that this was an attempt to reduce the instances of some developers locating farther out to avoid development charges. The Planning Commission had discussed an idea for systems maintenance charges for existing development, as a way to try to counteract the dispersal of employment and development that has been occurring over the last decade or so.

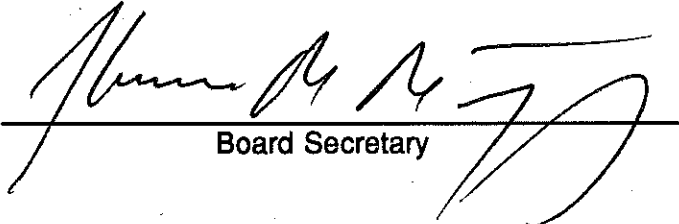
Ms. Hocken asked about the staff's recommendation for a requirement that government offices locate downtown. Mr. Viggiano said that was a reaction to social service agencies with funding problems moving out of the core area to find cheap rents, where it was sometimes difficult to provide good transit service for their clients. One example was the location of the Adult and Family Services (AFS) offices at the Big Y shopping center out west Seventh Avenue. Staff thought that the types of agencies with many transit-dependent clients should be located downtown, but realized that this kind of requirement probably could not apply to all government offices. Ms. Fitch wondered about using the term "encourage" rather than "require." Ms. Hocken said that social service offices should not be zoned differently than other offices, because there was already a stigma. She wondered how this could be accomplished other than by zoning requirements. Mr. Viggiano said that it might be difficult to do, and agreed that the District might want to "encourage consideration" rather than "require." Ms. Calvert wondered if this suggestion might be more appropriate under Principle C ("Public transit is most effective when density of development is high. More intensive uses, including higher-density residential uses, should be located along existing and proposed transit corridors."), because the idea was to put the offices where there is good transit.

Mr. Lowe said that certain uses would be required to provide transit improvements, as appropriate, and that the code could be changed to require transit-sensitive developments to

make transit improvements as a condition of development. In regard to zoning, the big picture was to reduce VMTs per capita. One suggestion to accomplish that was to have sectorized employment sites, to bring employment closer to people's homes so they would not have to travel so far to work. The City would be looking at how that would work, and if it would work better to have all employment downtown or in sectors.

AMEND Mr. Billings and Ms. Fitch agreed to change their motion to suggest the word "encouraged" rather than "required" under Principle D ("All government offices should be *encouraged* to locate downtown, since much of their service is directed to citizens who depend on public transit, and so public employees can lead the way in meeting Goal 12."). Ms. Fitch
VOTE called for the question, and the motion carried by unanimous vote.

ADJOURNMENT: There was no further business, and the meeting was adjourned at 7:25 p.m.


Board Secretary