

Main-McVay Transit Study Baseline Existing and Future Conditions Report

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JULY 2014

A collaborative study between:



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For Additional Information or to Comment

If you would like additional information about this study or would like to provide feedback, please contact us.

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Written Comments at Meetings	A Comment Box is available at Stakeholder Advisory Committee meetings for submitting written comments. Please note that oral comments are not taken at these meetings. Refer to the website for the dates and locations of meetings

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1 Summary

The Main-McVay Transit Study is intended to identify and evaluate the most appropriate and promising transit options for the Main-McVay Corridor to be pursued by Lane Transit District and the city of Springfield. This Study is one of a number of studies being conducted by the city of Springfield as the City considers the future of the “heart” of the community. Information about this Study as well as other area studies can be found at <http://ourmainstreetspringfield.org>.



1.1 Glossary of Acronyms, Abbreviations and Terms

Transportation projects can be complicated and are often difficult to understand because of the acronyms, terms and abbreviations used in technical documents and presentations. Attachment A is a glossary of acronyms, terms and abbreviations used often in transportation studies.

1.2 Report Purpose and Organization

The purpose of this report is to (1) summarize transportation and environmental background information and (2) identify opportunities and constraints for transit improvements in the Main-McVay Corridor. This report will be used by the project team, the Stakeholder Advisory Committee and the Governance Team to develop conceptual transit improvement alternatives for evaluation and consideration in the Main-McVay Corridor. This report is organized as follows:

Chapter 2. Introduction: This chapter describes the purpose of the study, the project and its Study Area, the problem statement for the project, the secondary goals and objective to be achieved by the project, and the criteria used to evaluate conceptual alternatives.



Chapter 3. Study Process: This chapter provides a description of the study process.

Chapter 4. Environmental Considerations: This chapter presents the transportation and environmental conditions in the Corridor. For each environmental discipline, there is a discussion of the existing and future conditions; resulting opportunities and constraints for alternative solutions in the Corridor; and, conclusions relevant

to the study.

Chapter 5. Summary of Findings and Next Steps: This chapter presents a summary of the transportation and environmental findings and Corridor opportunities and constraints. A description of the next steps in the study is also included.

Appendix A. Glossary of Acronyms, Abbreviations, and

Terms: This appendix includes definitions for acronyms, abbreviations and terms used in this report.

Appendix B. References: This appendix lists the references and sources consulted in preparing this report.

Appendix C. Data Sources and Relevant Regulations,

Policies and Plans: This appendix lists the data sources used for data collection and the relevant regulations, policies and plans consulted in preparing this report.



1.3 Draft Problem Statement, Purpose and Need

Using input collected through community conversations and other project outreach, the project team worked with the Stakeholder Advisory Committee and the Governance Team to develop the project's draft Problem Statement, Purpose and Need Statement, a set of Goals and Objectives, and Evaluation Criteria (see Chapter 2 of this Report). The Goals and Objectives used in this study are consistent with the Transportation Planning Rule (TPR), the Springfield 2035 Transportation System Plan, the Springfield Comprehensive Plan, ODOT's transportation policies, and community values. Project goals and objectives are also consistent with the National Environmental Policy Act (NEPA).

1.4 Environmental Background Review and Conclusions

This study considered information and data from existing plans and studies, policies, rules, regulations, and standards for the following disciplines:

- Acquisitions and Displacements
- Air Quality
- Archaeological Resources
- Biological Resources
- Cultural/Historic Resources
- Energy
- Environmental Justice
- Geology / Geotechnical
- Hazardous Materials
- Land Use and Prime Agricultural Lands
- Noise
- Parklands and Section 4(f) and 6(f) Resources
- Socioeconomics
- Transportation including traffic, parking, transit, bicycle, pedestrian, freight
- Utilities
- Visual and Aesthetic Resources
- Water Resources (includes floodplains, groundwater and stormwater)
- Wetlands and Waters of State and U.S.

The information and data were primarily from existing sources and were reviewed and analyzed to determine existing and future conditions in the Main-McVay Corridor. Field surveys were conducted for four resources: archaeological, historic, biological and wetlands.

Using information from the background research and field surveys, the project team identified opportunities and constraints for transit improvements in the Corridor. Opportunities and constraints are natural resources, the built environment, or regulations that may either constrain or provide project development opportunities.

1.5 Acquisitions and Displacements

There is an opportunity, should a transit project be identified, to coordinate the project footprint with proposed development and redevelopment plans along the corridor, thereby reducing potential impacts of and costs for the project. New development could be situated to accommodate the future transit project. During alternatives development, efforts should be made to site stations in areas that will facilitate or enhance development and redevelopment opportunities.



Due to the potential costs of acquisition and impacts to businesses and residents, current development may place a constraint on transit options that require additional right-of-way. Constraints are most significant with properties that have structures close to the right-of-way, particularly if the buildings on the opposite side of the street are also close to the right-of-way, and where existing transportation structures, such as bridges, constrain right-of-way expansion. These constrained areas form “pinch points” and exist throughout the Corridor.

Potential impacts to property, and particularly possible displacements, should be considered during the development and evaluation of transit options. Efforts should be made to avoid options that require street widening in the identified “pinch point” locations.

1.6 Air Quality

Although increased traffic, even from a high capacity system, can be assumed to result in degradation in air quality, the reality is that air quality is continuing to improve in virtually all areas of the country. New vehicles produce much fewer pollutants than older vehicles, which has more than offset any adverse effect to the air quality caused by the increase in vehicles miles traveled. Therefore, adding a new or upgraded high capacity system in this corridor would not be predicted to cause any new exceedances of the National Ambient Air Quality Standards (NAAQS), or worsen any existing NAAQS exceedance, and therefore can be considered to be meeting all air quality standards. To the extent that improved transit

service will reduce auto travel, a transit project within the Corridor can be expected to further improve air quality.

There are no air quality related constraints or opportunities as related to providing improved transit connections and routes in this corridor.

1.7 Archaeology

Given the size of the Study Area, only general observations can be made about the potential for encountering archaeological resources within the Study Area until a project is advanced and in-depth technical studies are warranted. The patterning of archaeological sites to date has emphasized water courses and historically used areas, neither of which can be reasonably avoided during project design. Alternatives that follow routes that correspond with existing, more recent development and other areas of disturbance are less likely to encounter previously unrecorded archaeological resources.

Very little archaeological work has been conducted within the Study Area, much of which is within the urban growth boundary for the City of Springfield. The focus of archaeological studies to date has been along the primary transportation corridors and various waterways. As a result, those are the locations where recorded archaeological sites are clustered. Numerous historical features have been identified relating to the railroad and the Springfield millrace; a few cabin sites or homesteads have also been recorded.

While there is potential for the discovery of more archaeological sites in the confines of the Study Area, it is likely that most evidence has been destroyed during road construction and residential and commercial development. Archaeological features are more likely to be encountered in the Study Area if work is conducted away from long-established roadways, which is unlikely for a transit corridor project. The “L-joint” in the Study Area lies right at the oldest part of town and, based on the records review, it appears that there is a potential for additional prehistoric and historical archaeological sites to be encountered in areas that are less developed.

1.8 Biological Resources and Endangered Species



No direct impacts to plant, invertebrate and avian designated critical habitat are anticipated since none exists within the project area. Listed fish and critical habitat exist in the project area. Detailed rare plant reconnaissance, documentation of street and upland trees, and an assessment of stormwater improvements should be conducted when a project is advanced.

Construction could result in removal of street trees and upland trees located adjacent to roadways in open spaces. Compliance with the Migratory Bird

Treaty Act (MBTA) would be required to minimize impacts to migratory birds. Though the project area does not contain critical habitat for federally-listed threatened and endangered plants, there is suitable habitat in less developed areas for state and federally-listed plant species. The less developed areas should be avoided. If a project is advanced, rare plant surveys would need to be conducted.

Increases in impervious surface area could result in increased runoff and pollution into area waterways, impacting the four threatened and endangered fish species (Chinook salmon, steelhead, bull trout, and Oregon chub) that occur in the McKenzie, Willamette, Coast Fork and Middle Fork Willamette Rivers. Runoff from the project area could reach these waterways via the stormwater system(s). The project would most likely be required to treat runoff consistent with the National Marine Fisheries Service (NMFS) guidance in order to minimize impacts to listed fish species.

1.9 Energy

The Main-McVay Transit Study will have the opportunity to identify solutions that can reduce greenhouse gas emissions in the Corridor as well as reduce the reliance on personal automobile vehicles. The impact of the potential transit options on energy is important, but should not dictate the transit options that are considered.

1.10 Geology / Geotechnical

There are no significant geologic or geotechnical constraints that would affect the consideration of transit alternatives.

1.11 Hazardous Materials

The primary hazardous materials related constraint to alternatives development is in regard to transit options impacting potentially contaminated sites, including the identified nine Oregon DEQ clean-up sites. Although it is important to consider the location of contaminated sites, because there are often reasonable mitigation measures that can be employed these sites should not dictate alternatives development.

1.12 Historic Resources

The substantial number of historical resources recorded to date provides a reliable base for the patterning of such resources. A majority of historical sites inventoried to date have been clustered in the historic downtown area of Springfield. This clustering is due in part to an actual concentration of sites due to the earliest settlement of Springfield, but it is also a result of more intensive inventory



that has been conducted in these areas. Fewer resources are anticipated east of 28th Street in the eastern two-thirds of the project area, and very few resources are expected to be located in the southern leg of the project area south and west of Interstate 5. Alternatives that follow routes that correspond with existing, more recent development are less likely to encounter previously unrecorded historical resources. If a project is advanced from this Study, the project design should seek to avoid or minimize potential effects on eligible resources in accordance with federal and state law.

1.13 Land Use and Prime Agricultural Lands



There are zoning designations within the Main-McVay Study Area that allow higher density residential and commercial uses, which support a higher level of transit service. Activity areas identified as part of the Main Street visioning process along with downtown Springfield, the Glenwood area, and Lane Community College should be considered as current or potential high generators of transit demand that warrant a high level of transit service and transit facilities.

The farmland outside the Urban Growth Boundary (UGB) at the south end of the Corridor may create some constraints that would limit right-of-way

expansion.

1.14 Noise

There are no opportunities or constraints as related to noise. The addition of a new or improved high capacity transit service in the Corridor would not be predicted to change noise levels by a measureable (increase or decrease) amount given the current level of traffic in the corridors. However, because of the FTA methods and the sliding scale impact criteria, it is possible that noise impacts from the transit operation could occur in some areas that are very near to project roadways.

This is not to indicate that the noise levels will increase, but to note that under certain circumstances, the FTA criteria will not allow any new noise in areas with noise levels deemed too high for residential land uses, and impacts may occur. Noise related impacts can be mitigated, either with path mitigation, like a noise wall or earth berm, or using sound insulation and fresh air exchange systems.



1.15 Parklands and Sections 4(f) and 6(f)

The existing and proposed parks, facilities and multi-use trails within the Study Area offer a unique draw for transit users as parks and facilities are local and regional destinations, and multi-use trails are used to access transit or to continue multi-modal travel.

Impacts on parks, and particularly those with a Section 6(f) classification, is a constraint that should be carefully considered in developing transit options for the corridor.



1.16 Socioeconomics and Environmental Justice

The Corridor's relatively low use of public transportation suggests an opportunity to improve transit use through improved service options. The relatively high levels of youth and a tendency toward lower income populations in the Corridor also suggest a potential transit market, particularly along the Main Street Segment with its higher population base. Expected population and employment growth within the Study Area provide a future market for transit. However, the Corridor has relatively high auto ownership rates, which could discourage use of transit.

1.17 Transportation

The Main-McVay Study Corridor is likely to experience significant traffic volume growth in the future, which will result in higher vehicle delays and congestion at key intersections. Transit performance and



reliability along the Corridor will likely degrade with traffic volume growth. A transit corridor project has the opportunity to increase overall mobility by increasing transit ridership and reducing traffic congestion. Potential constraints to the Main-McVay Transit Study are related to transit options that would reduce motor vehicle capacity on the Corridor and degrade motor vehicle operations.

The transit options developed as part of this Study should be designed to improve conditions for all travel modes.

1.18 Utilities

An opportunity may exist to relocate above ground utilities underground as part of the project, though that would take a significant investment. Existing utilities provide a constraint since relocation of utilities can be complex and expensive. Above ground utilities would need to be relocated if right-of-way

is expanded. Underground utilities may need to be relocated to avoid conflicts with stations or other facilities.

1.19 Visual and Aesthetic Resources



The Main-McVay Transit Study has the opportunity to develop transit options that can visually and aesthetically support more intense development along the Corridor and to consider the potential impacts of transit options on the future visual character of the Corridor. These changes can support the vision for the Corridor as outlined in the Main Street Corridor Vision Plan and the Glenwood Refinement Plan.

The primary constraint from a visual and aesthetic standpoint is that Corridor redevelopment plans are difficult to predict with any precision, both in content and timing.

The Main-McVay Study Corridor is likely to experience significant redevelopment in the future, which will change its visual character and create a more urban appearance. The transit options developed as part of this study should be designed to visually and aesthetically

support that future vision.

1.20 Water Resources

If a project were to emerge from the Main-McVay Transit Study, the project would have opportunities to support implementation of Green Streets strategies and sustainable efforts being planned by the City as well as advanced stormwater treatment options.

Potential constraints to the Main-McVay Transit Study are related to transit options that would increase the level of impervious surface and, therefore, increase stormwater runoff without adequate treatment.



1.21 Wetlands and Waters of State and U.S.

Within the project Study Area, a number of wetlands were identified on National and Local Wetland Inventories including excavated log ponds as well as excavated wastewater treatment ponds near Lane Community College. Log ponds and wastewater treatment ponds that have been excavated out of

uplands are generally non-jurisdictional waters; however, regulatory agencies would need to make final jurisdictional determinations.

During the site reconnaissance, the biologists determined that some of the previously mapped wetlands appear to have been filled or partially filled. Additional wetlands were also identified including roadside ditches, some of which may or may not be jurisdictional resources. A significant wetland area that was not recorded in any of the inventories is located just west of the Lane Community College campus.

The Coast Fork Willamette River, Middle Fork Willamette River and smaller unnamed waterways are also present within the corridor.

The Oregon Department of State Lands (DSL) and U.S. Army Corps of Engineers (USACE) require that projects avoid and minimize impacts to jurisdictional wetlands. If a project is advanced from this Study, detailed wetland reconnaissance would be required to evaluate potential impacts associated with project alternatives. Depending on the selected alignment, proposed construction could result in impacts to wetlands and other water resources. It could also potentially increase sediment transport to wetlands and waterways. The potential need for wetland permitting would present another constraint.

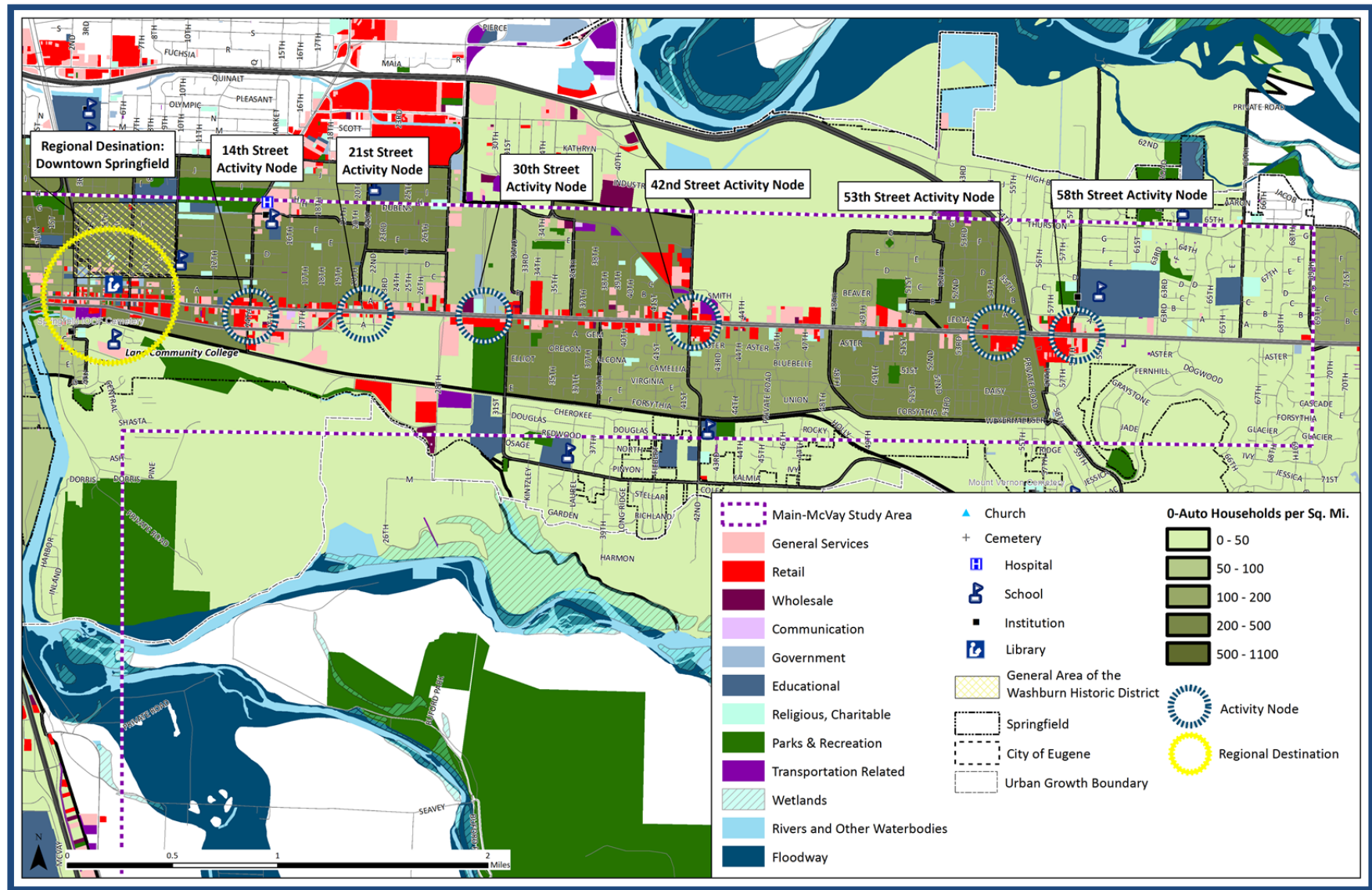
Opportunities to avoid and minimize wetland and other water resource impacts would need to be explored as well as opportunities to enhance wetland and other water resources within the Study Area.

1.22 Summary of Findings

Identifying opportunities and constraints in a corridor study helps to understand specific locations that may create barriers to project development or where opportunities for future development exist. Using information from the background research and field surveys, opportunities and constraints were identified. The opportunities and constraints for the Main Street segment are shown on Figure 1.2-1 and for McVay Highway segment are shown on Figure 1.2-2. These figures are the same figures included in Chapter 5 of this Report.

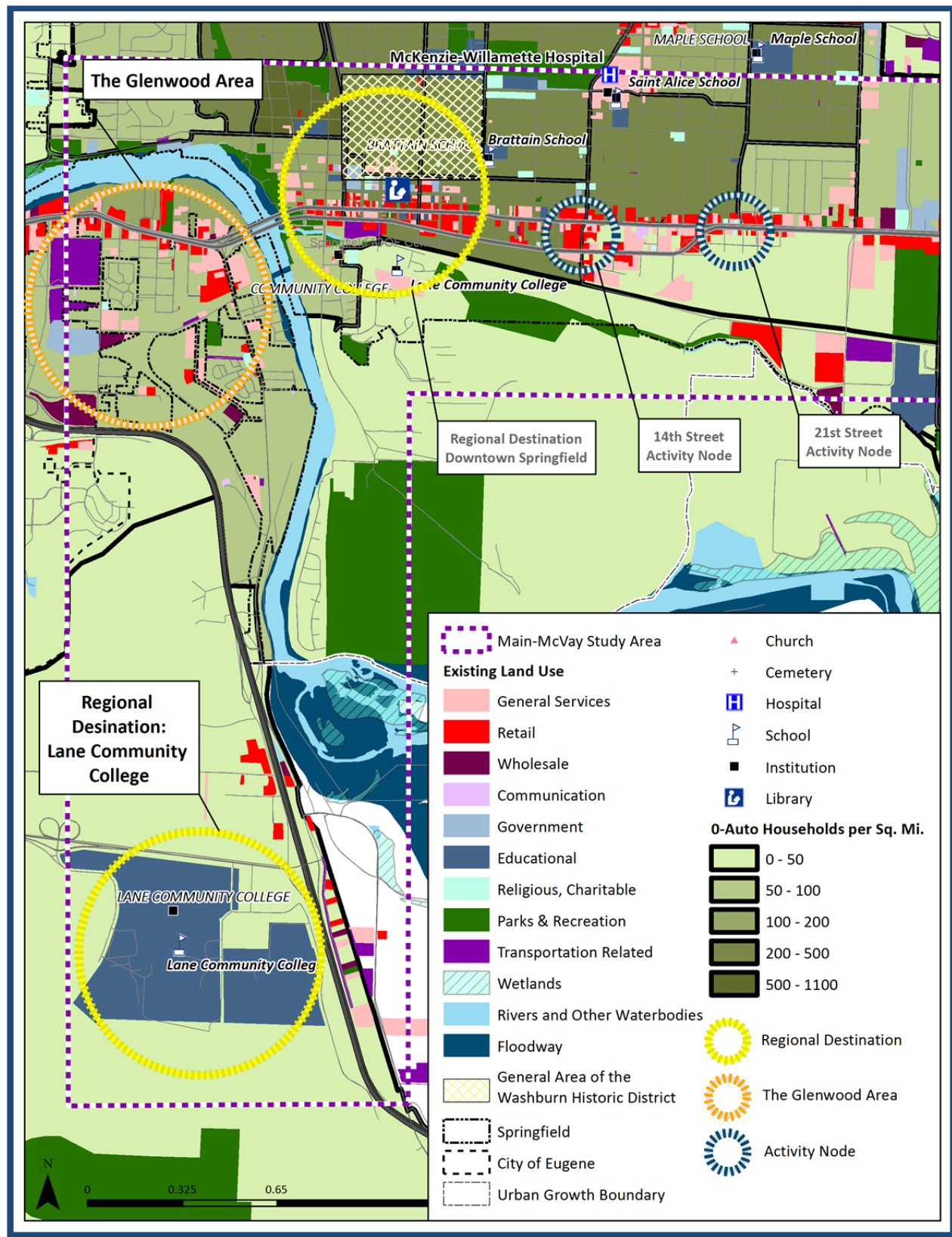


Figure 1.22-1. Opportunities and Constraints – Main Street Segment



Source: Parsons Brinckerhoff. 2014.

Figure 1.22-2. Opportunities and Constraints – McVay Highway Segment



Source: Parsons Brinckerhoff. 2014.

1.23 Next Steps

The information and findings in this report will be used to develop a range of conceptual alternatives. These alternatives will be evaluated at a screening level using a two-step process (Figure 1.23-1). The first step in the process will consider whether or not the alternatives meet the project's Purpose and Need. Alternatives that do not meet the project's Purpose and Need will be eliminated and the remaining alternatives will be advance for evaluation in the second step. The second step in the process will use the project's Evaluation Criteria to evaluate each alternative in terms of its potential adverse of beneficial effect to the project area environment. Through screening evaluation a range of most promising alternatives will be identified.

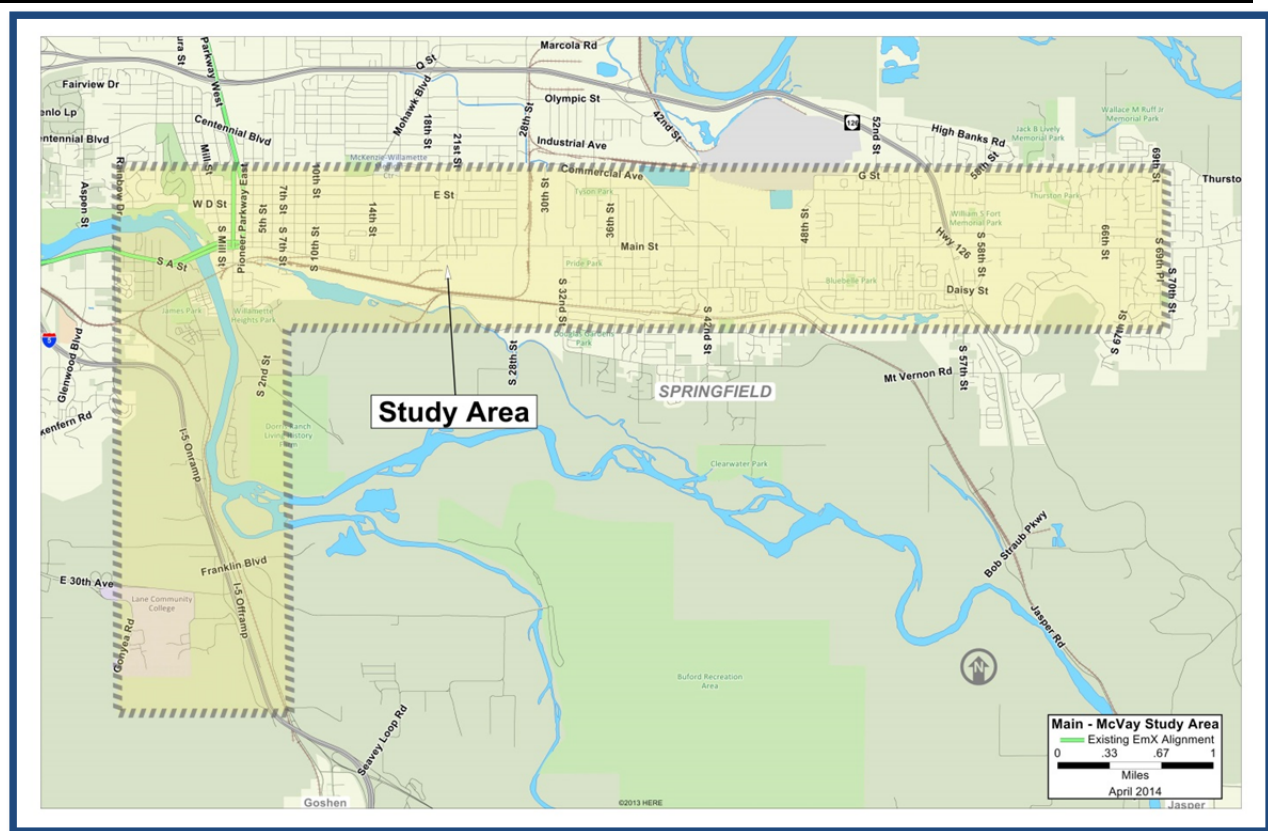


2 Introduction

2.1 Project Study Area

The Main -McVay Corridor generally follows Main Street from approximately 69th Street to the Glenwood area (east-west), and McVay Highway to Lane Community College (north-south). The preliminary Study Area encompasses an area approximately one-half mile from either side of Main Street and McVay Highway (Figure 2.1-1).

Figure 2.1-1. Preliminary Study Area for Main-McVay Transit Study



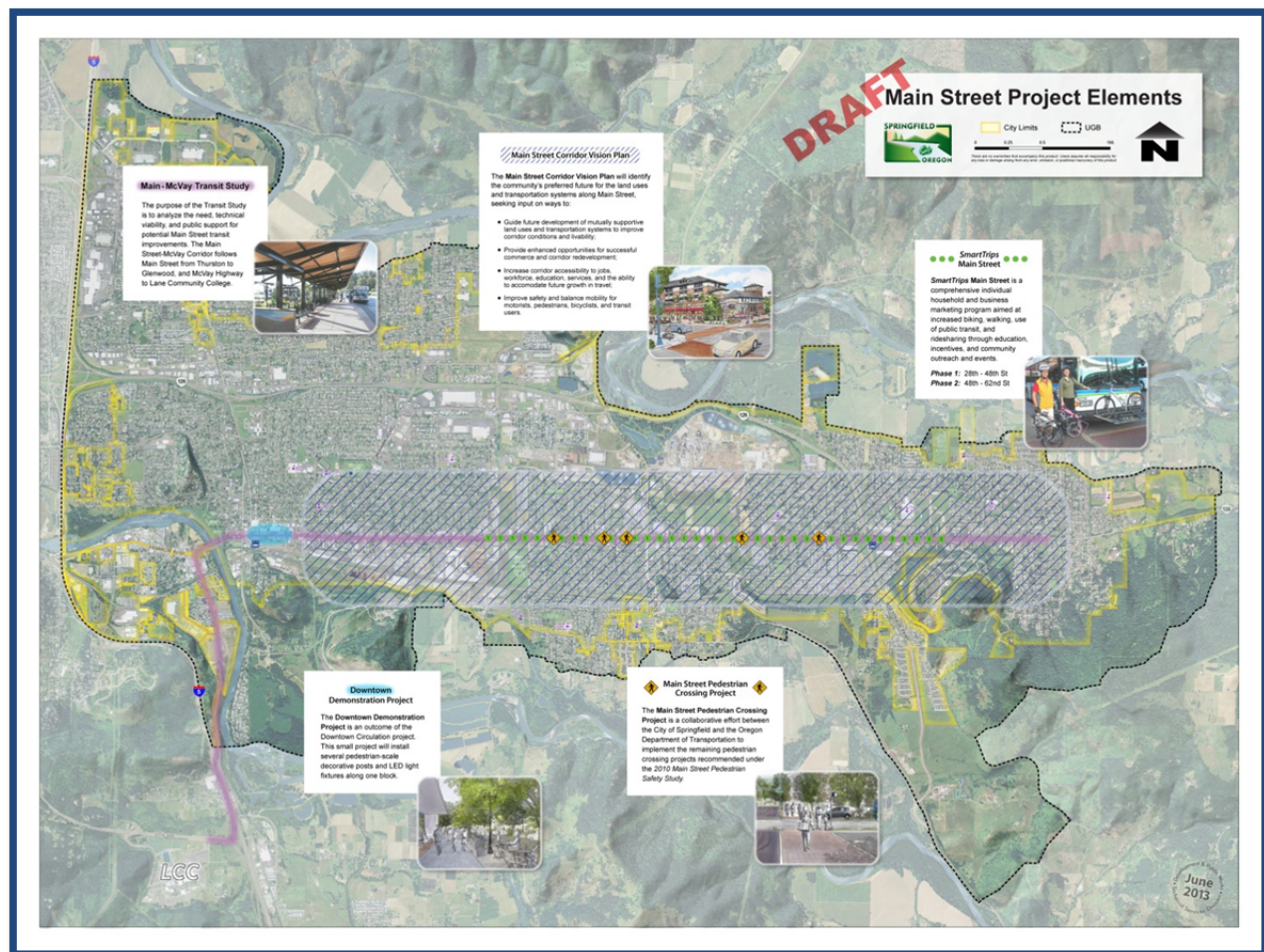
Source: Lane Transit District. 2014.

2.2 Relationship to Other Area Projects

There are five related projects occurring in the area of the Main-McVay Transit Study. There are four projects occurring in the Main Street corridor (SmartTrips, Downtown Demonstration, Main Street Vision, Pedestrian Crossings) that have been closely coordinated with initial public outreach for the Main-McVay Transit Study (Figure 2.2-1). It is critical that all five of these projects are coordinated and

managed in a way that is understandable to the community in terms of consistency and interrelationships. To date, the five Main Street projects (not including the Franklin Blvd Project) have been coordinated through a three-tiered management structure that includes project direction provided by the Governance Team. There is one additional project that is relevant to the Main-McVay Transit Study: the Franklin Boulevard Study. This study is evaluating improvements to Franklin Boulevard and McVay Highway (Figure 2.2-2) in the Glenwood area. Each of the projects is summarized below.

Figure 2.2-1. Main Street Projects



Source: City of Springfield. 2014.

Figure 2.2-2. Franklin Boulevard Study Area



Source: CH2MHILL. Franklin Boulevard Study, City of Springfield, Oregon. 2009.

2.2.1 Main Street Projects Overview

Throughout Springfield’s history Main Street has been the “heart” of the community. Now, the City has a great opportunity to look at and think about the future of the seven miles that make up the Main Street corridor, and to identify and discuss potential changes along the corridor that will leverage the local economy and the quality of the community for decades to come. From the Willamette River out to Thurston, Main Street serves the community in many ways.

The city of Springfield, in partnership with Oregon Department of Transportation and Lane Transit District, is coordinating the Main Street Projects to look at:

- pedestrian crossing improvements;
- feasibility of transit improvements;
- determining the community’s vision for future development along the corridor;
- improving lighting in downtown; and
- providing assistance to individuals who want to learn about and take advantage of a full range of travel options.

These efforts are being accomplished by using federal and state funds along with local matching funds. Springfield’s Mayor and Council place a very high value on open and transparent public processes that involve Springfield citizens and other stakeholders in exploring issues and identifying problems and solutions.

2.2.1.1 Main Street Corridor Vision Plan

The Vision Plan identifies the community's preferred future for the land uses and transportation systems on Main Street.



This planning process started in 2013 and is currently on-going.

2.2.1.2 Main Street Pedestrian Crossing Project

In a collaborative effort between the City of Springfield, Oregon Department of Transportation (ODOT) and LTD, six pedestrian crossing projects recommended under the *2010 Main Street Pedestrian Safety Study* are being implemented in order to provide safer crossing opportunities along the Main Street corridor.

The City of Springfield is the lead in overseeing the public outreach, construction and installation of the pedestrian crossings. The City of Springfield conducts stakeholder outreach in each location before construction occurs to perform analysis and determine possible mitigation measures related to the crossings.

These six pedestrian crossings were identified in the *2010 Main Street Pedestrian Safety Study*. The Study recommended a total of eight pedestrian crossings. To date two crossings have been installed by ODOT with the remaining crossings to be installed by the City of Springfield.



2.2.1.3 Downtown Demonstration Project

As an outcome of the downtown circulation project, this small project will install several pedestrian scale decorative posts with LED light fixtures and eventually enhance existing crosswalks with brick pattern pavement markings in Springfield's downtown. Lighting will be installed on Main Street from Pioneer Parkway East to 6th Street, on South 5th Street from Main to South A Street, and on 6th Street from Main Street to the alley between Main Street and South A Street (i.e. the alley next to City Hall). The LED light fixtures have been identified for installation in this key location of Springfield's downtown to improve safety, visibility, and aesthetic in the area. Currently the lighting phase of the project is underway is expected to be complete by summer 2015.

2.2.1.4 SmartTrips Main Street

SmartTrips is a comprehensive individual household and business outreach program aimed at increasing biking, walking, use of public transit, and ridesharing. Through education, incentives, and community outreach and events, SmartTrips encourages residents to use transportation options. [SmartTrips: Springfield](#) launched the Gateway program in 2012, the Hayden Bridge program in 2013, and the Main Street Program is scheduled to be the third program. SmartTrips is a collaborative effort between the City of Springfield and Point2point, a part of Lane Transit District (LTD), the Regional Transportation Options Program.



2.2.2 Franklin Boulevard Redevelopment Project

While not part of the “5 Main Street Project Elements,” the Franklin Boulevard Redevelopment Project is related to this Main-McVay Transit Study. The city of Springfield is beginning the design of improvements to Franklin Boulevard to support redevelopment and new investment in the Glenwood area. The Franklin Boulevard Redevelopment study considered design concepts for Franklin Boulevard Highway from I-5 to Nugget Way and for the intersection of Franklin Boulevard and McVay Highway near the Springfield bridges. The project is currently undergoing environmental review through the National Environmental Protection Act (NEPA) process.



The City is currently working with the Federal Highway Administration (FHWA) who will determine the project’s NEPA classification (Categorical Exclusion [CE],

Environmental Assessment [EA] or Environmental Impact Statement [EIS]).

2.3 Study Problem Statement

The following draft Problem Statement was prepared by the Stakeholder Advisory Committee and the Governance Team. The draft Problem Statement is currently under review and may be modified pending the findings of this Baseline Report.

The Main-McVay Corridor is an L-shaped Corridor extending from 69th Street on Main Street to Lane Community College on McVay Highway. The Corridor is comprised of two segments, the Main Street Segment and the McVay Highway Segment, which connect at Franklin Boulevard and McVay Highway. The segments,



while part of an overall corridor, have differing issues and concerns that are to be addressed by this study.

Main Street Segment

Transit Service on Main Street is hindered by overcrowded buses, increasing transit travel time and operating cost caused by signal and passenger boarding delays, and safety and security issues for passengers accessing buses at transit stops that are poorly lit and not located at signalized street crossings. If not addressed, these issues will worsen in the future as the corridor's population, employment, and transit ridership increase.

McVay Highway Segment

Transit service on McVay Highway is hindered by poor pedestrian access, and rider security and safety concerns, and is not positioned to handle the growth and redevelopment planned for the Glenwood area.



2.4 Project Purpose and Need

The following Purpose and Need Statements were prepared by the Stakeholder Advisory Committee and the Governance Team. The Statement of Purpose has been reviewed by the Springfield City Council (on July 7, 2014) and the LTD Board of Directors (on July 16, 2014). The draft Statement of Need is currently under review and may be modified pending the findings of this Baseline Report.

2.4.1 Statement of Purpose

The purpose of the Main-McVay Transit Study project is to identify a range of transit improvements in the Main-McVay Corridor that provide improved mobility and transportation choices to residents, businesses, visitors, and commuters. The improvements will be consistent with regional plans and the community's long-term vision and goals for the area. The range of improvements will include options that result in improved regional connectivity and equitable transit access to destinations such as employment, educational institutions, shopping, appointments, and recreational opportunities for area residents.

The project improvements would strive to enhance the safety and security of the Corridor, improve the integration of walkers, cyclists, transit riders, autos, and freight along and through the Corridor, and improve connections to and from adjacent neighborhoods.

The project would support local, regional, and state plans and goals for land use and transportation; efforts in the Main-McVay Corridor aimed at encouraging economic revitalization and land use redevelopment; and, plans and programs to create Main Street and McVay Highway identities and improve aesthetics on the Corridor, making it an attractive place to live, work, and shop.

2.4.2 Statement of Need

The need for the project results from:

- High transit ridership along the Main Street corridor that results in overcrowding of bus trips during peak travel times. The #11 Thurston route which operates on Main Street has the second highest ridership in the LTD system (after EmX), with an average of more than 3,500 boardings per weekday. During the past year, seven buses were overcrowded to the point that 78 riders were left behind at stop(s);
- Pedestrian safety issues for riders walking to and from the bus stops on Main Street, including street crossings to access bus stops that are not located near a signalized or enhanced crossing;
- High student use along the corridor, especially in the Thurston area, creates special safety and access issues.
- Lengthening transit travel times and deteriorating public transportation reliability in the Main Street segment due to growing traffic congestion, signal delays, and passenger boarding delays. Average run time route on the #11 Thurston has increased 3.5 percent in the last five years, with midday run time increasing by more than 10 percent during that period. In the fall of 2014, schedule time will be added to the route due to the lengthening travel time. Approximately 7.5 percent of the #11 Thurston trips on an average weekday are more than four minutes late, a figure that is higher than the system average of 7.0 percent;
- Limited corridor revitalization and redevelopment resulting from aging structures and infrastructure and a poor visual environment along Main Street, South A Street, and McVay Highway;
- Historic and projected increases in traffic congestion in the Main-McVay Corridor due to increases in regional and corridor population and employment;
- For this corridor project, McVay Highway, as designed today, does not support the proposed mixed-use development goals expressed in the Glenwood Refinement Plan or the Franklin Boulevard Redevelopment Project;
- Policy direction in regional and City transportation plans that assume increased reliance on public transportation to address the community's future transportation needs;
- Increasing operating expenses, combined with increasingly scarce operating resources, while demanding more efficient public transportation operations;
- The decision in the adopted 2035 Regional Transportation Plan (RTP) to include bus rapid transit (composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers) in the fiscally constrained model as part of the regional transportation strategy.
- The decision in the adopted Springfield 2035 Transportation System Plan (STSP) to include partnering with LTD to provide frequent transit network (FTN) connections along major corridors, connecting to local neighborhood bus service and major activity centers to provide viable alternatives to vehicle trips. The STSP incorporates numerous FTN projects and 20-year priority

roadway, urban standards and pedestrian / bicycle projects relevant to the Main-McVay Transit Study.

- Local and regional land use and development plans, goals, and objectives that identify the Main-McVay Corridor for residential, commercial, retail, institutional/educational, government, and industrial development to help accommodate forecasted regional population and employment growth.

2.5 Study Goals and Objectives

The following Goals and Objectives were prepared by the Stakeholder Advisory Committee and the Governance Team. These Goals and Objectives have been reviewed by the Springfield City Council (on July 7, 2014) and the LTD Board of Directors (on July 16, 2014).

Goal 1: Improve corridor transit service

- Objective 1.1: Improve transit travel time
- Objective 1.2: Improve transit service reliability
- Objective 1.3: Provide convenient transit connections that minimize the need to transfer
- Objective 1.4: Increase transit ridership and mode share along the corridor
- Objective 1.5: Improve access of other modes such as walking, bicycling, and auto (park and ride) to transit
- Objective 1.6: Enhance equitable transit for users without regard to race, color, religion, sex, sexual orientation, national origin, marital status, age or disability.

Goal 2: Meet current and future transit demand in a cost-effective and sustainable manner

- Objective 2.1: Control the increase in transit operating cost to serve the corridor
- Objective 2.2: Increase transit capacity to meet current and projected ridership demand
- Objective 2.3: Implement corridor improvements that provide an acceptable return on investment
- Objective 2.4: Implement corridor improvements that minimize impacts to the environment and, where possible, enhance the environment

Goal 3: Support economic development, revitalization and land use redevelopment opportunities for the corridor

- Objective 3.1: Support development and redevelopment as planned in other adopted documents
- Objective 3.2: Enhance the aesthetics of the corridor to improve economic activity
- Objective 3.3: Coordinate transit improvements with other Main Street projects

Objective 3.4: Coordinate transit improvements with other Franklin Boulevard / McVay Highway projects

Objective 3.5: Minimize adverse impacts to existing businesses and industry

Goal 4: Enhance the safety and security of the corridor

Objective 4.1: Improve the safety of pedestrians and bicyclists accessing transit and crossing the Corridor

Objective 4.2: Enhance the security of transit users and of the corridor as a whole

Goal 5: Enhance other modes of travel

Objectives 5.1: Improve transit operations in a way that is mutually beneficial to vehicular traffic flow around transit stops and throughout the corridor

Objectives 5.2: Improve bicycle and pedestrians connections along the corridor and to and from transit stops

2.6 Evaluation Criteria

Evaluation Criteria will be used during the screening process to determine how well each of the proposed alternatives would meet the project's Goals and Objectives. The Evaluation Criteria will require a mix of quantitative data and qualitative assessment. The resulting data will be used to measure the effectiveness of proposed alternatives and to assist in comparing and contrasting alternatives. In Table 2.6-1, Evaluation Criteria are listed for each of the project's Objectives. Some Objectives have only one criterion for measuring effectiveness while others require several criteria to measure effectiveness.

The following Evaluation Criteria were prepared by the Stakeholder Advisory Committee and the Governance Team. The draft Evaluation Criteria are currently under review and may be modified pending the findings of this Baseline Report.

Table 2.6-1. Preliminary Draft Evaluation Criteria

Goals and Objectives		Evaluation Criteria
Goal 1: Improve corridor transit service		
Objective 1.1:	Improve transit travel time	<ul style="list-style-type: none">Round trip transit pm peak travel time between select origins and destinations
Objective 1.2:	Improve transit service reliability	<ul style="list-style-type: none">On-time performance (no more than 4 minutes late) of transit service
Objective 1.3:	Provide convenient transit connections that minimizes the need to transfer	<ul style="list-style-type: none">Number of transfers required between heavily used origin-destination pairs
Objective 1.4:	Increase transit ridership and mode share in the corridor	<ul style="list-style-type: none">Average weekday boardings on Corridor routesTransit mode share along the corridor
Objective 1.5:	Improve access of other modes such as walking, bicycling, and auto (park and ride) to transit	<ul style="list-style-type: none">Population within ½ mile of transit stopBicycle capacity at stops, stations, and on the busNumber of park and ride spaces with direct transit access to major destinations

Goals and Objectives	Evaluation Criteria
	<ul style="list-style-type: none"> Assessment of accessibility by persons with mobility challenges
Objective 1.6: Enhance equitable transit for users without regard to race, color, religion, sex, sexual orientation, national origin, marital status, age or disability	<ul style="list-style-type: none"> Distribution of transit service and facility improvements relative to concentrations of minority populations along the Corridor.
Goal 2: Meet current and future transit demand in a cost-effective manner	
Objective 2.1: Control the increase in transit operating cost to serve the corridor	<ul style="list-style-type: none"> Cost per trip Impact on LTD operating and maintenance costs Meet or exceed FTA's Small Starts requirements for cost-effectiveness Cost to local taxpayers
Objective 2.2: Increase transit capacity to meet current and projected ridership demand	<ul style="list-style-type: none"> Capacity of transit service relative to the current and projected ridership
Objective 2.3: Implement corridor improvements that provide an acceptable return on investment	<ul style="list-style-type: none"> Benefit/cost assessment of planned improvements
Objective 2.4: Implement corridor improvements that minimize impacts to the environment and, where possible, enhance the environment	<ul style="list-style-type: none"> Results of screening-level assessment of environmental impacts of alternative
Goal 3: Support economic development, revitalization and land use redevelopment opportunities for the corridor	
Objective 3.1: Support development and redevelopment as planned in other adopted documents	<ul style="list-style-type: none"> Support for the overall BRT System Plan Support for the Springfield Transportation System Plan (STSP) Frequent Transit Network (FTN) concept Amount of vacant and underutilized land within ½ miles of stops/stations Acquisitions and/or displacement of residents measured in acres of property acquired and residential unit and parking displacements Local jobs created by project construction Percentage of current and planned population within ½ mile of FTN stop Percentage of current and planned employment within ½ mile of FTN stop
Objective 3.2: Enhance the aesthetics of the corridor to improve economic activity	<ul style="list-style-type: none"> Potential impact to street trees, landscaping Number of transit-related visual elements identified in adopted plans that would be implemented by alternative Potential impacts to the natural environment Opportunity for streetscape improvements, wayfinding, and design elements that reinforce the community's identity and increase awareness of economic activity areas
Objective 3.3: Coordinate transit improvements with other Main Street projects	<ul style="list-style-type: none"> Capability of transit improvement to coordinate with other Main Street projects identified in adopted plans Opportunity for streetscape improvements, wayfinding, and design elements that reinforce the community's

Goals and Objectives	Evaluation Criteria
Objective 3.4: Coordinate transit improvements with other Franklin Boulevard / McVay Highway projects	<ul style="list-style-type: none"> identity and increase awareness of Main Street projects • Capability of transit improvement to coordinate with other Franklin Boulevard / McVay Highway projects identified in adopted plans • Opportunity for streetscape improvements, wayfinding, and design elements that reinforce the community's identity and increase awareness of Franklin Boulevard / McVay Highway projects
Objective 3.5: Minimize adverse impacts to existing businesses and industry	<ul style="list-style-type: none"> • Impacts to businesses along the Corridor measured in acres of property acquired and parking displacements • Impact on freight and delivery operations for Corridor businesses
Goal 4: Enhance the safety and security of the corridor	
Objective 4.1: Improve the safety of pedestrians and bicyclists accessing transit and crossing Main Street	<ul style="list-style-type: none"> • Number and quality of designated (marked) crossings near transit stops (signalized or unsignalized) • General assessment of safety for persons with mobility challenges • General assessment of potential to reduce the number of pedestrian / vehicle collisions • General assessment of potential to reduce the number of bicycle / vehicle collisions
Objective 4.2: Enhance the security of transit users and of the corridor as a whole	<ul style="list-style-type: none"> • Amount of added street lighting • Amount of added lighting at / near transit stops • Extent and character of stop and station improvements
Goal 5: Enhance other modes of travel	
Objective 5.1: Improve transit operations in a way that is mutually beneficial to vehicular traffic flow around transit stops and throughout the corridor	<ul style="list-style-type: none"> • Impact on current and future year intersection Level of Service (LOS) • Impact on current and future year PM peak hour auto / truck travel times
Objective 5.2: Improve bicycle and pedestrians connections along the corridor and to and from transit stops	<ul style="list-style-type: none"> • General assessment of the interface with pedestrians and bicyclists • Length of new or improved sidewalk in stop and station areas • Length of new or improved bike lanes in stop and station areas • Number of bicycle treatments in stop and station areas

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3 Study Process

This chapter provides an overview of the Main-McVay Transit Study process. Additional information about this study and related projects is available on the city of Springfield's website at <http://ourmainstreetspringfield.org>.

3.1 Community Conversations and Stakeholder Input

The project team, including City, LTD, and consultant staff, worked closely with elected and appointed officials to conduct initial stakeholder and public outreach. This initial outreach included small group meetings called, "Community Conversations," general public outreach at community events such as SummerFair and National Night Out. [A summary of the Community Conversations can be found on the Our Main Street website and by clicking here \(PDF\)](#). This Study will use input from the initial stakeholder and public outreach to develop a range of transit solutions for the Corridor.

A Stakeholders Advisory Committee (SAC) will consider technical information in advising the project team and the Governance Team. The public has been invited to attend SAC meetings and can submit written comments to the project team.

A Governance Team (GT) will consider recommendations from the Stakeholder Advisory Committee and project team, community input and technical information when directing the project team and advising the Springfield City Council and LTD Board. The public has been invited to attend GT meetings. Public comments can be given at Springfield City Council meetings and LTD Board meetings.

Regular electronic updates have been sent to an Interested Parties List and the project team has participated in outreach events associated with other area projects.

Comments and questions are welcome at any time during the project by submitting comments via the coordinated Main Street / McVay website or by contacting City or LTD Project Managers by phone.

3.2 Background Research

An assessment of existing conditions occurred for the various disciplines under consideration. Particularly sensitive resources in the Corridor include wetlands and water resources, archaeological resources, Section 4(f) and 6(f) resources (public parkland and wildlife refuge area), and rare plant critical habitat. For this Study, the research for this Report is based entirely on existing data – no data modeling or extrapolation was conducted for this Study. Background reviews included review of existing studies, plans and databases. Field surveys (windshield surveys) were conducted for sensitive resources such as wetlands and protected species. Future conditions were documented from existing plans and studies.

3.3 Mode Alternatives

In May and June 2014, the SAC and GT considered a recommendation from the project team regarding which transit modes to evaluate in the Study. Studies conducted in the 1990s concluded that BRT was a

more cost effective high capacity transit mode than urban rail modes for the Eugene-Springfield metro area. In 2008, LTD conducted a comparative analysis of BRT and urban rail and found that the LTD EmX Green Line compares favorably with both streetcar and light rail systems. This 2008 analysis confirmed that the conclusions of the studies from the 1990s were still valid. LTD EmX has a lower cost per boarding than the streetcar or light rail system examples. The EmX also is rated in the middle in terms of boardings per route mile, even though light rail systems generally have higher capacities.

Based on the findings of previous mode alternative studies, the project team concluded that BRT continues to be a more cost effective high capacity transit mode choice for the Eugene-Springfield metro area and recommended eliminating the following non-bus mode alternatives from further consideration in the Main-McVay Transit Study:

- Grade Separated Transit
- Light Rail
- Monorail
- Streetcar
- Trolley Bus

The project team recommended advancing the following bus mode alternatives for further evaluation in the Main McVay Transit Study:

- Fixed Route Bus
- Enhanced Bus
- Bus Rapid Transit (BRT)

The SAC and the GT concurred with the project team recommendations. The conceptual alternatives considered in the Main-McVay Transit Study will be bus mode alternatives.

3.4 Conceptual Alignment Alternatives Development

The findings of this Report will be used by the project team, the SAC and the GT to develop conceptual transit alternatives during a two-day workshop. After the workshops, the design team will refine the alternatives concepts. These refined concepts will be reviewed by the SAC and GT for final comments and modifications before being evaluated in the multi-tiered screening, described in the next section.

3.5 Screening and Evaluation of Alternatives

The purpose of the screening and evaluation effort is to determine which alternatives are most appropriate for the Corridor and hold the most promise in solving the identified problems. Alternatives which hold the most promise by meeting the study's Purpose and Need and its goals and objectives would be carried forward to future phases of the project for further consideration.

Mode Alternatives

Mode is a particular form or method of travel distinguished by vehicle type, operating characteristics and right-of-way separation from other traffic. Examples of "mode technology" include bus, rapid bus, and rail. Examples of "operating characteristics" included local vs express, stations vs no-stop, and integrated feeders vs transfers. Examples of "degree of right-of-way separation" include mixed traffic and exclusive right-of-way.

Alignment Alternatives

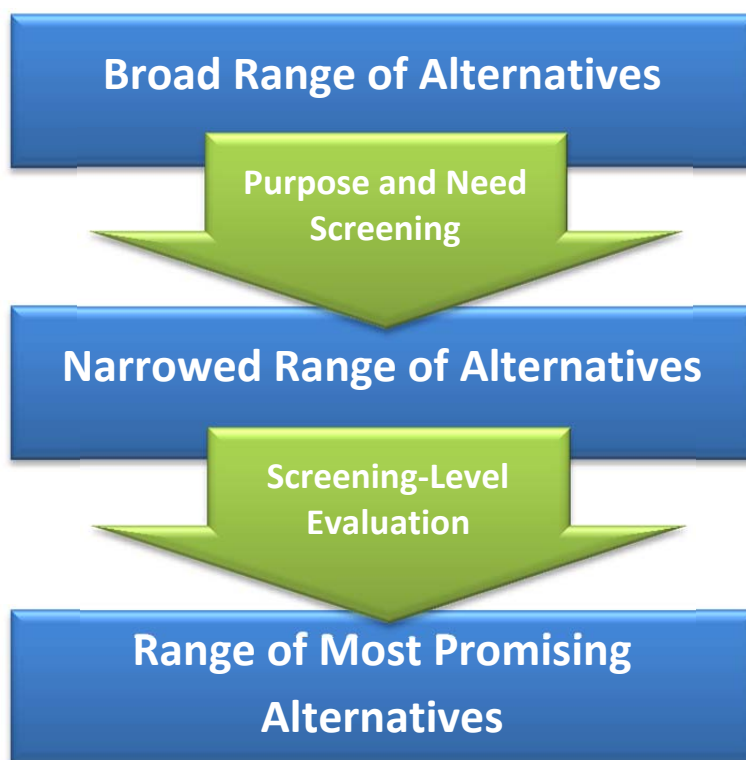
Alignment is the street or corridor in which the transit project would be located. Alignment elements include horizontal (e.g., streets, medians, rights-of-way), vertical (e.g., elevated, at-grade, subway), station locations, and length.

A two-step process will be used to narrow the broader range of alternatives to a smaller range of alternatives for further study. The screening process evaluates each alternative in terms of its potential adverse or beneficial effect to the project area environment. This includes consideration of issues including land use, transportation, economic development, compliance with plans and regulations, and effects to the built environment, parks, cultural and natural resources, among others.

The screening steps to be used in this Study are described below.

3.5.1 Purpose and Need Screening

The first level of screening gauges whether an alternative addresses the Study's Purpose and Need (described in Section 2.4). After the broader range of alternatives is developed, the project team will screen the alternatives to determine which alternatives have the potential to address the Study's Purpose and Need. Alternatives which have the potential to address the Purpose and Need will be recommended for advancement to the next level of evaluation (the criteria evaluation) while alternatives that are not consistent with the Purpose and Need will be recommended for elimination from further consideration. The findings and recommendations from the Purpose and Need Screening will be considered by the SAC and the GT in determining the narrowed range of alternatives. This narrowed range of alternatives will be advanced to the next level of evaluation.



3.5.2 Screening-Level Evaluation

In the screening-level evaluation, the Evaluation Criteria will be used to determine how well each of the proposed alternatives would meet the project's Goals and Objectives. The Evaluation Criteria are described in Section 2.6 and the Goals and Objectives are described in Section 2.5. Each of the alternatives is scored based on the Evaluation Criteria – the higher the point total the better the alternative is in meeting the Study's Goals and Objectives. The resulting data and scoring will be used to assist in comparing and contrasting alternatives.

There is no proposed weighting of the criteria. It is understood and expected that those evaluating the alternatives will provide their own perspective on the importance of individual criteria in forming their opinions of the relative merits of the alternatives.

The findings and recommendations from the Screening-Level Evaluation will be considered by the SAC and the GT in determining the range of most promising alternatives, which are those alternatives that have the greatest probability of addressing the identified Corridor transportation problems.

3.5.3 Range of Most Promising Alternatives

If LTD and the city of Springfield determine to advance into a project phase, the range of most promising alternatives would be advanced to the next phase.

