



# DRAFT Public Involvement and Communications Plan

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# Purpose of the Public Involvement and Communications Plan

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This document outlines the public involvement (PI) communication and outreach approaches for the City of Eugene’s Franklin Boulevard Transformation project. It also serves as a reference for understanding the project’s public information and outreach activities and planned timelines. Because the community involvement work is ongoing, this plan is a “living document” that will be updated as additional stakeholders are identified, new issues arise, and the project design evolves.

## Project Background

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Franklin Boulevard is a major arterial street that connects downtown Eugene to the University of Oregon and Springfield. In its present state, Franklin represents an antiquated state highway with fast speeds that does not adequately or safely serve the multi-modal needs of our urban Eugene community. As Eugene and the University of Oregon grows, our transportation needs to evolve.

The City has been planning for Franklin Boulevard’s upgrade for years. The Walnut Station Specific Area Plan, adopted in 2010, envisions a corridor transformation so that this segment of Franklin Boulevard could serve as a catalyst for modernization and redevelopment of the corridor. To do this, however, Franklin Boulevard needs improvements.

With this project, the City of Eugene (City) is looking to develop multimodal alternative designs to reconfigure the 1.5 miles of Franklin Boulevard from Alder Street to Interstate 5 to:

- Transform Franklin Boulevard from an auto-oriented thoroughfare to an attractive, safe, multimodal street.
- Reinforce Franklin Boulevard as the spine of the regional EmX system.
- Strengthen connections across and along Franklin Boulevard.
- Redevelop Franklin Boulevard consistent with adopted plans and considering environmental impacts.

Through the project, the City will also evaluate the environmental impacts of the project in a subsequent environmental/permitting phase. The project’s development process will link transportation planning and environmental analysis through an integrated and coordinated approach. It will consider both planning and National Environmental Policy Act (NEPA) considerations to allow decisions to carry forward through subsequent project development and approval activities.



With participation from the community and stakeholders, the City will develop alternatives and select a preferred alternative that will be refined to a level that will establish the estimated cost and right-of-way limits.

## Project Phasing

The project contract is divided into two phases:

- Phase I - Public Involvement, Conceptual Design Alternatives, Pre-Design Site Assessment, Preliminary Engineering for 30 percent plans, right-of-way narrative, cost estimates and preliminary environmental consideration
- Phase II - National Environmental Policy Act (NEPA) documentation

## Project Area

The extent of the project is from Alder Street on the west side to Interstate 5 on the east side. It also includes consideration of bicycle and pedestrian improvements on Garden Avenue near the middle of the corridor.



## Related Projects Past and Present

A number of past planning efforts provide guidance to this project including Envision Eugene, the Eugene 2035 Transportation System Plan, and the Walnut Station Specific Area Plan.

The **Envision Eugene** process ([www.eugene-or.gov/760/Envision-Eugene](http://www.eugene-or.gov/760/Envision-Eugene)) identifies key transportation corridors for further study and development to support land use that meets the community's anticipated growth needs. Franklin



Boulevard is one of six key corridors identified in that plan. The *Eugene 2035 Transportation System Plan* ([www.eugene-or.gov/3941/Transportation-System-Plan](http://www.eugene-or.gov/3941/Transportation-System-Plan)) calls for tripling the percentage of trips made by people walking, biking and taking transit over the next seventeen years. The *Walnut Station Specific Area Plan* ([www.eugeneor.gov/Search?searchPhrase=walnut%20creek](http://www.eugeneor.gov/Search?searchPhrase=walnut%20creek)) calls for transit oriented development supported by a high-quality pedestrian and bike network.

The project team has prepared a technical memo that reviews and summarizes relevant planning documentation. See the “Project Overview” memo available on the project web site in the project library at: <https://www.eugene-or.gov/4117/Project-Library>. Copies of a number of the relevant planning documents are also located there.

## Project Objectives

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This project aims to transform Franklin Boulevard from an automobile focused arterial to a multi-modal urban street that elevates people walking, biking, and riding the bus. The project also aims to improve bus, cycling, and pedestrian travel modes. The transformation of Franklin Boulevard will serve as a catalyst for modern redevelopment of the corridor as envisioned by the community in the Walnut Station Specific Area Plan.

The City aims to identify innovative solutions that protect people biking and walking, provide convenient access to street frontage and connect existing bicycle facilities and multi-use paths.

Specific design objectives include:

- Redesign Franklin Boulevard as a “complete street” that is safe and comfortable to walk and bike both along and across.
- Consider design tools such as multiway boulevard sections, protected intersections, protected bicycle facilities, and wider sidewalks with street trees to improve safety and access for all users.
- Integrate furnishings, lighting, landscape elements, distinct materials, and character-supporting elements into the design
- Integrate gateways and key entry points to the corridor to pronounce a sense of arrival and character for Franklin Boulevard.
- Consider vehicle and freight needs in the design.
- Provide continuous bi-directional travel for EmX buses along the corridor with high-quality, well-integrated stations.
- Design for planned transit frequency and capacity needs and meet on-time performance goals.
- Create a seamless experience along Franklin Boulevard to maximize mobility for people using all travel modes, for example through a wide, well-



appointed pedestrian realm, high-visibility crosswalks, and consistency of design elements.

- Design safe, comfortable connections to and from adjoining neighborhoods and destinations on the corridor and connections across the corridor.
- Consider design and performance guidance from adopted plans
- Avoid or minimize impacts of the design alternatives on the natural and human environment.

## Public Involvement Objectives

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Community and stakeholder engagement will be key to developing a safe and vibrant corridor. The project will identify and involve stakeholders and community interests so that decision makers have well-informed and comprehensive information for selecting a preferred alternative. Most of the public engagement efforts for this project will be at information, involvement and collaboration levels. Information activities provide one-way communications, such as fact sheets and newsletter articles and project notifications. Involvement seeks input on information and decisions, such as comment or survey opportunities. Collaboration activities, such as the planned design workshops, seek a deeper level of input in developing alternatives and identifying project solutions.

Specifically, the public involvement process will facilitate the review and selection of alternative designs by stakeholders, agency partners (through a technical agency advisory committee), and community members.

Through the public engagement activities, the team will incorporate public input, ideas, and priorities within the study results. Public involvement activities will involve corridor residents, organizations, and businesses and feature multiple approaches to engage communities.

At a minimum, public involvement will meet the requirements of a Categorical Exclusion NEPA document and will continue throughout the project. The public involvement process will also facilitate review and selection of alternative designs by stakeholders, agency partners and community members.

## Key Stakeholder Groups and Their Concerns

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### Key Stakeholder Groups

Key stakeholder groups are listed below. Throughout this project, this list will be refined and added to in a living database that includes contact information for representatives of these stakeholder interests. This database will serve as an interested parties list from which to draw upon for outreach activities.



#### ADVOCACY & SERVICE ORGANIZATIONS

- Americans with Disabilities Act advocates
  - Disability Services Advisory Council, Lane Council of Governments
  - Accessible Committee on Transportation, Lane Transit District
  - Lane Independent Living Alliance (LILA)
- Better Eugene-Springfield Transportation (BEST)
- Bicycle/Pedestrian advocates
  - Greater Eugene Area Riders
- Friends of Trees

#### AGENCIES/UTILITIES

- City of Eugene
- Eugene Water and Electric Board
- Lane County
- City of Springfield
- Lane Transit District
- Oregon Department of Transportation
- CenturyLink
- NW Natural

#### BUSINESS OWNERS

- Eugene Chamber of Commerce
- Hotels
- Restaurants
- Car repair
- Grocery
- Student Housing
- Other

#### COMMITTEES AND COMMISSIONS

- City of Eugene Committees
  - Active Transportation Committee
  - Sustainability Commission
  - Willamut Citizens Planning Committee
  - River Guides



- Public Art Committee
- Planning Commission
- Lane County Area Commission on Transportation
- Lane Transit District
  - Board of Directors
  - Strategic Planning Committee
- City of Springfield
  - Bicycle and Pedestrian Advisory Committee
- Oregon Department of Transportation
  - Mobility Advisory Committee
  - Freight Advisory Committee
  - Bicycle and Pedestrian Advisory Committee

#### ELECTED OFFICIALS

- City Councilor Alan Zelenka, Ward 3
- Representative Marty Wilde, District 11
- Senator Lee Beyer, District 6
- Congressman Peter DeFazio
- Senators Jeff Merkley and Ron Wyden

#### FACILITY REPRESENTATIVES

- Wayne Lyman Morse Federal Courthouse
- University of Oregon Matthew Knight Arena
- PeaceHealth University District Hospital

#### FREIGHT

- Franz Bakery
- United Parcel Service
- Fed Ex

#### ORGANIZATIONS

- Travel Lane County
- TrackTown USA
- Friends of Hendricks Park

#### PROPERTY OWNERS

- Chambers Development Corporation



- Conner & Wooley
- Euro Asian Automotive
- Hirons

#### RESIDENTS/NEIGHBORHOODS

- Fairmount Neighbors
- Downtown Neighborhood Association
- Laurel Hill Valley Citizens
- South University Neighborhood Association
- Residents of the West University Neighborhood
- American Campus Communities (both 2125 Franklin and 959 Franklin)

Student housing along Franklin Blvd., Garden Ave. and the project area

#### SCHOOLS

- University of Oregon
  - ASUO
  - Administration
  - Faculty
  - Facility Departments
  - Housing
  - Parking//Transportation
  - Campus Planning and Facilities Management
  - Student Groups (LiveMove, etc.)
  - Environmental
  - Arborists
  - Architecture
  - University of Oregon Foundation
  - Athletics and fans
  - School of Planning, Public Policy, and Management
- Northwest Christian University
- Eugene School District 4J
- Springfield School District
- Lane Community College



## TRANSIT USERS

### TRIP GENERATORS

- University of Oregon (with focus on Matt Court, Hayward Field, Autzen Stadium, and Knight Campus)
- Through-users

## Issues and Concerns

An initial list of issues and concerns was identified from prior planning efforts and was discussed in this project's kickoff meeting with City and agency partners. This list, along with the list of stakeholders, will be refined and updated based on communications and input from stakeholders throughout the project.

- Need to consider full multimodal solutions
- Concerns about the project not balancing all modes of transportation
- Freight access
- Parking
- Access management (left turn lanes, driveways)
- Property value changes (both sale value and taxes)
- Homelessness
- Historical EmX opposition
- Potential tree removal and replacement
- Construction impacts

## Project Messages and Description

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### Key Messages and Sub-Messages

The key messages for this project will evolve with the project. They will include at least four waves of general information covering:

#### **(1) Project introductions: December 2018-January 2019**

During the project's first several months, the messaging will focus on raising project awareness and the goals this project will achieve. This will include information about the project timeline, decision making, draft Purpose and Need statement and opportunities for input and involvement including the development of the design discovery workshop #1. Input will consider the following: How are you using the street? How is it working for you? What problems are you experiencing?

#### **(2) Project alternatives: January – May 2019**



Following the development of the design discovery workshop #1, we will add more information about project alternatives being considered, the refined purpose and need and the upcoming screening of the alternatives. Like the first wave, this second wave of messages will include information about the project timeline, decision making for this project, and opportunities for input and involvement. The second wave of messages will also raise awareness about design workshop #2.

**(3) Alternatives refinement: May – October 2019**

The third wave of messages will follow design workshop#2 and feature refined concepts and upcoming decision-making forums.

**(4) Final decisions: October – December 2019**

The final wave of information will report back decisions on how stakeholder input was used in the process and the outcome from phase (1). Phase (4) will also outline next steps in the project.

The three main foundational messages for the first wave of information are included below:

**MESSAGE #1 - ISSUES**

Currently, Franklin Boulevard features fast vehicle speeds and wide lanes that promote low-density, automobile-oriented development with little urban character.

It has an uncomfortable, incomplete pedestrian environment with little-to-no buffering from traffic. The bicycle network is substandard and not integrated into surrounding regional routes.

**Sub-message:** These conditions reduce connections between the University of Oregon and surrounding neighborhoods to the south, and campus development and Willamette River paths to the north. They also pose barriers to active transportation and therefore limit the ability for the community to triple the number of people walking, biking and taking transit, as well as the city's ability to reach climate reduction goals.

**MESSAGE #2 - PROJECT OBJECTIVES**

This project aims to transform Franklin Boulevard from an auto-oriented thoroughfare to an attractive, safe, multimodal urban street.

**Sub-message:** The project will improve EmX, cycling, and pedestrian travel modes.

**Sub-message:** The transformation of Franklin Boulevard will serve as a catalyst for modern redevelopment of the corridor, as envisioned by the community in the Walnut Station Specific Area Plan.

**Sub-message:** Components of this project will include:

- Development and refinement of a boulevard design concept



- Creation of a design that is consistent with and fosters Transit Oriented Development surrounding Walnut Station
- Redesign Franklin Boulevard's function from a thoroughfare that cuts through the University and City to a gateway that guides people through the University.
- Use a Complete Streets approach that fully integrates with planned land uses and promotes safe and convenient pedestrian, bicycle, and transit access
- Incorporation of double-tracking of the EmX expansion into design concepts
- Traffic engineering to ensure functionality and safety for all modes
- Opportunities to involve the public and key stakeholders in the concept design, evaluation, and identification of a preferred concept; and
- Promotion of effective public engagement to foster an informed community supportive of the project results.

### MESSAGE #3 TIMELINE AND OPPORTUNITIES FOR INPUT

The project team expects Phase One of the project to last approximately one year, concluding in late 2019. Opportunities for community input will be provided throughout the process and featured in two intensive design workshops called charrettes.

**Sub-message:** Charrettes are intensive design workshops that bring multiple stakeholders together to address complex issues. For this project, the project team will hold charrettes in January 2019 and again in May 2019. Charrette #1, Design Discovery Workshop aims to confirm the City and stakeholders' vision, goals, and objectives for the corridor and review and refine two initial multimodal design concepts with City staff and stakeholders. The second charrette aims to refine the two initial concepts with City staff and stakeholders.

**Sub-message:** The project team will be reaching out to community members and groups about this project. You can sign up for the project e-newsletter at <https://www.eugene-or.gov/Franklin>. If you would like to request a presentation, contact:

Larisa Varela, Associate Transportation Planner, City of Eugene  
Email: [LVarela@eugene-or.gov](mailto:LVarela@eugene-or.gov)  
Phone (541) 682-6887

## Public Involvement Activities

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### Activities to Involve the Public and Stakeholders

The public involvement activities during Phase One of the project center around, but are not limited to, two design workshops.

The project team will conduct a two-part design workshop (Charrette) process for developing initial concepts for the Franklin Boulevard redesign and



subsequent refinements. These design workshops will use public and stakeholder input to shape conceptual design and transportation options.

**Design Workshop 1: Design Discovery (Workshop #1).** We will confirm the City and stakeholders’ vision and goals for the corridor, and develop initial design ideas. The design workshop starts with day one site visits and an evening public meeting to kick off the week’s work. This public event will orient attendees to the project process and project area, and to what the Franklin Boulevard Transformation project hopes to accomplish. We will solicit input about what works well and what doesn’t on Franklin today, and what Eugenic’s hopes are for Franklin in the future.

Day two consist of a series of focused stakeholder interviews to discover multiple parties’ interests and issues along the corridor. During this time, team members also begin to develop initial design concepts, review traffic data, and interpolate future scenarios. Day 2 includes an open studio session.

Days 3 and 4 are team work days with City and agency staff to develop and review the in-progress design concepts. Day four concludes with a public presentation of the concepts where interested community members are invited to provide feedback. This public event will showcase the week’s work toward a concept design for transforming Franklin Boulevard. The design team will present possible street cross sections and intersection and gateway designs, along with information about how options impact the way people traveling by different modes use the corridor. At this point, designs will have incorporated input from the public meeting, open studio feedback, and stakeholder conversations. The presentation will be followed by a structured Q&A where the public can further investigate how and why specific design elements have been recommended. Designs are not final at this meeting and will be further evaluated in the coming months. The schedule for Design Workshop 1(Charrette 1) is below:

**Franklin Boulevard Design Workshop 1 Schedule**

Time	Discovery Phase			Design Phase	
	Day 1 (Monday)	Day 2 (Tuesday)		Day 3 (Wednesday)	Day 4 (Thursday)
8:00 AM		Design Studio		Stakeholder Interviews (start at 8, 9, 10, & 11)	Design Studio
9:00 AM					
10:00 AM	Team Arrives				Design Studio (no meetings and lunch in studio)
11:00 AM	Set Up Studio 10:00 to 12:00				
12:00 PM	Team Briefing with Client 12:00 to 1:00	Team Lunch		Team Lunch	
1:00 PM	Meet Advisory Committee 1:00 to 2:00				
2:00 PM	Team Site Visit with City Guide 2:00 to 4:00	Design Studio	Open Studio Hours 4:00 to 7:00	Stakeholder Interviews (start at 1, 2, 3, & 4) if needed	Design Studio
3:00 PM					
4:00 PM	Prep for Public Meeting 4:00 to 6:00				Pin-Up with Client & Advisory Committee 3:30-5:00
5:00 PM					
6:00 PM	Opening Public Kickoff Meeting 6:00 to 7:30				Design Studio
7:00 PM					
8:00 PM					Closing Public Meeting 6:00 to 7:30
9:00 PM					
10:00 PM					

City/Advisory Committee	
Key Stakeholders	
General Public	
Team Design Time	



The team will use several weeks after workshop 1 to further review concepts with City staff and stakeholders and to conduct additional analysis (e.g. traffic and transit operations analysis and determine right-of-way impacts) needed to inform the second workshop.

**Design Workshop 2: Design Refinement.** Day One will be used to meet with City staff and TAC committee members to review conclusions from the analyses, interviews and research conducted between the workshops, and present the information and design refinements developed following workshop 1. The information will be presented at an open-house for the public in the early evening. During day 2 we will advance the designs based on day 1 input and finalize graphics and present materials for a public meeting that evening.

The project team will conduct briefings, convene small-group meetings, canvass the immediate area, and have several open community events to both provide input into the design and report back findings. The project team will also provide information through tabling at events, newsletters, fact sheets, webpage (with online open houses) and email updates, social media announcements and media briefings. The project will also hold City Council briefings and hearings as part of the formal decision making process. The consultant shall prepare a Public Involvement Summary Report highlighting project activities and findings to be included in the final report.

## Opportunities for the Public to Comment

The project features two design workshops with several opportunities for the public to provide input during the workshops as well as online in addition to formal comment periods. Official comment periods will be open for 45 days. The design workshops each feature multiple opportunities to provide input. Additionally, the project team will seek out interest in the project through e-mails, corridor canvassing, briefings, focus groups and interviews, tabling events, online open houses/surveys, facts sheets, and responses to inquiries to guide interested parties toward the most appropriate opportunities for input.

## Techniques to Distribute Information

The project will have an ongoing web presence to provide updates to interested stakeholders. The web information will be complemented by email updates, post card mailings, articles in neighborhood newsletters, news media coverage, and social media postings.

Additionally information will be provided through group presentations, an on-site kiosk and other involvement opportunities (canvassing, design workshops, group presentations, event tabling, focus groups, council briefings, and inquiry responses).



# Public Involvement Team Responsibilities, Coordination, and Decision Making

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## City of Eugene

All public involvement activities and information will be approved by the City. The City will attend and lead the public involvement events targeted toward the general public and City staff will be identified by community members as the face of the project. The consultant team will be working in the background, responsible for designing and preparing materials for the public involvement activities and may attend events and meetings as described below. The City will consider its participation in activities beyond the scope of the consultant contract, on a case by case basis. This could include presentations at events and group meetings, participation in key interviews and small group discussions, participation in the design workshop discussions, and participation at council and commission presentations.

Additionally City of Eugene staff will:

- Post and contribute to website updates. The City will be responsible for the e-update software
- Develop the postcard mailing lists for area property owners and owners and tenants fronting Franklin Boulevard
- Review public involvement materials
- Forward project inquiries and presentation records to HDR for inclusion in the Public Involvement Record and Public Involvement Summary Report.
- Host a project website within the City's website
- Prepare and disseminate/publish notices and advertisements consistent with City meeting requirements

## Consultant Team

The HDR public involvement team will develop the Public Involvement Plan (PIP).

Other HDR team public engagement activities include:

- Development of up to two project fact sheets (December 2018 and March 2019)
- Project branding including providing logo design options (November 2018/December 2018)
- Prepare website files for the City to post to the City's website describing the project including, but not limited to, a project description, project library, vicinity map, schedule, FAQ's, and how to get involved pages. The website will have a mechanism to sign up for electronic mail updates (e-updates), website text and graphics for the City's website (ongoing)



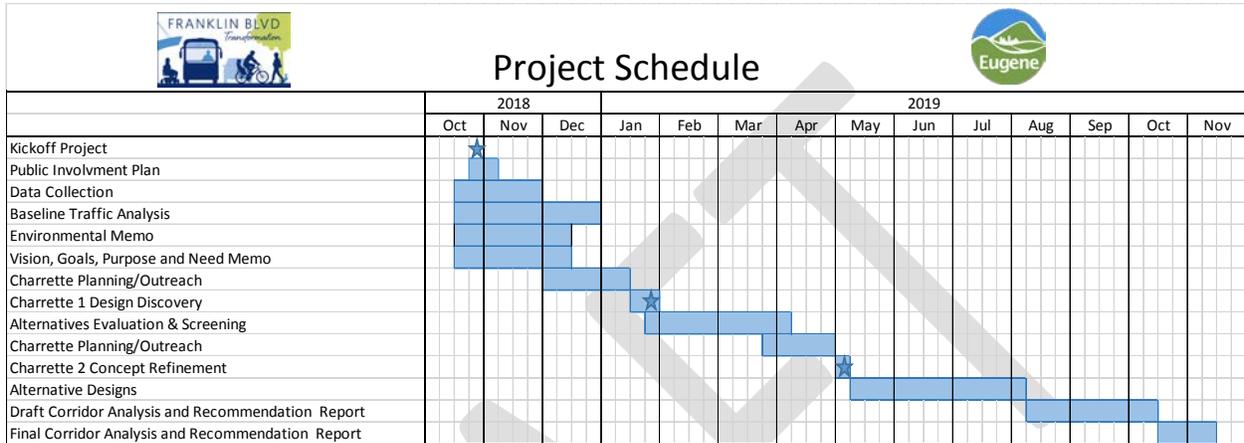
- Conduct up to sixteen project briefings with key stakeholders (December 2018/January 2019). Briefings will be determined in consultation with the City and City staff will be invited to participate.
- Provide door-to-door canvassing of up to seventy-five businesses and property owners fronting Franklin Blvd and Garden Ave prior to the first design discovery workshop (December/January 2019).
- Organize and conduct focus group discussions with up to twenty entities during each design workshop (for example; agency advisory committee, City staff, neighborhood groups, business interests, University of Oregon community, etc.)
- Develop a postcard (up to 600 paper copies/ mailing) to alert property owners and those north of Franklin Boulevard about the project, encouraging them to go to the website for project information (January 2019)
- Provide postcard meeting reminders for each multi-day design workshop to property owners and tenants fronting Franklin Boulevard. Design and mail post card meeting reminders to property owners/tenants fronting Franklin Boulevard.(January 2019 and April 2019)
- Develop agendas, handouts, advertisement language, newsletters, PowerPoint or Prezi presentations, and graphics to support activities (ongoing)
- Prepare on-site kiosk signage that will carry updated project information
- Compile and develop a mailing list of potentially affected businesses and property owners and other key stakeholders. To the extent possible, the mailing list will include both owners of record and tenants postal mail and email addresses.
- Develop up to three newsletters to be sent to the property owner/tenant mailing list describing the project progress: (1) introductory newsletter, (2) results of the design discovery workshop #1 and introducing design workshop #2; (3) results of design workshop #2. These newsletters will also be sent to the email list and posted on the website.
- Develop up to seventeen e-updates to the project's email list.
- Provide support (release drafting, speaking points, on-location logistics support, etc.) for up to three media events.
- Provide a Public Involvement Summary Report documenting stakeholder and public engagement activities that occurred throughout the project and summarize key themes heard from input received (October 2019)
- Maintain the Public Involvement Record for the duration of the project (ongoing)



# Implementation

## Timeline

The project timeline runs from October 2018 through November 2019. Key milestones include the design workshops in late January 2019 and May 2019. Public involvement activities will peak leading up to each of the design workshop and again leading up to the corridor analysis recommendations.



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