

JULY 12, 2021 | FY 2021 | RAISE GRANT APPLICATION

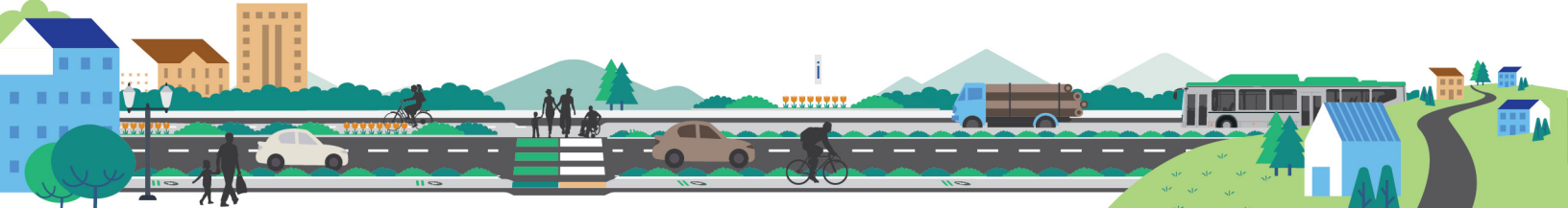
FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up



TABLE OF CONTENTS

- I. Project Description 1
 - 1) Transportation Challenges 2
 - 2) Addressing the Challenges 4
 - 3) Project History and Work Completed 6
- II. Project Location 8
- III. Grant Funds, Sources and Uses of all Project Funding 10
- IV. Selection Criteria 12
 - 1) Primary Selection Criteria 12
 - a) Safety 12
 - b) Environmental Sustainability 14
 - c) Quality of Life 16
 - d) Economic Competitiveness 18
 - e) State of Good Repair 20
 - 2) Secondary Criteria 21
 - a) Partnership 21
 - b) Innovation 23
- V. Environmental Risk Review 25
 - a) Project Schedule 26
 - b) Required Approvals 26
 - c) Local and State Approvals 27
 - d) Federal Transportation Requirements Affecting State and Local Planning 28
- VI. Benefit Cost Analysis 29



List of Figures

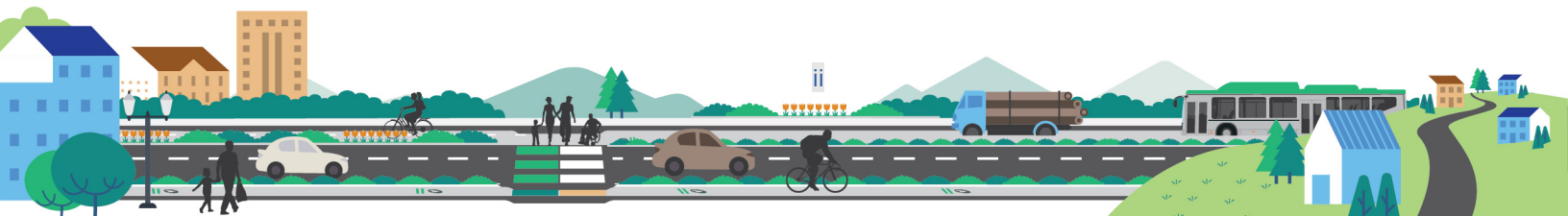
Figure 1: Walnut Concept with Two-Way EmX Lanes and Relocated Station	3
Figure 2: Rendering of Walnut Roundabout.....	5
Figure 3: Project History and Work Completed	7
Figure 5: Areas of Persistent Poverty and Overburdened Populations	10
Figure 4: Franklin Boulevard Corridor.....	9
Figure 6: Franklin Boulevard Fatal and Major Serious Injury Crash Map (2007-2021).....	13
Figure 7: Roundabout Crash Reduction	14
Figure 8: Likelihood of Death and Severe Injury Due to Speed	14
Figure 9: Depiction the Completed Phase 1 Vision	23
Figure 10: Project Schedule	26

List of Tables

Table 1: Summary of Proposed Funding Sources.....	11
Table 2: Summary of Estimated Costs	11
Table 3: Summary Funding Allocation by Sources.....	11
Table 4: Project Partners	22
Table 5: Project Outreach.....	27
Table 6: Local and State Approval Documentation	28
Table 7: Summary Benefit-Cost Metrics (Millions of \$2019).....	29
Table 8: Project Goals Alignment with Primary Selection Criteria	29

List of Appendices

Appendix A.	Documentation of Funding Commitments
Appendix B.	Letters of Support
Appendix C.	Concept Plans
Appendix D.	Cost Estimate Backup
Appendix E.	Benefit-Cost Analysis Supplementary Documentation
Appendix F.	Benefit-Cost Analysis Model



I. PROJECT DESCRIPTION

Franklin Boulevard is the major arterial connecting the cities of Eugene and Springfield and currently stands in the way of much of what the region values. It limits everyone’s mobility choices in a metro area with a high concentration of car-free residents. It hinders rural residents’ access to the cities’ opportunities and good-paying jobs. It jeopardizes safety for all users and degrades the environment. Franklin Boulevard is a relic. More than being simply ill-suited to the urban development patterns around it, it threatens to halt the progress Eugene-Springfield residents are shaping together.

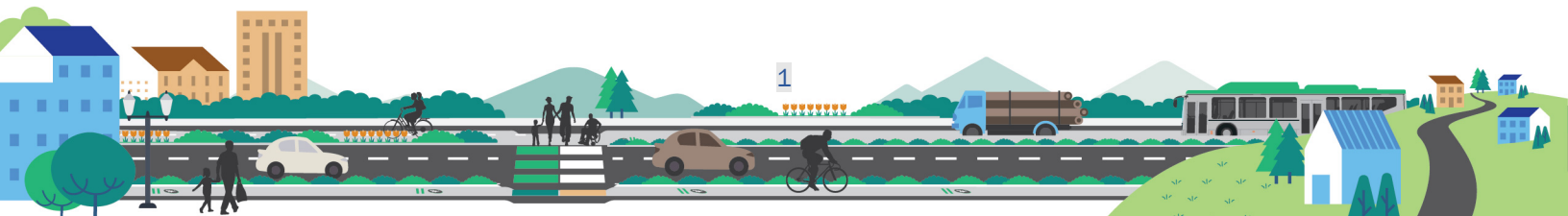
Eugene and Springfield care for their people by caring for their places. In the case of Franklin Boulevard, care is shown through infrastructure residents can count on – design solutions that will increase safety, job opportunity, equity, and travel choices for all.

Thanks to a true partnership and dedication to change between its anchor cities, investments will transform a deteriorating state highway into an urban complete street. Transforming Franklin Boulevard will increase the number of people who can move through and along the corridor, increase access to opportunity for disproportionately low-income neighborhoods and vulnerable populations near the corridor—some in Areas of Persistent Poverty, will deliver significant environmental benefits, and will improve safety for all types of travelers who rely on Franklin Boulevard to reach their destinations on time.

By increasing transportation choices for those who need them most, this project will improve options for healthy lifestyles and enable economic prosperity by increasing access to goods, services, education, and employment. Critically, this project will create more affordable and accessible transportation choices. Transportation is the second highest household cost in the area behind housing. This project has the opportunity to lower household transportation costs through an improved bus rapid transit (BRT) system, continuous sidewalks, and safer more convenient connections to the regional bicycle network.



The partnership between Eugene and Springfield to rebuild and revive Franklin Boulevard will implement the policies and actions from the cities’ transportation , long-range land use plans, and the Eugene, Lane Transit District and University of Oregon Climate Action Plans – including Eugene’s goal to triple the percentage of trips made on foot, by bicycle, and by transit by 2035. The project will convert large, signalized intersections to multi-lane roundabouts that improve safety and allow for reallocated space to include separated/protected bicycle and pedestrian facilities and an additional lane for BRT. It will increase frequency of transit service and reduce reliance on single occupancy vehicles. When this corridor shifts to emphasize active transportation and reduce intersection idling times, the entire region will reap the air quality benefits from decreased reliance on fossil fuels and lower greenhouse gas emissions.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

The transformation of Franklin Boulevard has been ongoing for 15 years with incremental investments. Today, the efforts of visionary implementation can be seen clearly: major arterial improvements in Springfield's Glenwood district (using federal and local funding for "Phase 1"); Lane Transit District's (LTD's) Emerald Express (EmX) BRT system built in 2007 that bursts with 14,000 riders per day; and construction cranes dotting the sky. Large-scale projects constructed over the past decade along or near Franklin Boulevard are estimated at over half a billion dollars, have spurred jobs, created much needed multi-family housing, and activated the edges of the street. Past planning and BRT investments have begun to spark development along Franklin Boulevard that is outpacing Eugene's and Springfield's ability to provide a safe, urban arterial corridor on this former state highway. The cities and their partners remain committed to finding ways to implement the shared vision for the corridor on a large scale to make greater positive change. Lives are at risk and continue to be lost. In numerous planning processes in both cities, residents and stakeholders continue to advocate that Franklin Boulevard should be a top priority for investment, especially as human centric development accelerates on and near the corridor.



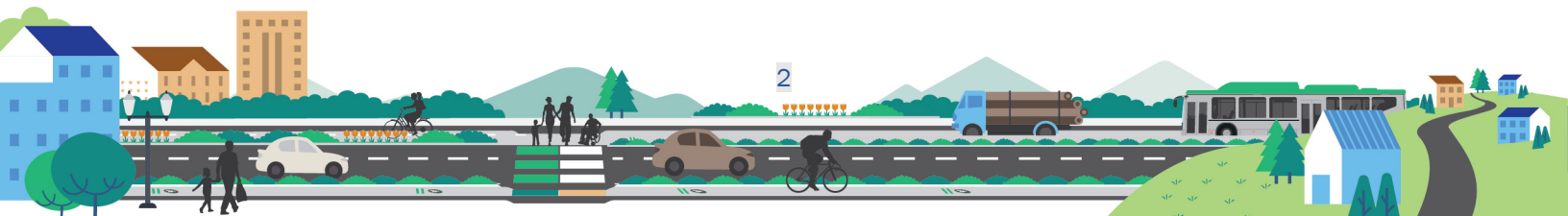
Transit-oriented development is already responding to Franklin Boulevard's BRT line, causing a need to expand capacity and upgrade the streetscape. This photo shows the Matthew Knight Arena in the background, new housing, and hospitality development in the foreground built around the EmX Walnut Station.

The regional **Franklin Boulevard Partnership** will leverage both cities' progress with a common vision and enhanced power to create change, recognizing the fundamental need to provide a seamless link between Eugene's downtown to the west and Springfield's downtown to the east with the University of Oregon, critical social and health services, and large-scale, transit-oriented development sites already built or primed for investment in between. The need to improve safety for all, decrease environmental impacts, and increase opportunities and modal choice for those who need it most, are the drivers for the vision. With a proven track record of federal partnerships and funding, Franklin Boulevard's transformation will be a showcase for climate-smart innovative technologies and regional partnerships across all sectors, culminating in a corridor that is safe and equitable.

Rather than acting as a crumbling barrier to travel and to socioeconomic-related mobility, Franklin Boulevard can help boost economic recovery and job access to those searching for opportunity. The climate-smart investments of this project will ultimately result in an economically resilient, healthy place for years to come.

1) Transportation Challenges

As the Eugene-Springfield region's major east-west arterial, Franklin Boulevard is a now-bypassed state highway that serves the entire county's residents and welcomes visitors daily. Yet as the region

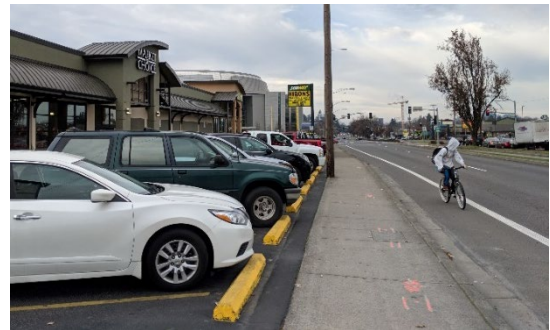


FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

has grown, Franklin Boulevard no longer serves the transportation needs or safety expectations of its communities. Rebuilding and reviving Franklin Boulevard will tackle enduring challenges facing the region, including:

Challenge 1: Unsafe Conditions for All – Fast speeds and unsafe driver behavior present constant safety risks on Franklin, particularly for people walking and biking. A 2021 Oregon Department of Transportation study, “Pedestrian Injury and Social Equity in [Oregon](#),” showed that Black and Indigenous people of color (BIPOC) populations experience a higher burden of fatal pedestrian injuries in Oregon. In census tract 37, which comprises the portion of the **Franklin Boulevard Partnership** west of I-5, a full 32% of the population doesn’t own a car. Fatal, life changing injury, as well as less severe crashes on Franklin Boulevard have occurred in both cities as recently as July 2021. Demands for a safer street are rising. Franklin Boulevard’s sheer width, number of lanes, fast speeds, lack of safe intersections and crossing treatments, lack of continuous bike facilities, presence of obstructed and non-ADA compliant sidewalks, and long block distances between suitable crossings all create significant safety concerns. This is especially true for the most vulnerable people who use the street on foot, bicycle, or with mobility devices. Mobility choice should not be a life or death decision.



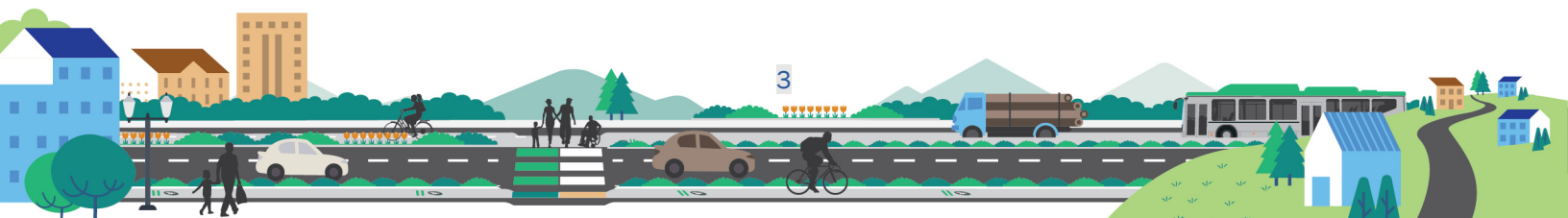
Sidewalks without a buffer and substandard bike facilities are not comfortable places for people to walk and bike on Franklin Boulevard while motor vehicles are speeding by them. Most sections of Franklin Boulevard lack bike facilities altogether.

Challenge 2: At-Capacity EmX BRT System – The Franklin Corridor is the busiest segment of LTD’s BRT network and serves as the spine of this growing system. It provides access to both Eugene’s and

Figure 1: Walnut Concept with Two-Way EmX Lanes and Relocated Station



This drawing shows a proposed typical cross section west of Interstate 5. The design will include two-way bus rapid transit lanes in the middle, two general purpose lanes each direction, and generous, buffered or separated bikeways and sidewalks at the street’s edge. Transit-oriented development in existing plans is already creating redevelopment that pulls buildings to the back of sidewalk creating an urban, mixed-use environment indicative of an urban campus along west Franklin Boulevard.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

Springfield's job and educational opportunities. Along parts of Franklin Boulevard, transit bottlenecks occur where EmX buses are forced to share one bidirectional bus lane, negatively impacting transit service and limiting expansion opportunities. As EmX ridership has grown, the infrastructure that must support it has been unable to provide sufficient operational capacity. The transit bottleneck limits time savings for passengers, impedes reliability, and potentially compels more people to drive more often, even for short trips.

Challenge 3: Poor Network Connectivity and Travel

Delay – Despite being a street that was built for motor vehicles, people driving cars and trucks still often experience long queues along Franklin Boulevard, particularly at signalized intersections. Creating a safer network where everyone achieves better outcomes is critical. The deteriorating condition of Franklin Boulevard currently doesn't meet the design standards of either Eugene or Springfield. The street's design and function today encourage drivers to speed between signalized intersections. Changes are needed so that the EmX BRT functions to its full potential and so motorists drive at safe speeds, yield or stop for people walking or biking, flow more efficiently and safely through roundabouts, and use Franklin Boulevard like a community connection and destination instead of a through-highway.



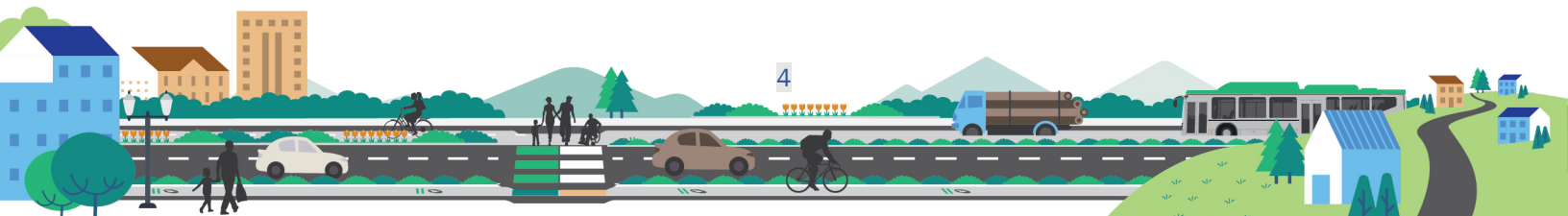
Franklin Boulevard's congestion and auto-oriented design do not promote a safe, inviting streetscape for those walking and biking.

2) Addressing the Challenges

Eugene and Springfield envision a transformed Franklin Boulevard that is representative of their community – collaborative, active, caring, technologically savvy, interconnected, and community-minded. Addressing Franklin Boulevard's challenges now is critical for the future as the two cities and region prepare for new development to accommodate economic resurgence and opportunities for all people in a way that remains consistent with its community aspirations, climate targets, and safety standards. Goals of the **Franklin Boulevard Partnership** include:

Goal 1: Transform Franklin Boulevard from a dangerous auto-oriented thoroughfare to a safe, multimodal street that works for the neighborhoods along the corridor and the region. Franklin Boulevard will be redesigned as a complete street that is safe for all and comfortable to walk, bike, and take transit in the following ways:

- Roundabouts with separated bicycle infrastructure and wider sidewalks with planted buffers will increase safety, better-protect car-free travelers, improve the ease of moving through the corridor, treat stormwater runoff, and increase comfort for all users (**Figure 2**).



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

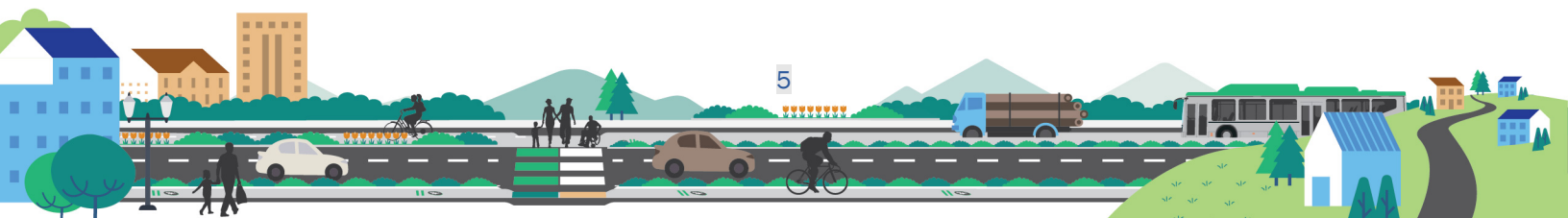
Moving People Forward, Raising People Up

- Furnishings, street trees, pedestrian-scale lighting, landscape elements, distinct materials, and human-scale, character-supporting elements will be integrated into the design.
- Gateways and key entry points will be incorporated into the corridor to create a sense of arrival and help change driver behavior.
- Large vehicles' needs will be accommodated in the design (i.e., appropriate design for transit and freight in urban environments) to ensure reliable movement of goods across the region.
- The urban design for buildings along the street will be reinforced to “hold” the street, increase pedestrian comfort, help calm traffic, change driver expectations, and create an urban sense of belonging and connection to place.
- Design features that encourage high speeds (e.g., right turn lanes, wide lanes, highway-scaled signs, etc.) will be minimized, and the design will incorporate measures that help self-enforce desired speeds and calm traffic, including: lane reconfiguration, textures, optical narrowing, and other measures that create safe, complete street corridors.

Figure 2: Rendering of Walnut Roundabout



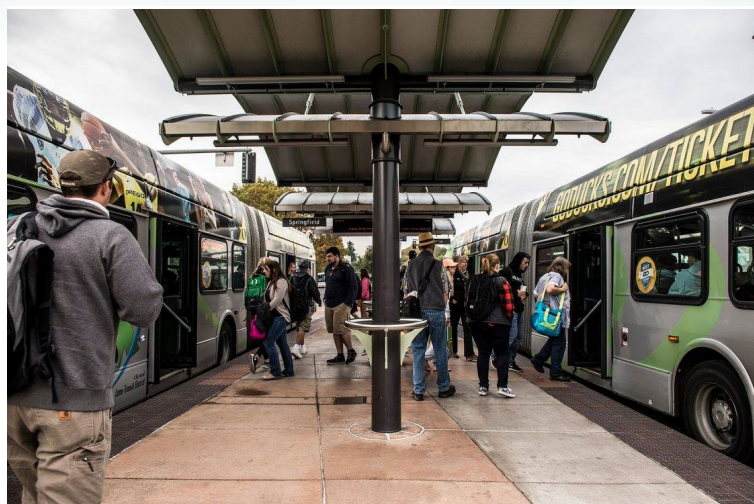
This rendering of the proposed design at the Walnut Street EmX station depicts the wider sidewalks, protected bikeway, and expanded EmX line. Roundabouts will slow traffic for a safer design for all modes. The potential redevelopment of the University of Oregon-owned Romania property in the background is currently being designed.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

Goal 2: Reinforce Franklin Boulevard as the spine of the regional transit system. To provide efficient BRT service along the EmX corridor, it is critical to have one dedicated bus lane in each direction. This will enable the EmX system to continue to grow and serve people who rely on transit whether due to having a disability, not owning a motor vehicle, or other reason. Implementing this double track along the corridor will enable LTD to increase service to 7.5-minute headways. This is a necessary step to meet the transit demands of its current and potential ridership, serve current redevelopment patterns, and the area's desire for more affordable transportation choices for all. Franklin Boulevard's new design will support this planned frequency and capacity increase while also providing high-quality, integrated, and accessible stations that allow for transit users to wait for the next bus in a comfortable, dignified, and safe way.



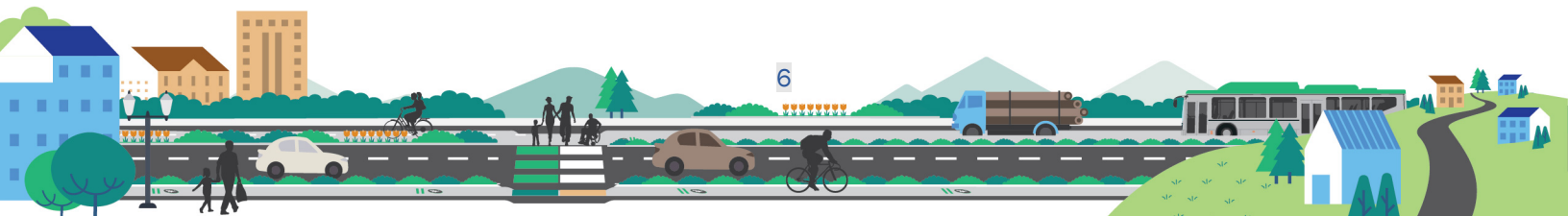
The EmX line along Franklin Boulevard is at capacity. Without improvement, the strength of the “spine” of the area’s regional transit service and its associated transportation, environmental, and economic benefits are in jeopardy.

Goal 3: Strengthen connections for all modes across and along Franklin Boulevard. The project will create a consistently high-quality experience along the corridor through a well-appointed realm for people walking, biking, and accessing transit. This realm will include more crossing points and guided access to them. The project will also add accessible, safe connections to and from adjoining neighborhoods, destinations on the corridor, and connections across the corridor to help those travelling by foot, mobility device, or bicycle feel greater comfort while providing relief to motorists who can better see others on the road. Increased connectivity for people walking and people biking will promote more direct trip routing, lower vehicle miles traveled (VMT), and reduce automobile dependency on Franklin Boulevard.

3) Project History and Work Completed

The **Franklin Boulevard Partnership** is grounded in regional collaboration and has already demonstrated successful use of state, local, and federal funding in its completed first phase. While many applicants may be starting from scratch with transportation improvements, Eugene and Springfield are continuing with this request to further their successful track record of federal funding for shared priorities. The many locally and regionally adopted plans identifying Franklin Boulevard as a priority project will help ensure future success and further unify these partners as one region with shared goals. **Figure 3** depicts the corridor's history of work completed.

Using federal and local funds in Springfield, the City proactively obtained [NEPA Categorical Exclusion approval](#) for the entire segment of Franklin Boulevard east of Interstate 5 (I-5), completed



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

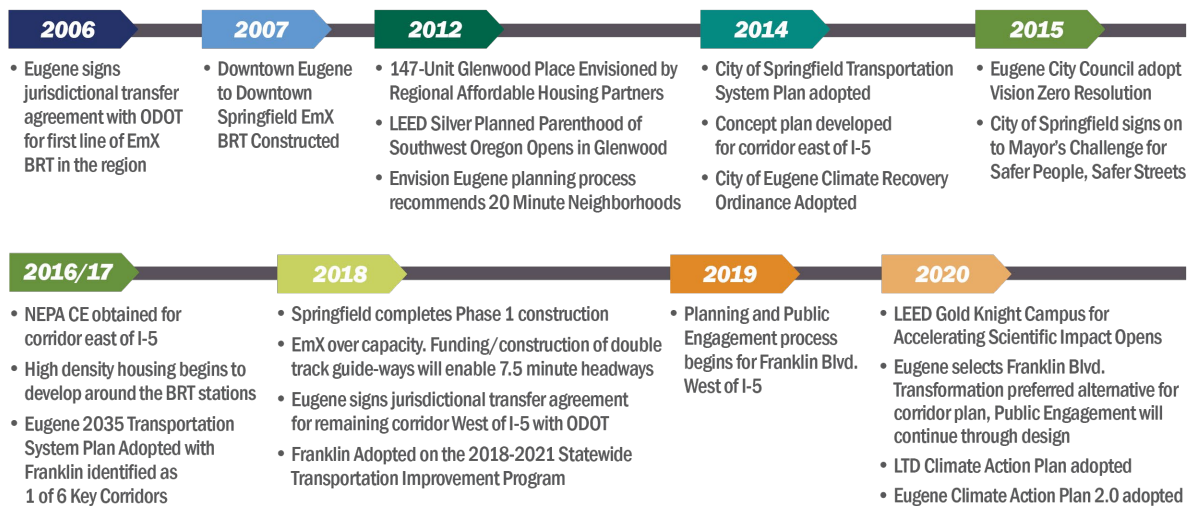
Moving People Forward, Raising People Up

construction of Phase 1 just west of downtown Springfield, and is nearing final design for Phase 2. Phase 1 work was completed in May 2018, within budget and four months ahead of schedule.

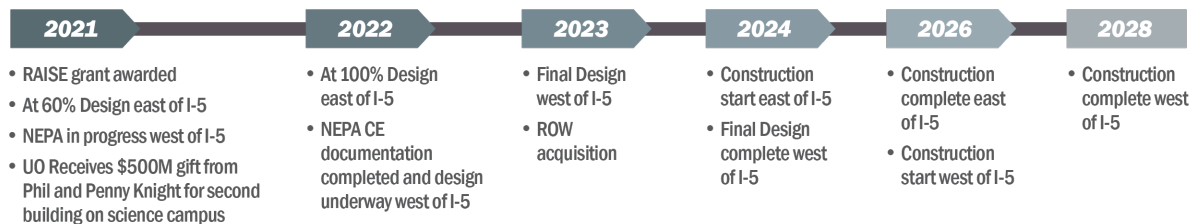
Federal, state, and local funds added roundabouts with pedestrian islands and pedestrian-activated flashing beacons that made crossing easier, decorative pedestrian level lighting, an access lane for business parking, tree plantings, a truck apron in the roundabout allowing for over-sized freight vehicles, sidewalks and separated bike facilities buffered by landscaping, BRT EmX bus pullouts/stations to avoid traffic delays, and stormwater management features. The precedent for [NEPA approval](#), right-of-way acquisition, and completed construction in the region sets the rest of the corridor up for success.

Figure 3: Project History and Work Completed

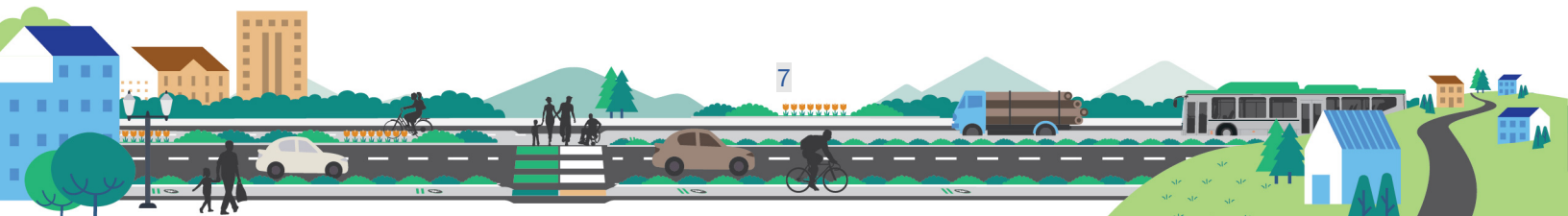
Corridor History and Milestones



Look-Ahead for Phase 2



Meanwhile, Eugene has selected a preferred alternative for improvements west of I-5 and has started the NEPA process. With the project in the Statewide Transportation Improvement Program (STIP) and funding in place for preliminary engineering, RAISE funding for construction will include lane reconfiguration, double-tracking the EmX line to better-prioritize transit, intersection controls,



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

and improved walking and biking facilities. The project will improve safety and mobility for all, including those who need it most.

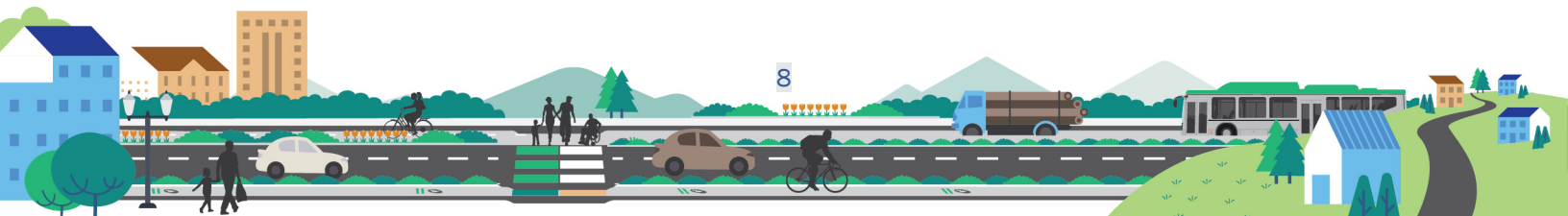
While both cities are diligently working to address Franklin Boulevard's problems through incremental improvements, more substantive change to implement the comprehensive corridor vision would be possible via a RAISE grant award at a scale and pace that neither city can accomplish on its own. Eugene and Springfield cannot afford to wait any longer to fully rebuild and revive this major arterial. Critical safety reasons, the pace of development around Franklin Boulevard, and the corridor's role as an access point for good-paying jobs and educational opportunities for the region serve as urgent drivers of change, especially given the impacts of COVID-19.



Springfield's progress made east of I-5 (Phase 1 completed in 2018) serves the public with a street network that respects and protects all residents, visitors, and passers-through. Phase 2 will continue to keep safety and comfort top of mind, welcome more travel choices, encourage neighborhood connections, and curb harmful emissions while allowing large vehicles (transit, freight) to continue moving seamlessly to their destinations.

II. PROJECT LOCATION

Eugene (population 171,000) - Springfield (population 63,000) is Oregon's second largest metro area and part of Lane County. Lane County is a large county, roughly the size of Connecticut. Eugene-Springfield is the county's hub for education, technology, civics, medical care, shopping, and other services. Highway 126, which becomes Franklin Boulevard inside Eugene and Springfield, connects rural areas from the peaks of the Cascade Mountains on the east to the shores of the Pacific Ocean on the west. I-5 runs north-south through Eugene-Springfield and connects the two cities to Portland, Seattle, the San Francisco Bay Area, and beyond. The intersection of Franklin Boulevard (Highway 99/126B) and I-5 is in the heart of the project area.

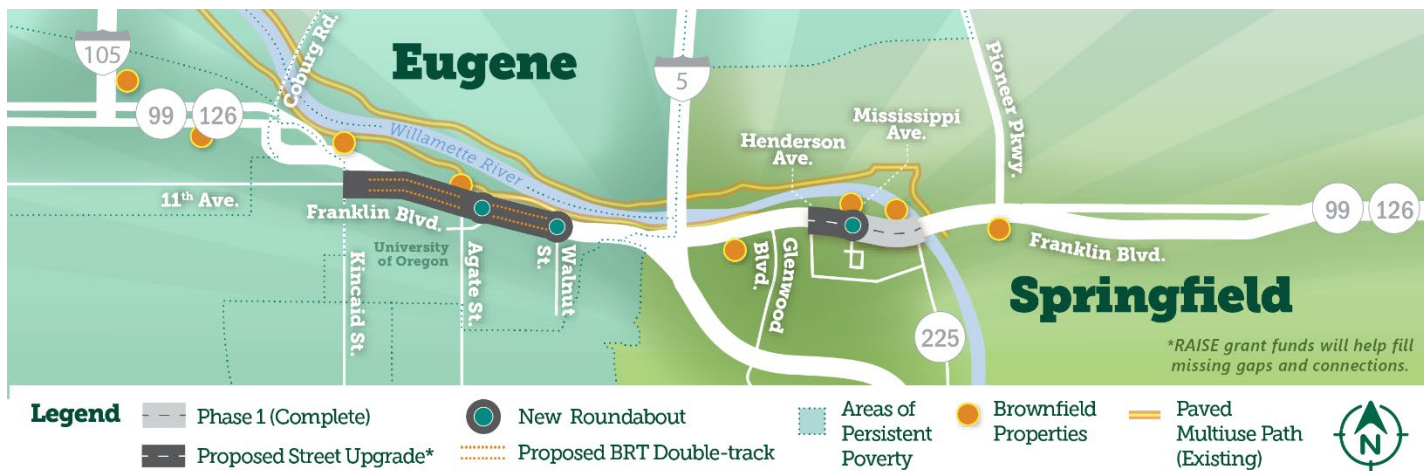


FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

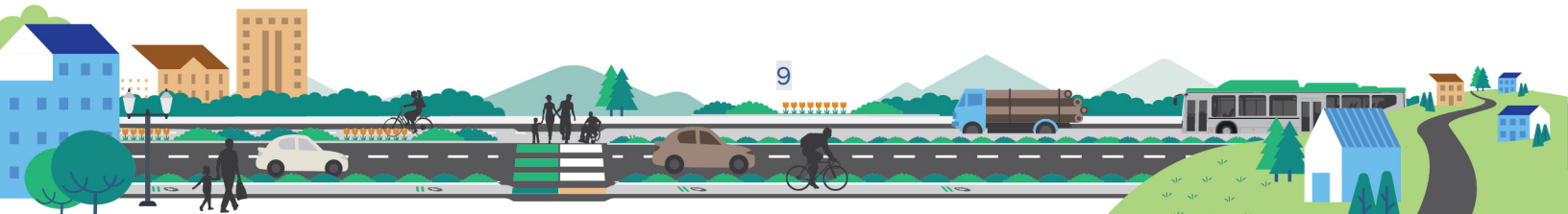
Figure 4 shows the extent of the Franklin Boulevard Partnership. The west end of this phase of Franklin Boulevard will reconfigure the street so that EmX will have two lanes (one in each direction) from its Dad's Gate Station just off Franklin on 11th Avenue (44° 2'51.84"N 123° 4'37.67"W) eastward to its intersection with Walnut Street (44° 2'40.15"N 123° 3'35.85"W) in Eugene. It will add multiple improvements including: 1) a new modern roundabout intersection on Franklin that will connect 13th Avenue with Moss Street and a roundabout intersection at Franklin and Walnut Street; 2) dedicated bike and pedestrian facilities to close network gaps and bring them up to City standards, including new, safer crossing locations with improved signage and pavement markings, a dedicated and protected bikeway on both sides of the street, and safer access to EmX stations; and 3) streetscaping, pedestrian-scale lighting, some underground utilities, stormwater treatment, and other upgrades. For the portion east of I-5, the project will build off of previous improvements to Franklin in Springfield's Glenwood district, extending the project from Franklin Boulevard and Mississippi Avenue (44° 2'40.71"N 123° 2'5.18"W) westward to just east of the intersection of Franklin Boulevard and Henderson Avenue (44° 2'44.14"N 123° 2'21.95"W). Changes to this portion will include 1) a modern roundabout at Franklin Boulevard and Mississippi Avenue with pedestrian islands and pedestrian activated beacons to make crossing easier; 2) access lanes for business parking; 3) pedestrian and bicycle connections from the neighborhoods; 4) setback sidewalks and separated bikeways; 5) pedestrian-scale street lighting coordinated with underground utilities to provide conduit for future fiber; and 6) stormwater treatments.

Figure 4: Franklin Boulevard Corridor



Although the University of Oregon on Franklin Boulevard is a magnet for good-paying jobs and higher education, the corridor is also home to overburdened populations, which make this project significant for equity reasons. As shown in Figure 5, the Eugene portion of the project is entirely within census tract 37 and a designated Area of Persistent Poverty (APP). It is also adjacent to six more census tracts that are designated APPs. The poverty levels can be compared in shaded gradients, where five of the six adjacent census tracts to census tract 37 are shaded to indicate a higher concentration of poverty than other parts of the area.

Another signifier of equity is the percentage of households without a vehicle near the corridor. West of I-5, in census tract 37, we see a marker of those who rely on active, more affordable transportation options, as 32% of households are shown to be car-free. The far western tip of the



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

project touches census tract 38, which has an even higher percentage of households experiencing poverty (70% to Tract 37's 61%) and a similar car-free percentage (28%).

This socioeconomic data helps us understand how much Franklin Boulevard's transformation can truly be a bridge to opportunity for vulnerable populations and those who seek good-paying jobs, location efficient homes, and affordable transportation options that can reliably get them to where they need to go.

III. GRANT FUNDS, SOURCES AND USES OF ALL PROJECT FUNDING

Eugene and Springfield have tapped into multiple sources of funds to improve Franklin Boulevard. Upgrades are planned in phases to keep forward momentum going and to leverage early success. Now, the two cities need RAISE funds to close the funding gap for this critical second phase.

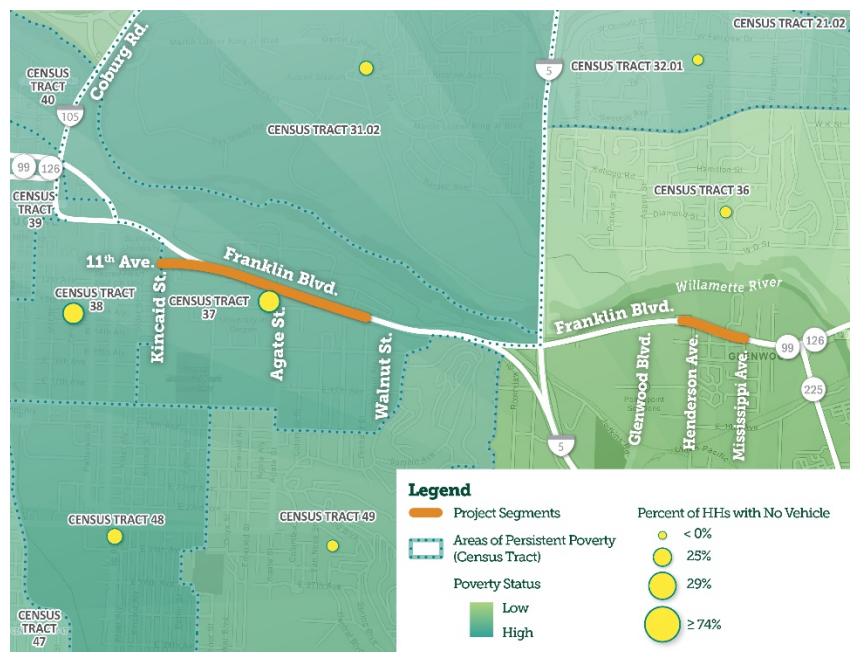
(a) The cost for the RAISE project is \$33.88 million, including construction; design and construction engineering; and right-of-way.¹ See Appendix D for cost estimate documentation.

Highlights of Eugene and Springfield's budget and sources of funds include:

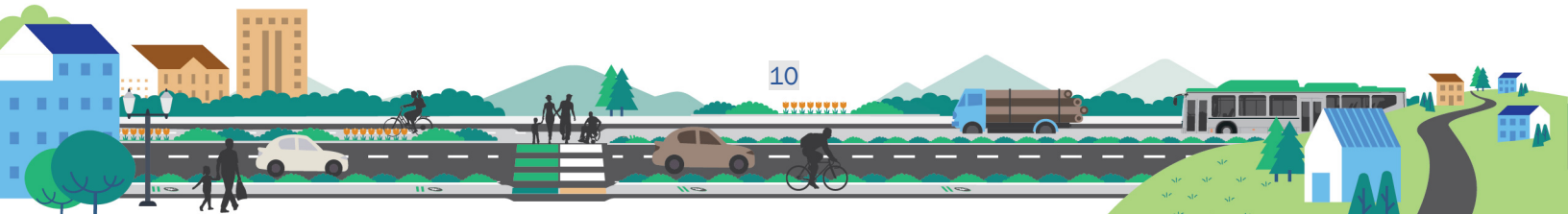
- The total RAISE request represents 73.8% of the total project cost.
- RAISE funds will be used for construction. Local match funding will be used for design and construction engineering, right-of-way, and construction.
- Eugene and Springfield have tapped into a variety of funding sources, small and large, to pull together a funding package that maximizes contribution from the communities' local resources.
- Both cities have strong records of delivering projects at or under budget.

(b) The source and amount of all funds to be used for this project are listed in the table below. Non-federal funds from a variety of local sources. The Cities of Eugene, Springfield and LTD have made funding commitments that will match the RAISE award at 26.2% or \$8.88 million (See **Table 1**). Documentation of these funding commitments are in Appendix A.

Figure 5: Areas of Persistent Poverty and Overburdened Populations



¹ Note that these costs are in 2021 dollars. The BCA uses costs in 2019 dollars, as per USDOT guidance.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

(c) Summary of estimated costs can be found in **Table 2**. No federal funds outside of the RAISE 2021 award will go toward eligible project costs.

Table 1: Summary of Proposed Funding Sources

Sources of Funds	\$ (millions)	% of Total Project Costs
RAISE	\$25.0	73.8%
Committed Non-Federal Funds	\$8.88	26.2%
<ul style="list-style-type: none"> • City of Springfield Local Funding 	\$2.5	
<ul style="list-style-type: none"> • City of Eugene Local Funding 	\$1.38	
<ul style="list-style-type: none"> • Lane Transit District General Fund 	\$5.0	
Total	\$33.88	100%

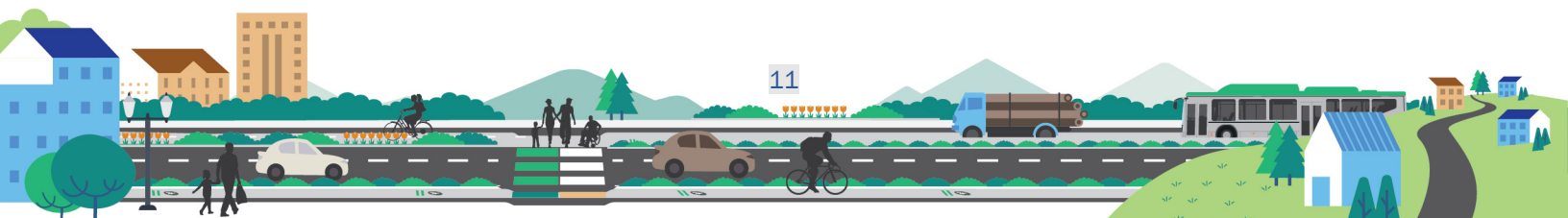
Table 2: Summary of Estimated Costs

Project Costs	\$ (millions)
Construction	\$26.45
Design & Construction Administration	\$4.96
Right-of-Way	\$2.46
Total	\$33.88

(d) **Table 3** below shows how each source of funds will be spent. The entire portion of the RAISE grant will be directed toward construction costs, while non-federal funds will pay for all design, construction administration, and right-of-way costs.

Table 3: Summary Funding Allocation by Sources

Use of Funds	Funds and Financing Sources						TOTAL	
	RAISE		Other Federal		Non-Federal		\$ (millions)	%
	\$ (millions)	%	\$ (millions)	%	\$ (millions)	%		
Construction	\$25.0	100%	\$0.0	n/a	\$1.45	16%	\$26.45	78%
Design / Engineering	\$0.0	0%	\$0.0	n/a	\$4.96	56%	\$4.96	15%
ROW Costs	\$0.0	0%	\$0.0	n/a	\$2.46	28%	\$2.46	7%
Total	\$25.0	100%	\$0.0	n/a	\$8.88	100%	\$33.88	100%



IV. SELECTION CRITERIA

The following discussion applies to benefits of the overall project while those included in the benefit-cost analysis (BCA) are specified separately. Details of the BCA are in Appendix E.

1) Primary Selection Criteria

a) Safety

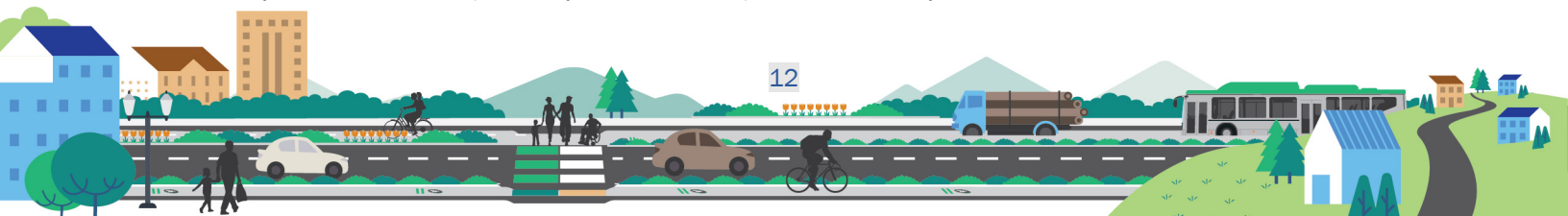
Safety is a priority when improving this corridor and affects the partners' ability to achieve their traffic safety, climate, equity, and transportation goals. Building a safer, complete street is critical to address the vulnerabilities of people walking and rolling and to invest in infrastructure that will help reduce the inequitable rates of pedestrian death and injury experienced by BIPOC populations. Several crashes along the corridor, including fatalities, have involved people of color, unhoused people, and other overburdened populations. The 20-year crash rate for Franklin Boulevard is above the 2014 Oregon statewide average for all urban principal arterials. This rate is also above peer and critical rates for roads of its kind, as determined by the Highway Safety Manual (ODOT, 2016, AASHTO, 2010).

This project's BCA uses historical crash data from Central Lane MPO for 2016-2019² to calculate safety benefits. During this period, a total of 30 reported crashes occurred at the intersections of Franklin Boulevard and Walnut Street and Franklin Boulevard and Moss Street. These included 2 fatal crashes (resulting in 3 fatalities),³ 2 incapacitating injury crashes, 9 non-incapacitating injury crashes, and 17 possible injury crashes. By converting these intersections to roundabouts, the project is expected to reduce these crash rates by 19 percent (based on a CMF of 0.81 retrieved from FHWA Clearinghouse), thus avoiding approximately 10 non-fatal injuries and 2 fatalities over the 20-year period of analysis. Overall the project is expected to generate \$2.2 million in safety benefits (2019 dollars discounted at 7 percent). There have been additional fatalities since the 2019 data available from the MPO. **Figure 6** shows fatal and serious injury crashes on the corridor from 2007 to 2021.

Lives are needlessly at risk on Franklin Boulevard. Four crash fatalities in the corridor in the last few years (2016-2021) show why transforming traditional intersections to roundabouts is such a high priority.

² LCOG crash data mapping, accessed at: <https://thempo.org/893/Crash-Data-Mapping>

³ Note that for the two fatal crashes, the count of fatalities was known. Therefore the avoided fatalities were applied directly to the USDOT value per fatality to monetize this portion of the safety benefit.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

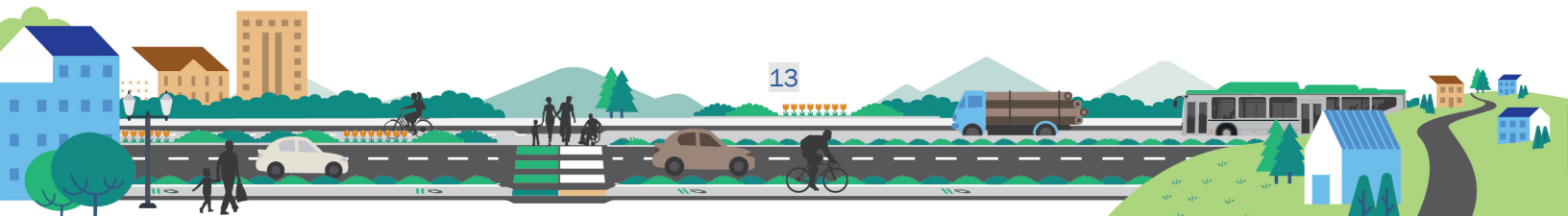
Figure 6: Franklin Boulevard Fatal and Major Serious Injury Crash Map (2007-2021)



Crashes continue to occur along Franklin Boulevard. The latest fatal crash in April 2021 was at the Glenwood intersection, after which a utility pole caught fire and released hazardous materials into the air. Undergrounding some utilities is part of this project and will help alleviate this risk in the future.

The project will implement significant safety improvements to the corridor:

- Converting three existing signalized intersections to multi-lane roundabouts, which are designed to reduce travelling speeds on approach, maintain reduced speeds on departure of the intersection, and eliminate head-on and T-bone crashes. Three fatalities since 2019 have involved disregarding the traffic signal and most likely would have been prevented with roundabouts. Roundabouts force slower driving speeds with their geometry, which leads to decreased crash severity, as shown in **Figure 7** and **Figure 8** on the following page. The geometry of roundabouts not only forces vehicles to reduce speed; it decreases the number of conflict points between automobiles as well as between automobiles and other roadway users. Further, roundabout design also improves pedestrian safety by shortening crossing distances compared to a standard intersection, which decreases exposure and allows pedestrians to focus on one direction of traffic at a time.
- Converting left-turn property access to right turns and constructing raised medians between the roundabouts, which eliminate potential right-angle and head-on crashes at mid-block locations. Raised medians improve pedestrian and bicyclist safety through reduced speeds of turning vehicles across their paths of travel, decreasing the severity of potential crashes.
- Providing pedestrian crossings where none exist today.
- Rebuilding sidewalks and ramps to meet Americans with Disability Act (ADA) standards.
- Enhancing pedestrian crosswalks with the use of audible pedestrian-activated rectangular flashing beacons increase the visibility of pedestrians to vehicular drivers.
- Giving people riding bikes a separated, dedicated place to ride, which will reduce crashes and injury risk. It also eliminates potential obstructions to bikes, such as motorists parking or driving in the bike lane and roadside debris that can force people riding bikes out into the travel lane. These improvements are necessary given the expected increase in cycling and walking along Franklin Boulevard. Shoring up safety and comfort amenities will be critical to



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

attracting new riders of all ages and abilities, an important step in reducing regional fossil fuel emissions, and affordably serving the transportation needs of those with limited mobility options. The addition of an intersection at 13th Avenue and Moss Street is one example of an important safety feature in this project at an area currently unfit for safe crossings.

Figure 7: Roundabout Crash Reduction

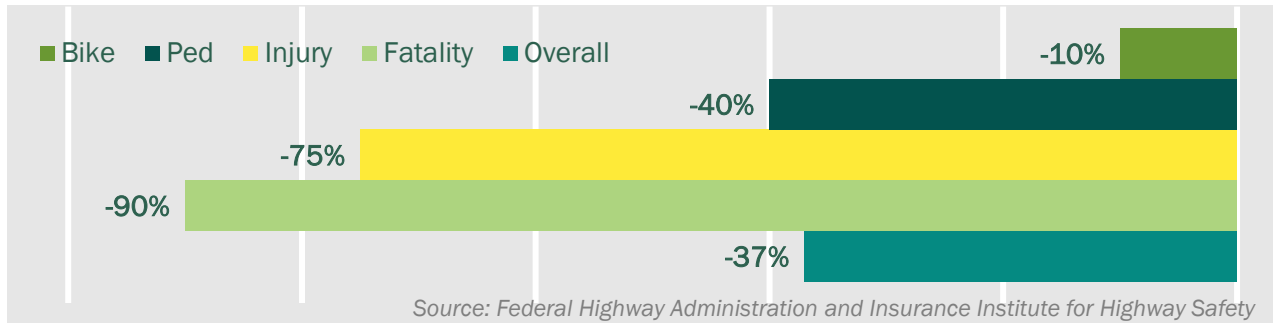
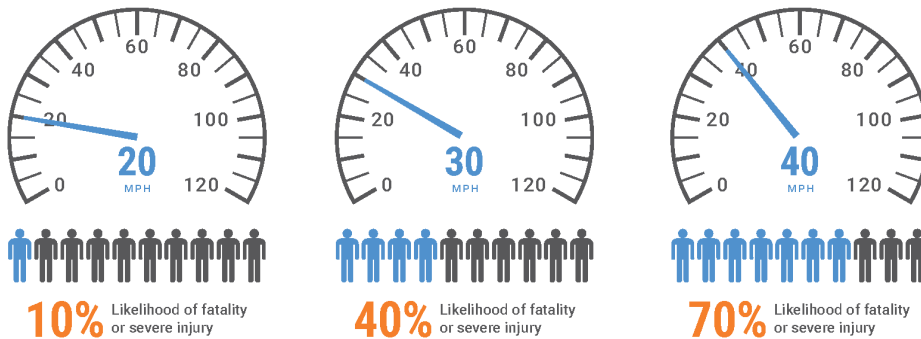


Figure 8: Likelihood of Death and Severe Injury Due to Speed



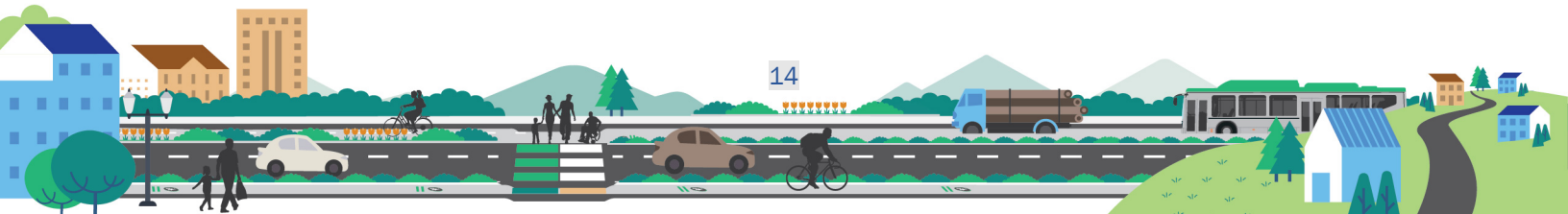
Source: Tefft, Brian C. *Impact speed and a pedestrian's risk of severe injury or death.* Accident Analysis &

b) Environmental Sustainability

The link between equity and climate resilience is the foundation of Franklin Boulevard's potential. This corridor, Highway 126, is the region's primary east/west connection through Lane County. Highway 126 goes through the site of the 2020 Holiday Farm fire in east Lane County, which was just one national emergency wildfire in a devastating season. Climate change emphasizes the need for better access to and from these wildfire areas, both for residents fleeing for safety and for rescue workers heading into the unknown. The tragedy of our wildfires helps ground the notion that climate change is the responsibility of everyone, and that every project can help play a role.



Lane Transit District is on track to entirely eliminate fossil fuel use in its fleet by 2035.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

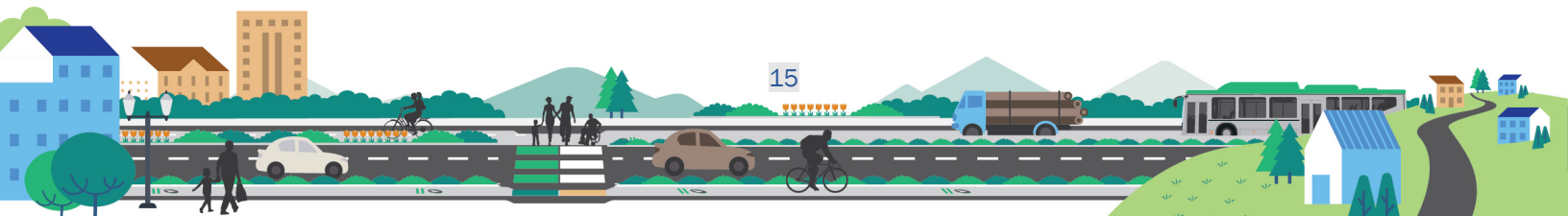
Moving People Forward, Raising People Up

Franklin Boulevard's role is to transform in a way that supports a modal shift in passenger movement that reduces emissions by tripling the number of 2014 active mode trips by 2035, as stated in the [Eugene 2035 Transportation System Plan](#) and Eugene's Climate Action Plan 2.0, which calls for Eugene to effectively reach carbon neutrality. By reconstructing the corridor in a way that expands the multi-modal transportation system and more safely allows people to walk, bike, or take transit, this project will be directly responsible for reducing emissions, noise pollution, and greenhouse gas production—factors that may help prevent more wildfire tragedies. This modal shift in people's transportation will result in large emissions reduction benefits by preventing greenhouse gas and pollutants from entering the atmosphere, helping to mitigate \$824,166 (discounted emission cost savings) in environmental damage over the life of the project. [Springfield 2035 TSP](#) supports land use strategies to mitigate the strain on the roadways by shortening home-to-work trips, supporting transit service, and making walk/bike trips more practical for working, shopping, and other activities.

In addition to helping LTD expand its EmX BRT system through double-tracking and service frequency, this project supports LTD's priority to entirely eliminate fossil fuel use in its fleet by 2035 through electrification and/or relying on other low- or no-emission vehicles. Franklin Boulevard's roundabout intersections provide environmental benefits. They eliminate the need to energize signal operations while also reducing vehicle idling and the number and duration of stops compared with signalized or stop-controlled intersections. Even when there are heavy volumes, or when more frequent and extreme natural disasters occur due to climate change that may cause power outages, vehicles will be able to continue to advance in moving queues rather than coming to a complete

How do Eugene and Springfield consider Climate Change and Environmental Justice?

- Responsible land use patterns guide all plans, such as the [Walnut Station Specific Area Plan](#) and [Glenwood Refinement Plan](#)
- Implementation of Climate Action Plans centered on equity
- Decreased reliance on fossil fuels and personal automobiles
- Increased resiliency during storms, inclement weather, and climate emergencies – such as using roundabouts instead of electric, signalized intersections and rebuilding with underground utilities
- Collaboration with residents who live in areas of concentrated poverty to plan for investment and not displacement
- Targeted door-to-door bilingual outreach in overburdened communities in and near project areas, including full translation of all meeting materials and invitations
- Project fliers and meeting invites distributed through Meals on Wheels
- Reducing total impervious surfaces
- Partnering with BRING Recycling to recycle and reuse building and site materials from relocated businesses and EmX stops (Phase 1 of this project)
- Partnerships with the NAACP, Beyond Toxics, and Tribal Nations
- Hazardous material assessment and mitigation
- Stormwater treatment design that improves water quality and reduces operations and maintenance through bio-filtration (Phase 1 of this project)



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

stop. The result is reduced vehicle emissions, decreased noise and air pollution, and savings on fuel consumption with fewer acceleration/deceleration cycles and idling time.

As cranes and construction vehicles continue to dot the corridor, brownfield redevelopment is an ongoing environmental issue for the five brownfield sites adjacent to the project. Leadership from all levels of government have collaborated to tackle the risk. One example is the Brownfields Assessment Coalition's work to identify the brownfield sites along the corridor and to ready them for redevelopment. The Brownfields Assessment Coalition is made up of the Cities of Eugene and Springfield, as well as Lane County. They were awarded an EPA Brownfields Assessment Grant in 2012 and additional EPA funding in 2017 to help property owners evaluate sites for hazardous substances, assess clean-up costs, and identify the potential value and market for their properties.

Finally, all work along Franklin Boulevard adheres to the high standards of both federal and state water protection requirements, as well as Oregon's requirements for conservation of wetlands, other waterways, and the Willamette River by treating 100% of water from impervious surfaces in the project site. The project's NEPA Categorical Exclusion is a significant milestone and testament to its environmental benefits. East of I-5 (in the Glenwood area of Springfield), the full project will result in a net reduction of two acres of impervious surface.

c) Quality of Life

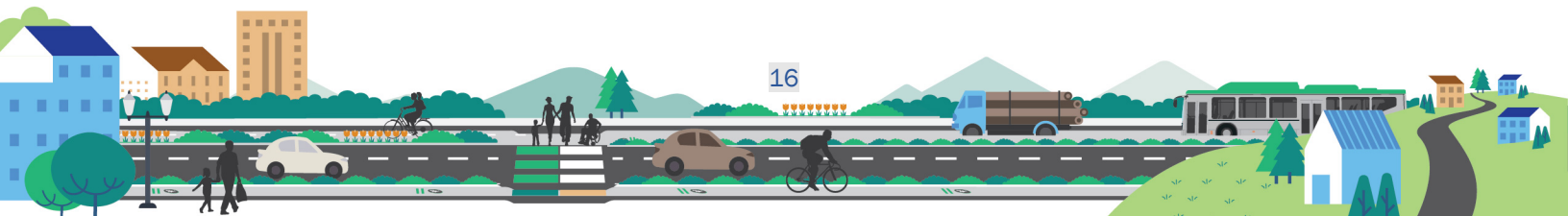
Eugene and Springfield care for their people by caring for their places. Improving infrastructure to increase choices for how people travel is an expression of this intent. The **Franklin Boulevard Partnership** will increase transportation choices for those who need them most.

The 2018 Census median household income for both Eugene (\$49,029) and Springfield (\$43,157) is lower than the United States (\$61,937) and Lane County (\$53,172). Many residents in the region are struggling, as seen through the high use of Supplemental Nutrition Assistance Program (SNAP) benefits and free/reduced school lunches, low wages, and a 49% increase in homelessness in Lane County since 2016 (which many expect to only increase after the full impact of COVID is realized). At the same time, Eugene and Springfield are becoming increasingly racially and ethnically diverse. Latino residents are the fastest-growing population, representing 10.2% of the population in the two cities, an increase of 26.4% between 2000 and 2017. Approximately 21% of the population of the two cities are either Latino or a minority race. Tracts on and near the corridor also show a higher percentage of minority and low-income populations than the rest of their cities. **Figure 5** (page 10) graphically highlights some of the overburdened statistics of the area, including APP locations.

Though the project east of I-5 is not within an APP, the low-income population in Census Tract 36 Block Group 1 is substantially higher (27%) than the City of Springfield (21%) and Lane County (19%), with



Planned Parenthood of Southwestern Oregon has direct frontage on the corridor. Convenient and safe access from the transit stop (foreground) ensures health services are accessible to all.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

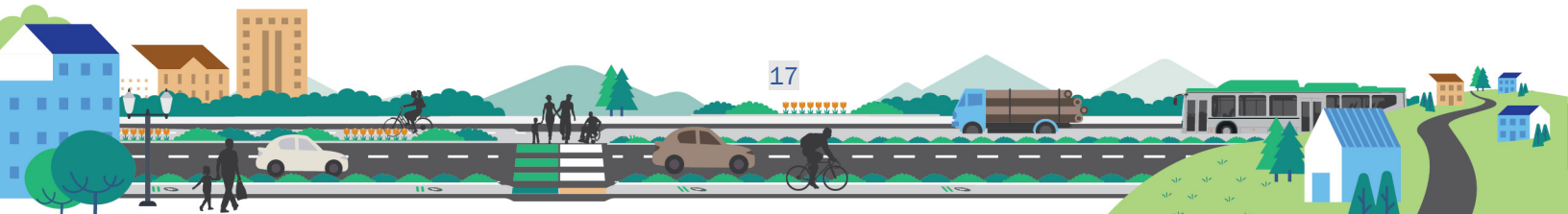
an estimated 270 persons. And along the entire corridor on both sides of I-5, at least 51% of the metro area population earns less than 80% of the Area Median Income (\$36 thousand for one person/\$52 thousand for a four-person household). This project intentionally improves residents' quality of life in a number of ways:

- **Breaking Down Barriers to Opportunity.** Franklin Boulevard includes the region's largest employers – the University of Oregon and PeaceHealth University District Medical Center. For current residents who consider transportation a barrier to accessing these jobs, this project may enable access to these centers of employment for the first time. Franklin Boulevard also connects both cities' main bus transfer stations to their downtown employment centers. Development projects planned for the corridor include Lane County's managed, transitional care facility and Homes for Good's affordable housing project (see letters of support).
- **Increasing Travel Choices.** Within a half-mile of the corridor, people who walk, bike, and use transit make up 47% of existing commuters.⁴ The project anticipates the ability to induce 41% new bicyclists,⁵ which will result in approximately \$11.5 million in commuting benefits. Other potential benefits include increased recreational and health benefits for people who walk (who outnumber cyclists three-fold), which are not quantified in the benefit-cost analysis (per USDOT guidance). The EmX BRT line is only 1/8- to 1/4-mile from some of the region's most critical destinations, which supports ease of convenient access to affordable transportation options.
- **Equity in Contracting and Public Engagement.** The project met the Disadvantaged Business Enterprise (DBE) goal of 3% for all work completed to date and will continue to do so in the future. This commitment reflects a higher requirement than the federal minimum. Additionally, the City of Eugene's Equity in Contracting program, in alignment with Public Works Engineering's (PWE) Civil Rights Plan, seeks to reduce barriers and increase outreach and project contracts with minority-owned contractors and businesses ([COBID-certified](#)). The PWE Language Access Plan and City-wide Language Access Program ensures that any mono-lingual or multi-lingual speakers with limited English skills can access project information, staff, and timelines and can meaningfully participate in any public engagement processes or outreach initiated by the City of Eugene.
- **Accessible Infrastructure for All Abilities.** In an area with a large percentage of physical, mental, and healthcare facilities, it's critical that infrastructure investments work to serve the vulnerable, the elderly, and people with disabilities. Franklin Boulevard's transformation will bring sidewalks up to ADA compliance, provide more and better connections to activities, and

A recent Mobility Justice Listening Session organized by key minority stakeholder and transportation advocacy groups in Eugene and Springfield and attended by municipal staff aims to center BIPOC, low-income, and transit-dependent needs with any new transportation investments and solutions. The Franklin Boulevard Partnership carries forward the values from this important effort.

⁴ American Community Survey 2014-2018 Five-Year Average

⁵ Calculated based on population projections, cyclist counts, and the methodology from NCHRP Report 552: Guidelines for Analysis of Investments in Bicycle Facilities. See more details in Appendix E



add new sensory elements to help people with visual impairments. These safety investments will vastly improve access for aging populations and people with physical and mental disabilities. Some of the region's most depended-upon services for the vulnerable (the Oasis program, Lane Independent Living Alliance, Lane Council of Government's Senior and Disability Services, PeaceHealth Medical Centers, and more) are located near the corridor. Letters of support from these organizations are in Appendix B.

- **More of Everything through Transit Oriented Development.** Implementing the local vision of adopted plans will involve redeveloping underutilized and neglected sites into high density, mixed-use properties. In particular, retail and office development resulting from the project is projected to create 300 homes,⁶ 345,000 square feet of commercial retail space, and at least 388 jobs⁷. Research⁸ shows that the implied uplift in property value attributed to the project is 0.05% for residential homes and 12% for commercial development, which is about \$18.1 million in TOD benefits. For current residents, the increases in choices of all kinds – housing, jobs, retail, recreation, and more – improves their quality of life. One public-private-nonprofit partnership east of I-5 will provide an affordable housing apartment community that will welcome up to 147 lower-income and workforce households to the neighborhood directly on the corridor.
- **Celebrating Linear Parks and Green Space.** Willamalane's letter of support (signed jointly with Lane County) highlights parks as equalizers and revitalizers. The project's protected facilities for cyclists and pedestrians will connect to the linear parks and riverfront bike paths surrounding the corridor, to the park blocks planned in Glenwood east of I-5, and to Eugene's riverfront park project just west of the corridor.

d) Economic Competitiveness

The **Franklin Boulevard Partnership** anchors the vision for economic opportunity in the heart of the Eugene-Springfield metro region. This project helps protect what works for the corridor—central location, critical social and healthcare services, nearby housing and jobs, green space, activities, and amenities—against what increasingly doesn't work: a decaying roadway that will only add congestion, travel delays, and safety concerns. Without intervention now, those factors will coincide to threaten the economic competitiveness of the corridor and the region.

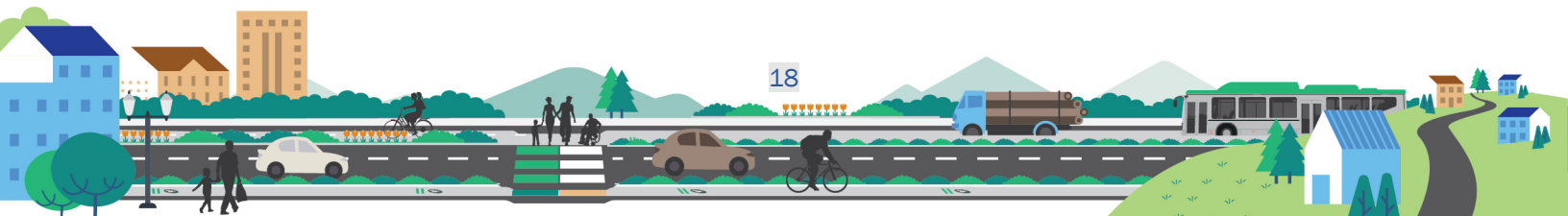
⁶ Conservative assumption that approximately one third of the residential units generated is due to the project only.

⁷ Conversion rate of 889 sq. ft. per worker is applied.

<https://www.eia.gov/consumption/commercial/data/2012/bc/cfm/b2.php>. Accessed April 1, 2020.

⁸ http://economics.uoregon.edu/wp-content/uploads/sites/4/2014/07/Hodel_Ickler_LTD-EMX.pdf and

<http://t4america.org/wp-content/uploads/2016/01/NATIONAL-STUDY-OF-BRT-DEVELOPMENT-OUTCOMES-11-30-15.pdf>. Accessed April 1, 2020.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

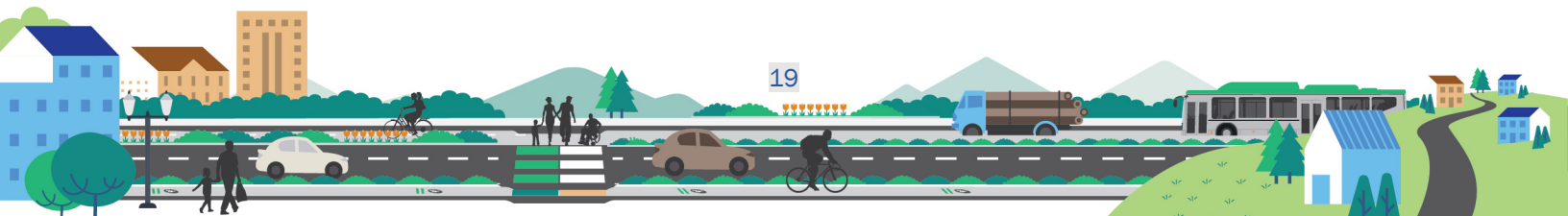
Moving People Forward, Raising People Up

I-5 and Highway 126 are critical links that bridge gaps in service and provide access to employment centers and job opportunities to the region's urban and rural areas. The corridor provides key freight connectivity to national and global markets, ensuring that domestically manufactured products, food, and deliveries can seamlessly transfer from distribution centers to I-5, Highway 58, Highway 99, and Highway 126. Franklin Boulevard is also a major route for tourism between the Cascade Mountains (1 hour away) and the Pacific Coast (1.5 hours away). The University of Oregon is the largest employer in the Eugene-Springfield region and PeaceHealth Medical Center University District, another large health care employer, is one block from the corridor. The downtown Eugene and Springfield employment centers are also less than a mile away. As envisioned in many Eugene and Springfield adopted plans and policies, the **Franklin Boulevard Partnership** will protect local economic competitiveness by:



The Knight Campus at the University of Oregon is just one of several recently constructed projects providing good-paying jobs to the community and requiring an upgrade to the street so that employees can travel safely to their place of employment.

- **Improving Household Budgets.** Costs are increasing in the region faster than wages. Over the last ten years, housing costs have gone up 130%. After housing, transportation is the highest household cost in the area. For many low- and moderate-income families, freeing up this expenditure through more affordable transportation choices is key. When families don't have to pay for and maintain personal automobiles, their money can go farther in paying for other living expenses. Low-income transit riders who currently and will one day rely on Franklin Boulevard can directly benefit from LTD's partnership with regional social service agencies. This partnership facilitates getting riders free passes. LTD provides a 75% discount on the cost of fares, and the social service agencies provide the other 25%. Letters of support in the appendix from non-profit housing providers and Catholic Community Services point out that many clients seek to resolve their transportation needs first.
- **Expanding the EmX BRT System.** Franklin Boulevard is already LTD's most productive BRT route, carrying more than 100 passengers/hour. 2019's 14,276 daily BRT trips are expected to grow to 20,100 daily BRT trips by 2035. Increased reliability of service by shortening wait times from 10 to 7 minutes will make a significant difference to passengers and those considering using the bus instead of their cars.
- **Moving Vehicles and Commerce More Efficiently through the Corridor.** Without design interventions, Franklin Boulevard's congestion will continue to increase. These congestion delays affect personal auto users as well as freight and delivery trucks, which can slow business in a time equals money economy.
- **Improving Access to Employment Centers.** Increased mobility choices is good for all users. This project will expand everyone's ability to get to work no matter their mode choice. The State of Oregon is currently working on new Transportation Demand Management (TDM) rule making



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

for large employers in all MPO areas. The City of Eugene is currently working on new TDM regulations for downtown and University area employers as well as development.

- **Implementing Local Vision.** Current parcel data show 11% vacancy in commercial units and 17% in residential units.⁹ The **Franklin Boulevard Partnership** will be catalytic to the [ongoing revitalization efforts](#) promoting urban growth and development, which contribute to the growth of the regional economy and provide good-paying jobs.. While there are hotels, conference centers, retail and restaurants envisioned, critical affordable housing is also in the planning stages. High-frequency transit and safer bicycle and pedestrian facilities will help make the corridor more vibrant and equitable at the same time.
- **Creating Good-Paying Jobs.** This corridor is already known for good-paying jobs in many sectors. Local unions believe that rebuilding Franklin Boulevard will help anchor job growth for residents. Their support comes with an expectation of union work opportunities and they appreciate the government agencies' commitment to living wages, safety, family benefits, and apprenticeships.

This project's BCA quantifies the benefits associated with more efficiently moving goods and people through the corridor and of reducing the costs of doing business by decreasing congestion, which benefits both automobile and transit users. A total of \$51.7 million of travel time, out-of-pocket costs, and vehicle operating cost savings (discounted) is expected to be generated by the project. Total travel time saved over 20 years amounts to over 9 million hours.

Specifically, BRT trips are expected to increase by 2.2% a year, in part due to the on-time reliability of the BRT system, which demonstrates that the project is a sustainable alternative to automobile travel while bringing about positive mobility benefits to the region that reduce the burdens of commuting and improve quality of life.

Travel Time Saved:

6.7M Hours for Auto/BRT

2.5M Hours for Bicyclists

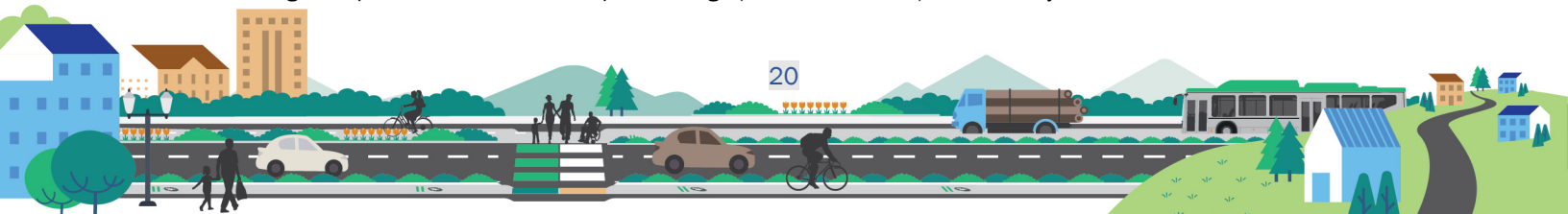
e) State of Good Repair

The project will accomplish a state of good repair through roadway upgrades such as replacing the crumbling pavement to eliminate standing water in potholes and sunken grades (which can cause drivers to lose control of their vehicles, prevents cyclists from using the corridor, creates unsafe pedestrian crossings, and more); treating runoff from impervious surfaces; undergrounding some utilities; as well as eliminating signalized intersections by replacing them with modern roundabouts, which will result in a

"Franklin Boulevard creates challenging entrances to some of our properties and many of the adjacent properties that have not yet benefited from frontage improvements. Some of these entrances are nearly impossible for emergency vehicles to navigate through. We continue to hear complaints from customers about how unsafe it is to come visit us in any way other than driving because of how dangerous it is to make their way across Franklin and along its dis-repaired sidewalks"

- Springfield Business Owner

⁹ Percentage computed from counts, not square footage (data not available). Lane County GIS, 2020.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

reduction in lifecycle costs. Signals, roundabouts, and camera upgrades will reduce the general roadway operation and maintenance (O&M) costs by \$24,200 (discounted). In addition, the residual values of the project will yield about \$367,700 discounted benefits. This value refers to the remaining value on project components that are durable beyond the 20-year analysis period in the BCA. Assuming linear depreciation of the underlying components, their remaining useful life is considered as residual value at the end of the analysis period. Bringing the roadway into a state of good repair can also help avoid user costs associated with a degraded roadway. This can include excess fuel consumption and vehicle maintenance costs. Finally, BRT will run more efficiently and with sufficient capacity. Upgrades to BRT will attract more transit riders, make the system more financially resilient for handling disruptions, and prepare for technological changes.

Transforming this major thoroughfare connecting the two cities promotes asset management across the region. With the partnership established, a risk-based approach has been used to implement the project in a financially constrained environment while maintaining the region's transportation assets to the level of quality required for arterials that handle frequent traffic and heavy, large freight vehicles. The benefits of adequate roadway condition will reach more than the adjacent properties, as Franklin Boulevard connects the region's rural areas, larger employment districts, as well as mountain and coastal communities.

In addition to the University of Oregon, several internationally recognized companies are located along the corridor that rely on well-maintained infrastructure. They include International Paper, the County's regional waste transfer and recycling centers, Weyerhaeuser Company's new regional headquarter office, hotels, UPS, U-HAUL, Oldham Crane Service, and Franz Bakery. These businesses will depend on the functional design for larger vehicles and on the efficiency of the transportation network to sustain and grow their business and provide employment for the region's residents.

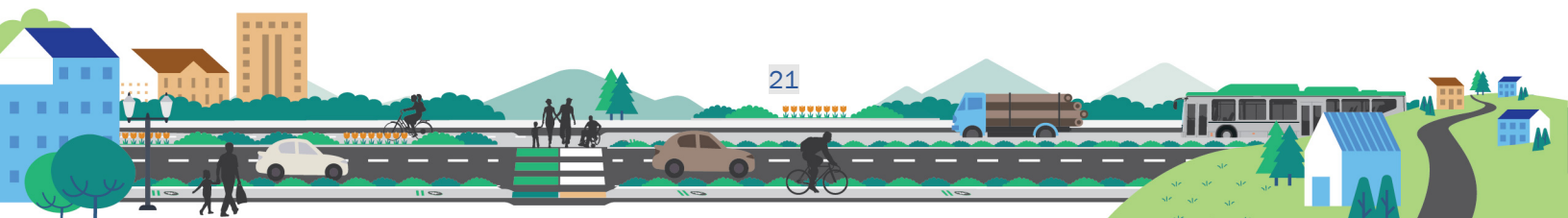


Sidewalk gaps, a lack of bike facilities, and degrading pavement condition will all be remedied, upgrading Franklin to a state of good repair.

2) Secondary Criteria

a) Partnership

Franklin Boulevard Partnership is a joint application by the Cities of Eugene and Springfield. The City of Eugene will be the primary recipient of the award, responsible for administering and delivering the project. Eugene and Springfield are considered co-applicants and co-sponsors of the project with a 26.2% funding match for the project. They are supported by LTD as a funding partner. Many additional partners, including the UO, equity and climate advocates, unions, and nonprofits have signed letters of support, which are hyperlinked in Appendix B.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

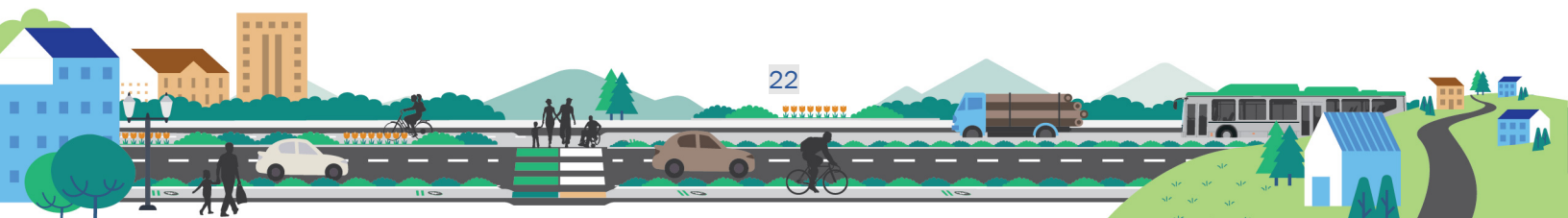
Moving People Forward, Raising People Up

Table 4: Project Partners

Co-Applicants	Funding Partner	Institutional Stakeholders	Community Stakeholders
<p>City of Eugene</p> <p>City of Springfield</p>	Lane Transit District (LTD)	<ul style="list-style-type: none"> University of Oregon (UO) Lane County Central Lane MPO Willamalane Park & Recreation District LaneArea Commission on Transportation Eugene Water & Electric Board (EWEB) Springfield Utility Board (SUB) 	As of submission, over 50 community stakeholders have signed letters of support for this project including, environmental groups, nonprofits, NAACP and other social justice leaders, elected officials, unions, local businesses, and more (Appendix B). All letters are available here .

Broad support for the project is one of the strongest elements of the Franklin Boulevard project. Letters of support reflect the strong regional partnership and enthusiasm from community stakeholders across all sectors and areas of focus with missions that span from environmental justice to tackling the region’s housing crisis to serving vulnerable populations. The public sector partners in this application have worked together for many years to set mutual goals for federal funding and action and to combine efforts, including traveling together to Washington, DC to share the project with lawmakers and agency leaders and coordinating with the FHWA Oregon Division. Valuable regional partnerships help support community representation, economic development, housing, water and waste infrastructure, power and electric infrastructure, broadband, and land use plans and policies. Critically, they also support the transformation of Franklin Boulevard in a manner that builds from a foundation of equity principles.

- The Cities of Eugene and Springfield are working in tandem to improve a shared arterial for the entire region. Working together as partners in this application isn’t new for them; Eugene and Springfield have long collaborated on technical design, community engagement, and funding for Franklin Boulevard throughout their histories. Results of their partnership can be seen in **Figure 9**.
- The collaborative process used by the partner cities is a model for how engagement works in the region: extensive outreach targeted to underserved populations, translation of project engagement materials, stakeholder and citizen committees to guide the projects, open work sessions, and more.
- LTD is providing a significant portion of the financial match, \$5 Million towards the project, helping the application present a match of 26.2%.
- The Central Lane Metropolitan Planning Organization is a collaborative partnership that works together to select and fund projects in the region, including Franklin Boulevard.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

- The UO, EWEB, and SUB have been active stakeholders in many Franklin Boulevard related projects, both within the public street realm as well as at sites along the corridor.

Figure 9: Depiction the Completed Phase 1 Vision



This graphic shows the completed sidewalk and separated bikeway of completed Phase 1, and an artist's rendering of how the design was originally envisioned.

While the region is proud of their collaborative planning efforts, it's more than just talk. Eugene and Springfield have already programmed \$1.5 million in the 2018-2021 STIP/MTIP for Franklin Boulevard (Eugene: \$750,000 for concept planning and the NEPA process. Springfield: \$750,000 for Phase 2 design).¹⁰ These commitments plus the LTD financial match contribution show that the Eugene-Springfield region is dedicated to cause. Letters of support from the entire region, including Lane County, the Lane Area Commission on Transportation (LaneACT), and smaller rural cities in the region who depend on Franklin Boulevard as a critical arterial are also hyperlinked in Appendix B.

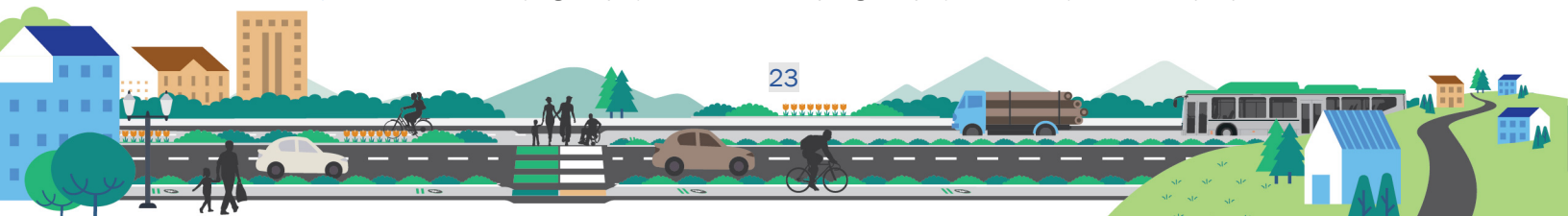
Other letters of support in the appendix demonstrate broad regional support. Supporters include environmental groups; social justice leaders including NAACP and Centro Latino Americano; providers of critical social and housing services; design and development industries that ensure living wage jobs (labor union and construction company interests and more), organizations representing people of all ages and abilities; and local, state, and federal partners. Along Franklin Boulevard, adjacent property owners supplemented their strong working relationships with the Cities by signing letters. In addition to many small cities around the region who depend on this arterial, regional economic development related organizations are also represented including the two Chambers of Commerce and Travel Lane County.

b) Innovation

Innovative Technologies

Both Eugene and Springfield embrace new technologies and are looking for opportunities to expand innovations throughout the corridor, particularly in ways that support underserved and vulnerable

¹⁰ See 2018 to 2021 STIP page 262 (Eugene project #19746) and page 314 (Springfield project #21375) at <https://www.oregon.gov/odot/STIP/Documents/2018-2021-Final-STIP-Historical.pdf>; accessed 6/23/2021. See 2018 to 2021 MTIP Project List updated October 5, 2020 at <https://thempo.org/DocumentCenter/View/7634/18-21-MTIP-Project-List-rev100520> (Eugene project ID #96x and Springfield project ID #117); accessed 6/23/2021.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

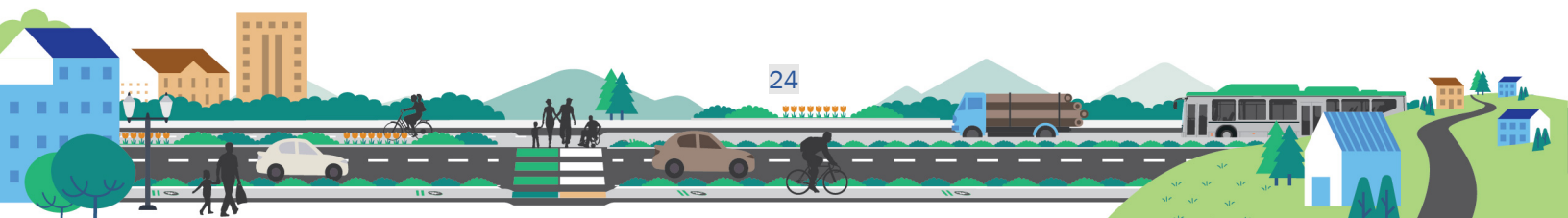
Moving People Forward, Raising People Up

populations. This project builds upon momentum from Phase 1 (completed), which received an American Council of Engineering Companies (ACEC) Research Institute's Engineering Excellence Honor Award in 2019. ACEC's vision is founded in knowledge and thought leadership for creating a more sustainable, safe, secure, and technically advanced built environment. In this spirit, the following are part of the plan to ensure Franklin Boulevard delivers more and better of what the public deserves:

- **Extending EugNet High Speed Fiber/Signal Interconnect** – In 2017, Eugene was identified as a Gigabit City by the Mozilla Foundation, hence its nickname of "Silicon Shire," with the goal to be one of the country's best places for internet access and to eliminate the digital divide. Conduit for fiber was installed during Phase 1, local utility boards are poised to continue installation, and a fiber company now has encroachment permits. EugNet is the largest fiber optic network in Oregon and credited with the significant influx of technology-based businesses in the corridor. An expansion would stretch EugNet further, allowing for more coverage and better access for those who suffer from the digital divide. EugNet expansion will also monitor many transportation innovations, including BRT signalization, cameras, transit station functions, and other pedestrian and bicycle-related detection.
- **Electric Buses** – LTD is on track to eliminate fossil fuel use in their fleet by 2035 and replace 30% of their aging fleet with electric or low/no-emission vehicles in the next three years.
- **BRT Signal Prioritization** – BRT currently operates along Franklin Boulevard and will continue to be prioritized at intersections. EmX buses will also have right-of-way when entering the roundabouts. These improvements will mean fewer delays and prioritizing the movement of those who choose transit, including the significant number of car-free persons in the area. Special in-pavement signals will also help support BRT signalization.
- **BRT Traveler Information Systems** – Real-time arrival and travel information will be seamlessly provided to passengers with the latest technologies at EmX stations, in the palm of riders' hands via smartphone applications, and via ADA signage.
- **Modern Roundabouts** – Using roundabouts increases efficiency by replacing outdated, congestion-creating intersections. Roundabouts reduce speeds while preventing delays.
- **RRFB Crossings at Roundabouts** – Franklin's modern roundabouts will use Rectangular Rapid Flashing Beacons (RRFBs) to improve pedestrian safety at two-lane crossings, drastically improving safety and accessibility for all ages and abilities.
- **Camera Detection** – Cameras will be used at existing signalized intersections to detect when people walking or biking are crossing, greatly enhancing the safety of the corridor for the area's most vulnerable populations.
- **Pedestrian Timers** – Eugene will support people walking with countdown timers when crossing BRT lanes to increase safety while crossing.

Innovative Project Delivery

The Eugene-Springfield region is well positioned to deliver this project to meet today's and tomorrow's needs. To do so, Eugene and Springfield will bring to the project:



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

- **Greater Local Control = Quicker Project Delivery.** Eugene and Springfield both have ownership of the existing right-of-way through recent jurisdictional transfers from Oregon Department of Transportation (ODOT) (Springfield: 2014, Eugene: 2006 and 2018).
- **The CLPA Advantage.** Eugene is a Certified Local Public Agency (CLPA) by ODOT and Springfield is working to become certified. CLPAs streamline the delivery of local FHWA projects and increase local ownership of project outcomes. Eugene and Springfield continue to coordinate with the FHWA Oregon Division, with the most recent meeting held in June 2021.
- **Proven Local Processes.** Phase 1 in Springfield was completed four months ahead of an already fast track timeline (April 2017 to May 2018). This was made possible by the City's project manager using an on-site office and by working with the contractor and project team reviewing traffic control plans and other schedules to determine that an entire traffic control phase during construction could be removed. Through Springfield's relationship of trust with property and business owners, the City obtained right-of-entry to properties to begin construction as the negotiation process progressed.
- **Reputations that Matter.** The Cities of Eugene and Springfield have excellent technical and obligation rate track records.
- **Productive Agreements.** FHWA-Oregon Division and ODOT have a programmatic agreement for Categorical Exclusions. The FHWA statewide Federal-Aid Highway Program (FAHP) for Endangered Species Act consultations works well. ODOT, FHWA, SHPO, and ACHP have a programmatic agreement for Section 106 cultural resources. These agreements will accelerate remaining environmental approvals.

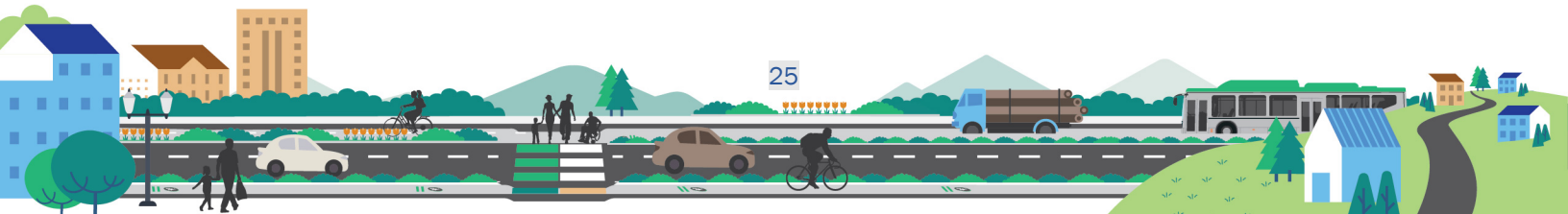


Kristi Krueger, Managing Civil Engineer (Capital Engineering Program Manager) manages construction of Phase 1 from an on-site office in Glenwood.

V. ENVIRONMENTAL RISK REVIEW

The project presents little environmental risk. This project is completely within the Eugene-Springfield Urbanized Area and covers previously disturbed areas. The project will convert travel lanes into space for people walking and biking. Negative environmental impacts such as increased noise, worsened air quality, and degraded water quality will be reduced. Improving the walking and biking environment and upgrading transit will reduce emissions and help meet regional climate goals.

Building upon 15 years of previous planning, design, and construction along Franklin Boulevard makes for an engaged local population, which helps position this project as shovel ready. Both cities have had strong public involvement and are ready to finalize design, permitting, and continue project construction. The long history of work in both cities on Franklin Boulevard and the work completed thus far demonstrate an ability to work quickly, work well, and finish the job at hand in a timely and cost-effective manner.



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

Due to the urban nature of the project and previously disturbed land along the corridor, no wetlands will be impacted. Additionally, soil contamination was successfully remediated as part of Phase 1.

Eugene and Springfield staff have worked to reduce overall impacts to property and business owners throughout this project. During Phase 1, Springfield staff worked with property and business owners to purchase right-of-way (ROW), assist in the cut and reface of buildings that were partially in the new ROW, or to relocate businesses. The City of Eugene and the UO, the largest property holder on the corridor west of I-5, have been collaborating on design of the street. A UO campus planner served on the technical advisory committee for Eugene’s Franklin Boulevard Transformation planning project. The UO is aware of potential ROW impacts and provided a letter of support. In addition, Eugene and Springfield have begun discussions with property owners regarding future ROW acquisition and can build on their strong record of relationship-building with property owners to acquire ROW as needed.

a) Project Schedule

Eugene and Springfield are well-positioned to meet the schedule requirements of RAISE grant funding. The proposed schedule is identified below, in **Figure 10**.

Figure 10: Project Schedule

Project Schedule

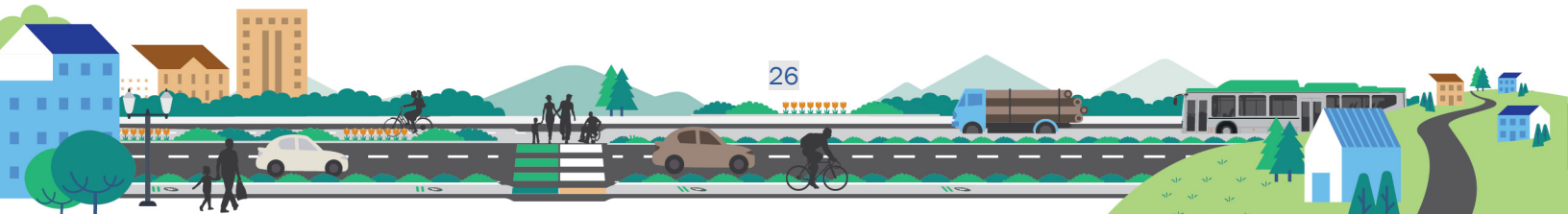


b) Required Approvals

Franklin Boulevard’s recent history is a story of incremental progress made by both cities in a timely, orderly manner, creating a strong framework for a RAISE award.

The City of Springfield proactively obtained NEPA approval with a categorical exclusion for the entire length of their jurisdiction of Franklin Boulevard in November 2016.¹¹ This enabled the City to gain efficiency in project delivery and construction. Construction was complete in May 2018, four months ahead of schedule and within budget. The contract was completed in September 2018. The City is at 60% design completion for the Mississippi roundabout intersection and moving toward 60% design for the remaining elements from Mississippi Avenue to just east of Henderson Avenue through a combination of Federal Surface Transportation Block Grant and local funding sources.

¹¹ <http://newfranklinblvd.org/2016/12/nepa-document-categorical-exclusion/>



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

In March 2020, the planning and public engagement process in Eugene selected a preferred design alternative for Franklin Boulevard. Eugene has begun preliminary engineering with a footprint and traffic modeling complete. NEPA is underway with the affected environment, purpose, and need already completed. Because the project presents no significant impacts, the City of Eugene anticipates a Categorical Exclusion, which means very low risk of potential schedule delay from obtaining environmental clearance. The anticipated date of completion for NEPA west of I-5 is early 2022. **Table 5** provides links to the project websites, which provide documentation on the outreach efforts to-date.

Table 5: Project Outreach

Franklin Boulevard Public Engagement Links	
Springfield	http://newfranklinblvd.org/public-involvement/
Eugene	https://www.eugene-or.gov/4115/FBT-Public-Involvement

c) Local and State Approvals

A multitude of district, city, and regional plans have laid the groundwork for **Franklin Boulevard** and support its vision. They include:

- [Eugene-Springfield Metropolitan Area General Plan](#)
- [Willamette River Open Space Vision and Action Plan](#)
- [Springfield Comprehensive Plan](#)
- [Springfield](#) and [Eugene](#) Transportation System Plans
- [The River Districts: A Regional Collaboration District Plan](#)
- [Walnut Station Specific Area Plan](#)
- [Eugene Courthouse District Concept Plan](#)
- [Riverfront Research Park Master Plan](#)
- [Regional Prosperity Economic Development Plan](#)
- [Regional Consolidated Plan](#)
- [Regional Transportation Plan](#)
- [Lane Transit District Long Range Transit Plan](#)
- [Envision Eugene](#)
- [Eugene Climate and Energy Action Plan](#)
- [Glenwood Refinement Plan](#)
- [Eugene Downtown Riverfront Master Plan](#)
- [University of Oregon Campus Plan](#)
- [The GREAT \(Goshen Region Employment and Transition\) Plan](#)
- [Lane County Climate Action Plan](#)

Eugene and Springfield have a demonstrated ability to work toward implementing the vision laid out in these plans as is evidenced by the success of Phase 1. Within the framework of those plans, the following state and local project approvals have already been obtained (**Table 6** below).

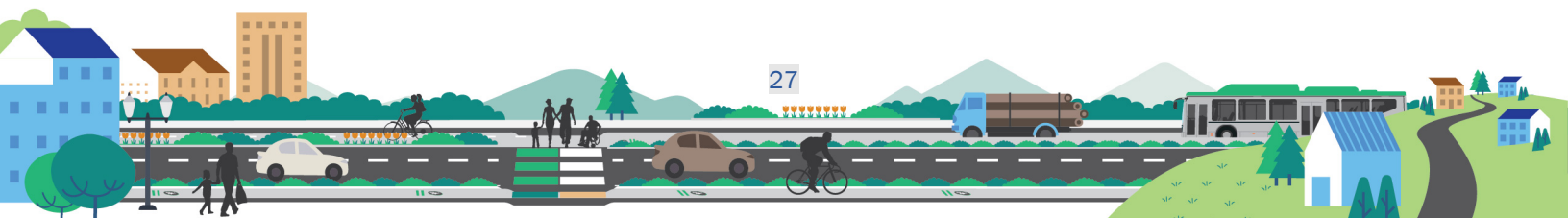


Table 6: Local and State Approval Documentation

State and Local Approvals the Project Depends Upon	
Eugene Transportation System Plan	<ul style="list-style-type: none"> Projects MM-19, PB-508, S-13
Springfield Transportation System Plan	<ul style="list-style-type: none"> Project R-13
Central Lane MPO Regional Transportation Plan	<ul style="list-style-type: none"> Springfield: Project 830 Eugene: Project 119, RTP 122
2018-2021 Statewide Transportation Improvement Program (STIP)	<ul style="list-style-type: none"> Springfield: ODOT Key Number 21375 – Franklin Boulevard Design Phase 2 Eugene: ODOT Key Number 19746 – Franklin Boulevard Facility Plan and NEPA

d) Federal Transportation Requirements Affecting State and Local Planning

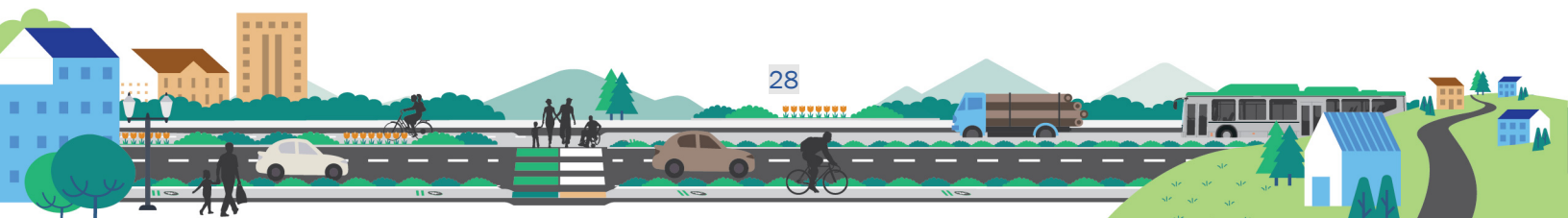
Eugene and Springfield do not anticipate any issues with federal transportation requirements.

- Springfield and Eugene will continue to work with ODOT Freight (“Motor Carrier”) as Springfield did in Phase 1 as part of the design process to ensure that freight can be accommodated with ingress/egress and safe movement throughout the corridor.
- There are no issues with historic preservation, SHPO, or archeological sites along the corridor, as this area is urban and previously disturbed with little environmental risk.
- Springfield and Eugene continue to enjoy a good relationship with FHWA Oregon Division and have had productive meetings regarding this project as recently as June 2021.
- Given the multitude of letters of support from the public and private sectors and Springfield’s excellent record of ROW acquisition during Phase 1, there is little expectation of legal action.
- The strong public involvement history in both cities regarding Franklin Boulevard results in the communities and stakeholders being informed and engaged.

Mitigating risks along Franklin Boulevard is not a new process for Eugene and Springfield, but a continuation of 15 years of corridor planning work. Active, true community engagement helps project managers stay on top of risks by listening to concerns and maintaining two-way, communication that responds to problems. Eugene’s and Springfield’s excellent community engagement traditions will pave the way for transforming Franklin Boulevard and mitigating any risks that may arise.



The robust public involvement for Franklin Boulevard has laid the groundwork for widespread community support today.



VI. BENEFIT COST ANALYSIS

The Franklin Boulevard Partnership will bring about positive impacts to the region. According to the benefit-cost analysis (BCA) (details provided in Appendix E), the project is expected to generate a benefit-cost ratio (BCR) of 2.96, indicating that approximately \$2.96 of benefits would be created for each dollar spent. When including TOD benefits, the benefit cost ratio is expected to increase to \$3.95. A summary of key BCA metrics is reported in **Table 7**.

**TOD / Private
Development Benefits
can push ROI to almost
\$4 per dollar invested**

Table 7: Summary Benefit-Cost Metrics (Millions of \$2019)

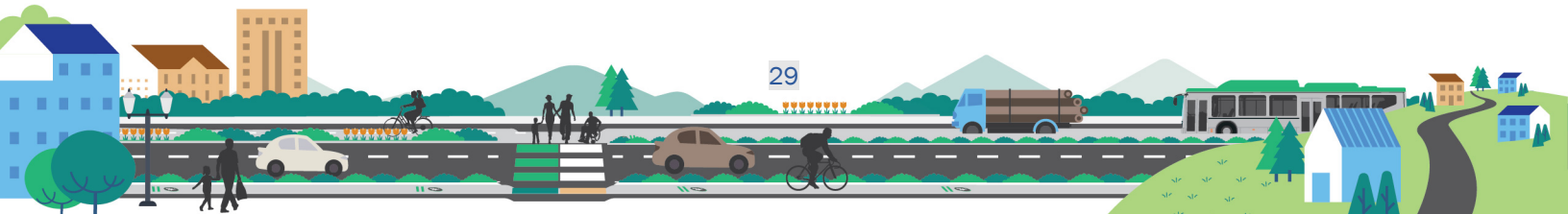
Project Evaluation Metric	7% Discount Rate	Undiscounted
Total Discounted Benefits	\$60.2	\$237.6
Total Discounted O&M Costs	-\$6.5	-\$22.4
Total Discounted Costs	\$20.3	\$30.7
Net Present Value	\$39.9	\$206.9
Benefit-Cost Ratio	2.96	7.73
Internal Rate of Return (%)		17.1%
Payback Period (Year)		14

The greatest benefit category is attributed to economic competitiveness stemming from BRT operational enhancement. Travel time and out-of-pocket cost savings for existing and new BRT riders will enjoy over \$42 million in discounted benefits, almost two-thirds of the total estimate evaluated over 20 years of operations. **Table 8** shows how the project’s economic benefits align with the challenges and goals.

**\$1.50 PER TRIP savings
for each BRT rider for
the next 20 years**

Table 8: Project Goals Alignment with Primary Selection Criteria

Current Status or Baseline & Problems to Be Addressed	Changes to Baseline / Alternatives	Type of Impacts	Economic Benefit	Summary of Results (Discounted)
Challenge 1: Unsafe Conditions for All	Install sidewalks and bicycle paths separated from vehicles	Improved safety conditions for pedestrians and bicyclists, improved quality of life	Quality of Life (Travel Time Savings, Bicyclists)	\$11.5M
			Quality of Life (Travel Time Savings, Pedestrians)	Not Quantified



FRANKLIN BOULEVARD: A PARTNERSHIP TO REBUILD AND REVIVE A CORRIDOR

Moving People Forward, Raising People Up

Current Status or Baseline & Problems to Be Addressed	Changes to Baseline / Alternatives	Type of Impacts	Economic Benefit	Summary of Results (Discounted)
			Quality of Life (Health Benefit & Willingness to Pay for Safety)	Not Quantified
Challenge 2: At-Capacity EmX BRT System	Enhance BRT service with reduced headways	Improved travel speeds, reduced congestion	Economic Competitiveness (Travel Time and Out of Pocket Cost Savings)	\$42.6M
Challenge 3: Poor Network Connectivity and Travel Delay	Install roundabouts and active transportation infrastructure	Improved travel speeds, reduced congestion and crashes	Safety (Accident Reduction Savings)	\$2.2M
			Environmental Sustainability (Reduction in Emission Costs)	\$0.8M
			Economic Competitiveness for Autos (Travel Time and Out of Pocket Cost Savings)	\$9.1M
			State of Good Repair	\$0.4M
	Reconfigured network with BRT as catalyst for TOD	Increased connectivity to local businesses and homes	Quality of Life (Economic Development)	\$20.1M (Sensitivity Analysis Only)

Note that per USDOT guidance, CO2 emission cost savings were discounted at 3%. This note applies throughout the document where discount rate of 7% is mentioned.

In addition to these benefits, the project will create jobs. Specifically, money spent to construct the project will generate short-term jobs. The \$24.0 million in capital spending (excluding spending on construction engineering and ROW) is expected to create 312 job-years,¹² which can be interpreted as approximately 62 jobs lasting the 4-year construction period. Approximately 200 of these job-years are expected to be created directly or indirectly due to project spending, and thus would represent jobs in the construction industry and supporting supplier industries. The remaining 112 job-years are induced from additional spending by employees, and thus represent jobs created elsewhere in the economy.

These job estimates are based on data from the American Recovery and Reinvestment Act of 2009.¹³ Specifically the jobs per dollar spent was taken from this study, inflated to 2019 dollars, and applied to the project capital spending.

¹² Job-year is the number of years of work created. For example, 10 job-years might represent 5 jobs each lasting 2 years or 1 job lasting 10 years, or other combination.

¹³ “Estimates of Job Creation from the American Recovery and Reinvestment Act of 2009” accessed at: <https://obamawhitehouse.archives.gov/administration/eop/cea/Estimate-of-Job-Creation/>; and Version updated September 2011, accessed at: <https://www.govinfo.gov/content/pkg/FR-2012-01-31/html/2012-1996.htm>

