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AGATE STREET CORRIDOR STUDY



ACKNOWLEDGMENTS

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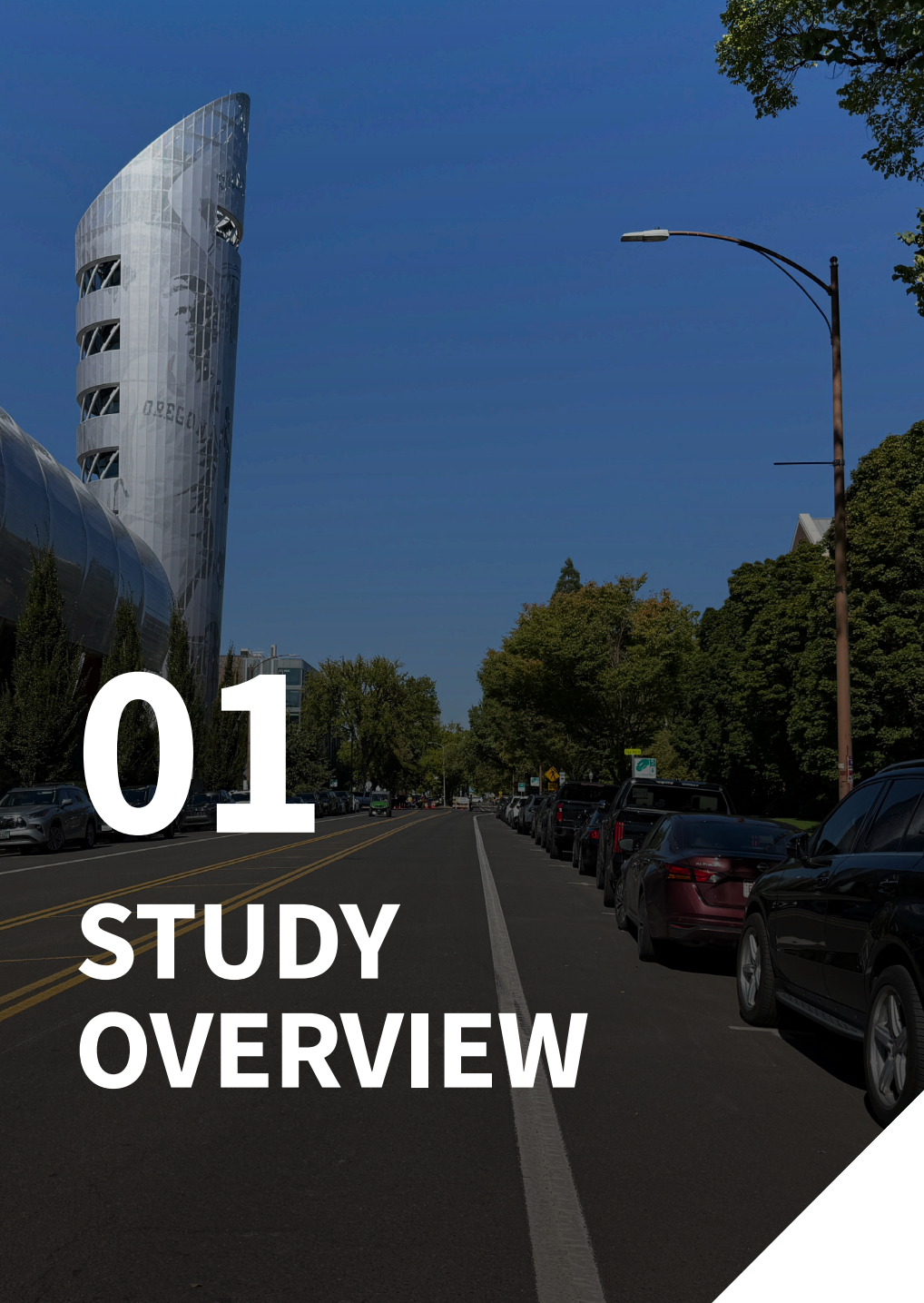
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OVERVIEW

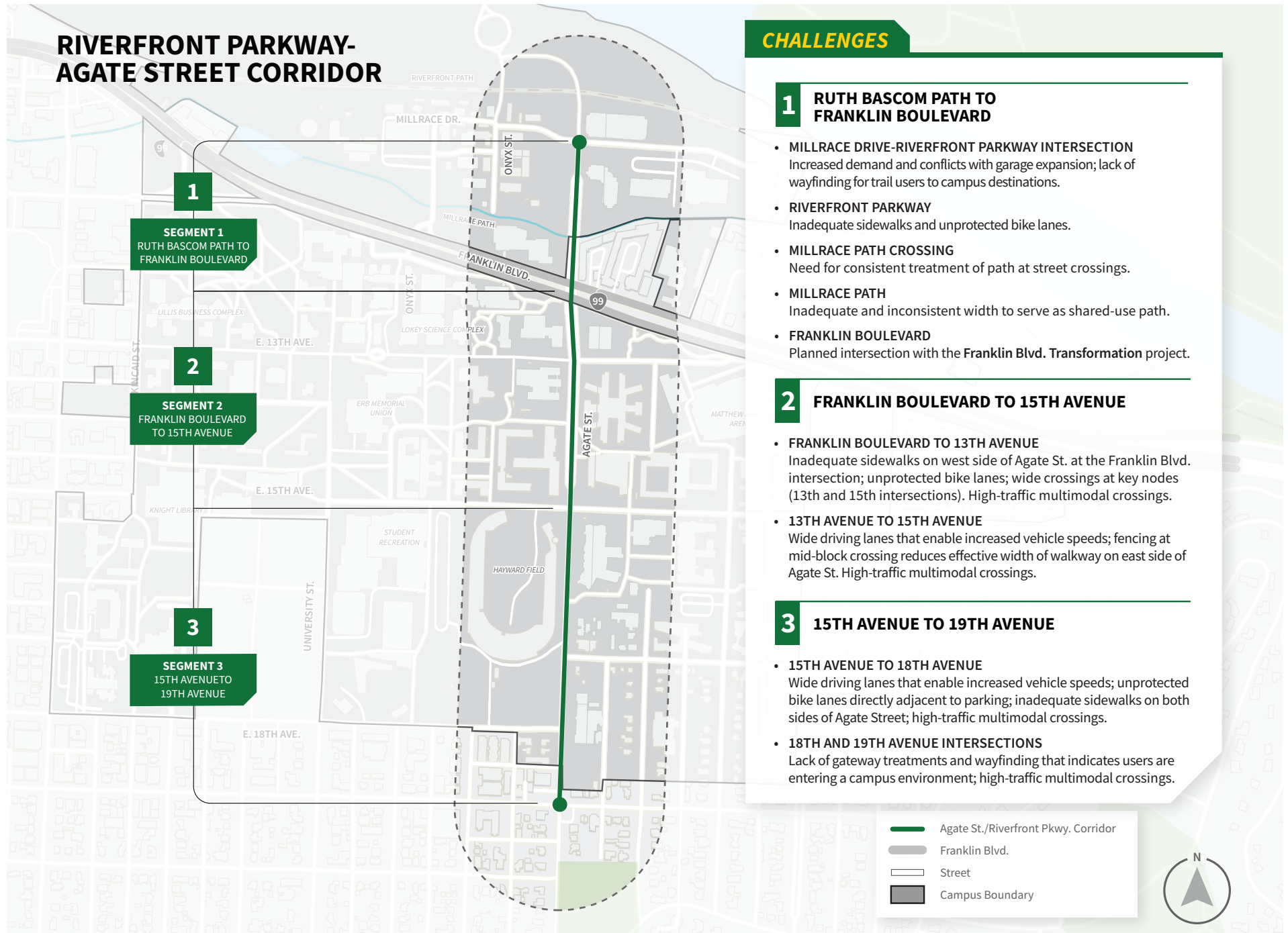
Agate Street is an important multimodal corridor that travels through the heart of the University of Oregon (UO) Eugene campus.

Owned and operated by the City of Eugene (City), it provides north-south connectivity between neighborhoods to the south and Franklin Boulevard and the Ruth Bascom Bike Path to the north. Classified by the City as a Minor Arterial and identified to be a Mixed-Use Neighborhood Street within the study area, Agate Street has a posted speed limit of 25 mph.

Within the boundaries of campus, Agate Street's critical east-west crossings support high volumes of people walking between diverse campus uses on both sides of the corridor. On a typical day, far more people walk than drive along and across Agate Street. Agate Street also serves bike riders and freight deliveries and provides access for Fire Station Number 13 near 17th Avenue.

The UO Campus Transportation Plan identifies Agate Street as a key corridor of need. Figure 1 provides the challenges identified for the Riverfront Parkway and Agate Street corridor in the UO Campus Transportation Plan. While Figure 1 covers the entire corridor, this study focuses on the segment through the heart of campus, from 13th Avenue to 18th Avenue. The UO Campus Transportation Plan also identified potential solutions for the corridor, which were considered throughout this planning process.

Figure 1-1. Riverfront Parkway and Agate Street corridor challenges, as identified in the UO Campus Transportation Plan (2026)



OBJECTIVES & GOALS

The Agate Street Corridor Plan was developed to establish a long-term vision for the corridor and to identify feasible, context-sensitive solutions to improve better safety, accessibility, comfort, and clarity for those travelling along and across Agate Street.

The project objectives include:

1

Identifying a long term vision for the corridor alongside near term, implementable opportunities.

2

Developing cross section and intersection recommendations by segment that reflect context, demand, and feasibility.

3

Evaluating the effects of different intersection control strategies, particularly at Agate Street and 15th Avenue, using multimodal performance measures.

OBJECTIVES

Goals for the Agate Street corridor align with and build upon the UO Campus Transportation Plan goals, and include:



Enhanced crossing treatments



Continuous, expanded pedestrian facilities



Continuous, protected bicycle facilities



Effective management of motor vehicle speeds



Adaptive treatments that accommodate special events

GOALS

02 PROJECT APPROACH

The project team took the following steps:



1. Project Purpose, Goals, & Evaluation Criteria:

Defined the purpose of the project and established clear goals and evaluation criteria to guide the analysis and decision making process.



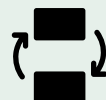
2. Field Observations & Data Collection:

Conducted field observations and collected data to understand existing conditions and inform subsequent analyses.



3. Existing Conditions Analysis:

Analyzed available data to assess current system performance, including traffic volumes, travel times, travel speeds, and existing intersection operations.



4. Alternatives Development, Analysis, & Evaluation:

Developed and evaluated a range of alternatives, focused on the intersection of Agate Street and 15th Avenue, using defined evaluation criteria. Analysis included intersection operational analysis and warrant analyses.



5. Selection & Documentation:

Reviewed evaluation results and collaboratively selected final recommendations, which were documented for decision making and implementation.

UO prepared this study in close coordination with the City of Eugene. Input was also collected at key points from the adjacent neighborhood associations and the Fire Marshall.



03 AGATE STREET TODAY: EXISTING CONDITIONS & ISSUES

Pedestrians far outnumber all other travelers on Agate Street when the university is in session. The rhythm of class changes creates spikes in the volume of people walking, biking, and using micromobility devices on and across the street. The ebb and flow of pedestrian crossings on Agate Street create noticeable differences in travel times for those who drive through the area. These existing conditions create notable safety, comfort, and operational challenges for all travelers.

The following key issues were identified during the planning process:

- Safety and operational challenges occur at the intersection of Agate Street and 15th Avenue. During class change periods, high pedestrian crossing volumes along Agate Street delay vehicle movements and contribute to variable travel times for those driving through the intersection. The project team also observed some drivers accepting short gaps between those crossing and occasionally driving aggressively, creating safety concerns for people walking.
- Inadequate sidewalks that cause crowding and do not support existing or planned volumes of people walking.
- Lack of consistent and comfortable bicycling facilities. South of 15th Avenue, bicycle facilities are narrow, unbuffered, and not comfortable for most people.
- Speeding by drivers travelling along Agate Street, especially at night and south of 15th Avenue.

In addition to these corridor issues, several broader considerations informed the planning effort. Planned campus development is expected to increase walking and bicycling volumes across Agate Street, reinforcing the importance of safe and comfortable crossings. Events along Agate Street—particularly south of 15th Avenue—will continue to require flexibility in corridor design and operations.

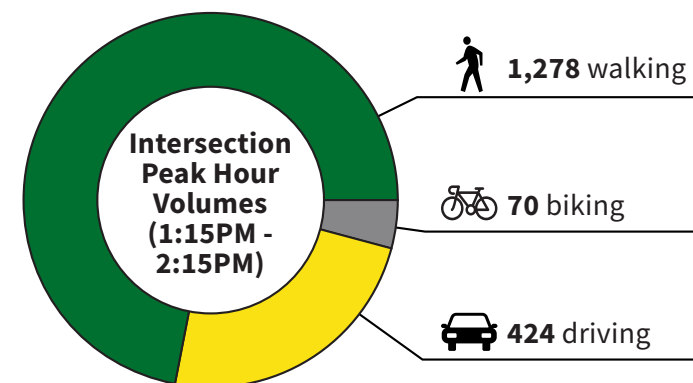
Previous campus planning efforts have also identified a long term vision for 15th Avenue east of Agate Street to function as a pedestrian oriented plaza, consistent with the Powell Plaza treatment to the west. Because 15th Avenue is city-owned, any future changes will require engagement with the City and adjacent neighborhoods.

VOLUMES

To better understand the experiences of those travelling on Agate Street, the project team analyzed several sets of data. Figure 3-1 presents the intersection volumes at Agate Street and 15th Avenue for the daily peak period. The data was collected on January 30, 2024, and it represents typical weekday conditions during the UO school year. Because drivers along Agate Street, as well as pedestrians crossing Agate Street, contribute to the operational challenges at the intersection, this period represents the hour of the day when the most people travel through the intersection, regardless of mode.

During the study peak hour 72% (1,278) of users were pedestrians, 24% (424) were driving, and 4% (70) were biking through the intersection. These percentages are likely to differ by time of year and due to weather conditions but are indicative of activity levels when the university is in normal session.

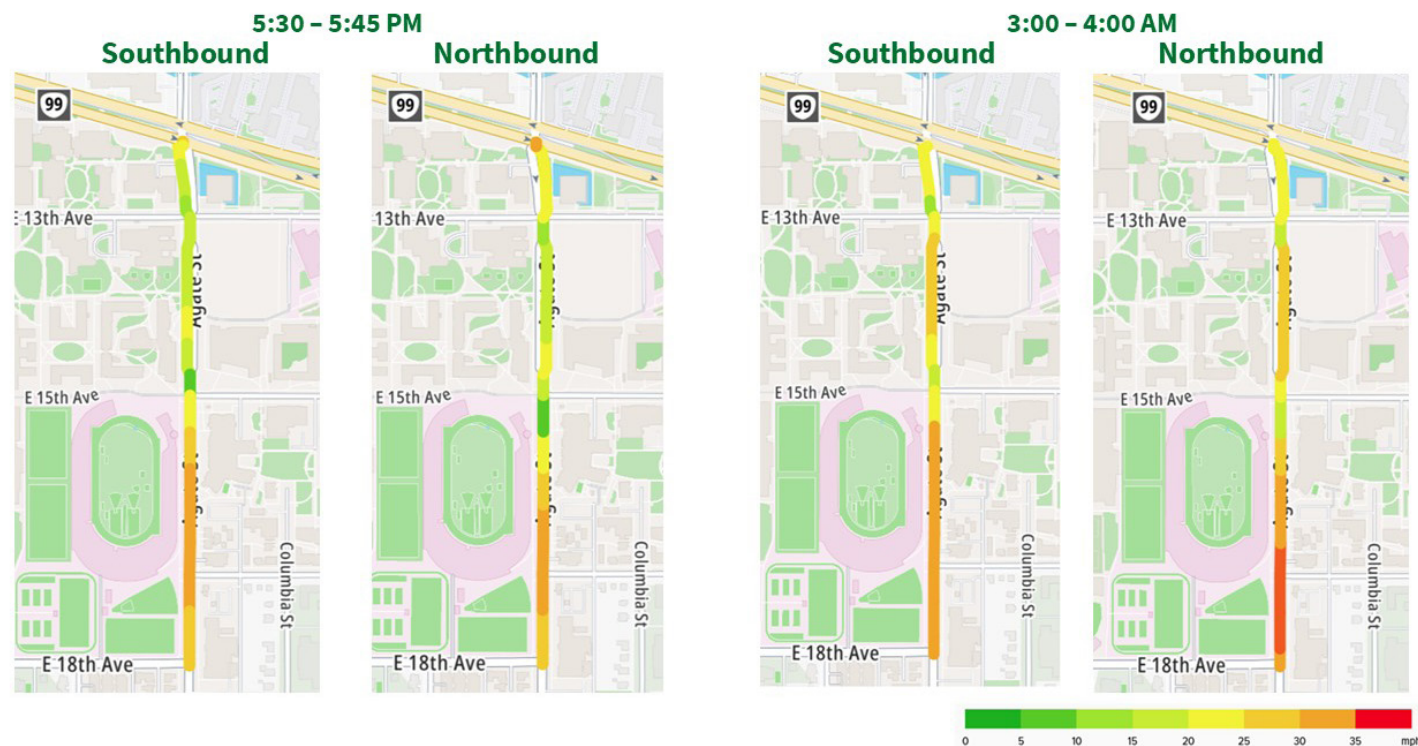
Figure 3-1. Weekday Peak Hour Intersection Volumes at Agate Street and 15th Avenue



DRIVER SPEEDS AND TRAVEL TIMES

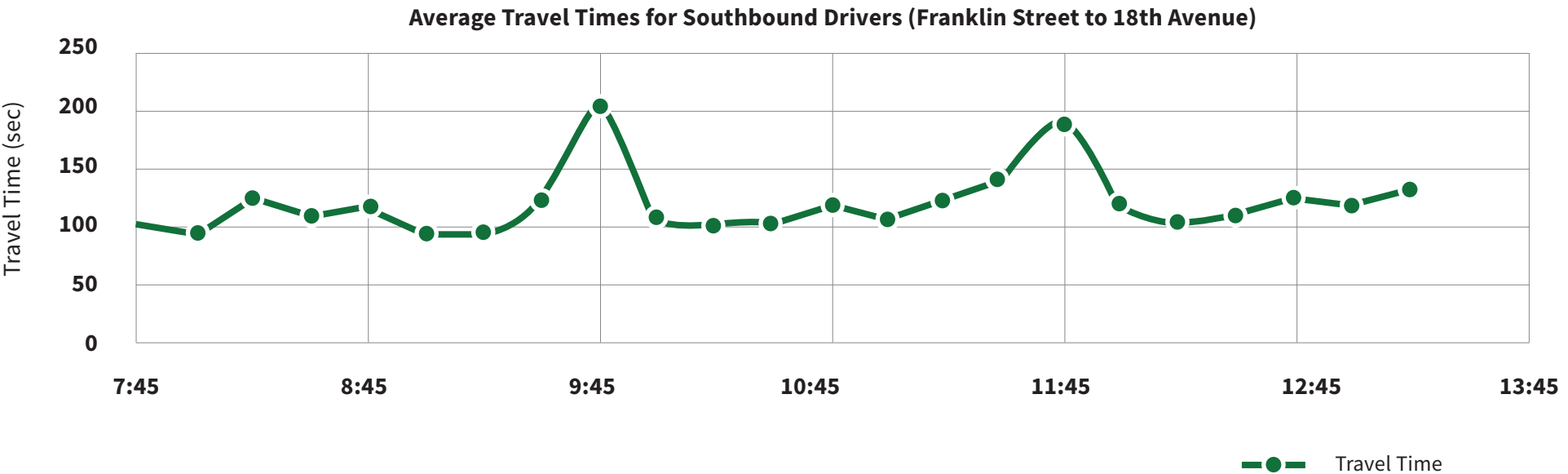
Driver speeds were analyzed using non-personally identifiable probe data for weekdays between early October and mid-November 2025 to represent typical fall weekday conditions during the UO school year (Figure 3-2). North of 15th Avenue, 85th percentile speeds are below the speed limit of 25 mph during the late afternoon period, while speeds south of 15th Avenue exceeded the speed limit. During early morning hours when volumes and general activity is lower, speeds were found to exceed the speed limit for most of the corridor, including speeds in excess of 35 mph between 17th Avenue and 18th Avenue.

Figure 3-2. 85th percentile corridor speeds (Fall 2025)



A travel time analysis conducted using the same data over the same fall 2025 period confirmed the driver travel time reliability challenges presented during class change periods. For those travelling southbound from Franklin Boulevard to 18th Avenue, the most affected movement, 50th percentile travel times doubled during the typical 9:45-10:00 AM class change period (Figure 3-3) from about 100 seconds (1 minute and 40 seconds) to about 200 seconds (3 minutes and 20 seconds). While these represent average travel times, 85th percentile travel times indicate higher delay for drivers during the peak class change periods.

Figure 3-3. 50th percentile motor vehicle travel times southbound from Franklin Street to 18th Avenue on Agate Street



FINDINGS

Walking is the predominant mode of travel along and across Agate Street, when the university is in normal session. Pedestrian activity during the class change periods has a measurable effect on motor vehicle travel times, for those traveling through the campus. Excessive motor vehicle speeds, particularly late at night raise concerns for safety of all travelers in the area.

04 RECOMMENDATIONS

Recommended improvements for Agate Street balance near term, implementable actions with a long term vision for a safe, low stress corridor that prioritizes walking and biking while supporting through vehicle access. With safety as the primary driver for decisions, treatments were also evaluated based on fit with corridor context, multimodal delay, ability to accommodate major events, impact to parking, Fire Department and community support, and compatibility with future changes on 15th Avenue.

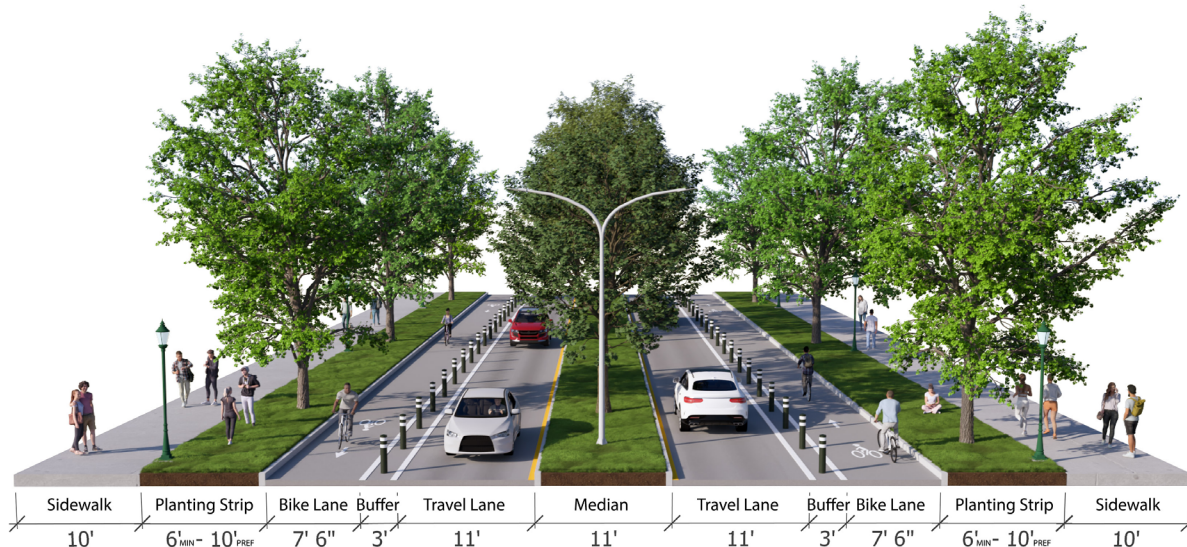
CROSS SECTION RECOMMENDATIONS

Segment-specific cross-section recommendations were developed to reflect the corridor context and meet identified needs, in close alignment with Eugene's *Complete Streets Standards* document.

AGATE STREET NORTH OF 15TH AVENUE

North of 15th Avenue, the recommendation is to maintain the existing planted median, travel lanes, bollard protected bicycle lanes, and planting strips (Figure 4-1) with modifications to widths in some locations. Sidewalk widening is recommended in locations where sidewalks are narrower than 10 feet. Where possible, planter strips are also recommended for widening to a minimum of six feet and a preferred width of 10 feet.

Figure 4-1. Agate Street cross section recommendation: 13th Avenue to 15th Avenue



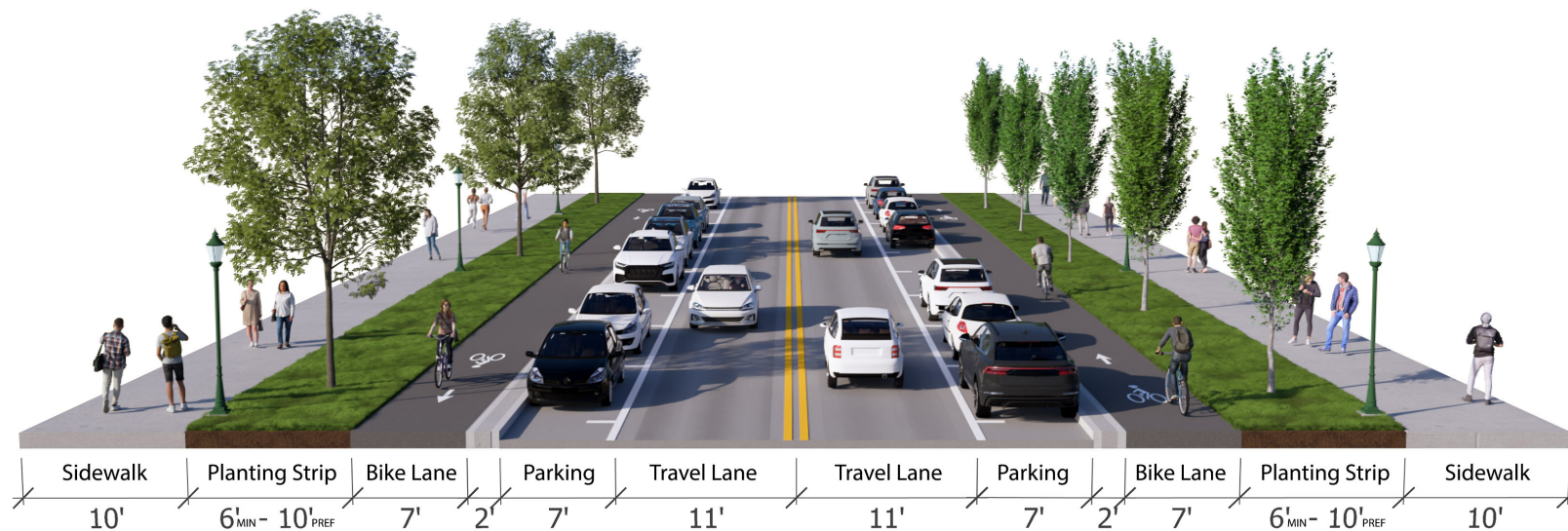
AGATE STREET SOUTH OF 15TH AVENUE

South of 15th Avenue, the recommendation is to reconstruct Agate Street to provide two travel lanes, adjacent on-street parking, a raised protected bicycle lane in each direction, planted buffers (maintaining existing trees), and 10-foot-wide sidewalks (Figure 4-2). The bicycle lane on the west side of Agate Street will need to be mountable and constructed to withstand occasional use by heavy trucks servicing Hayward Field events.

Putting bicyclists outside of the parking lane and at curb height improves bicyclist comfort by moving bicyclists away from drivers and providing a buffer between bicyclists and the parking lane door zone. Moving the bicycle lane and removing the striped center median visually narrows the roadway for people driving, which can support slower speeds that are more appropriate for the university context. Finally, wider sidewalks will better support existing and future pedestrian volumes along the corridor.

Near-term, before reconstruction to raise the bicycle lanes, the recommendation is to restripe the corridor to remove the striped center median and provide curb-tight, parking protected bicycle lanes.

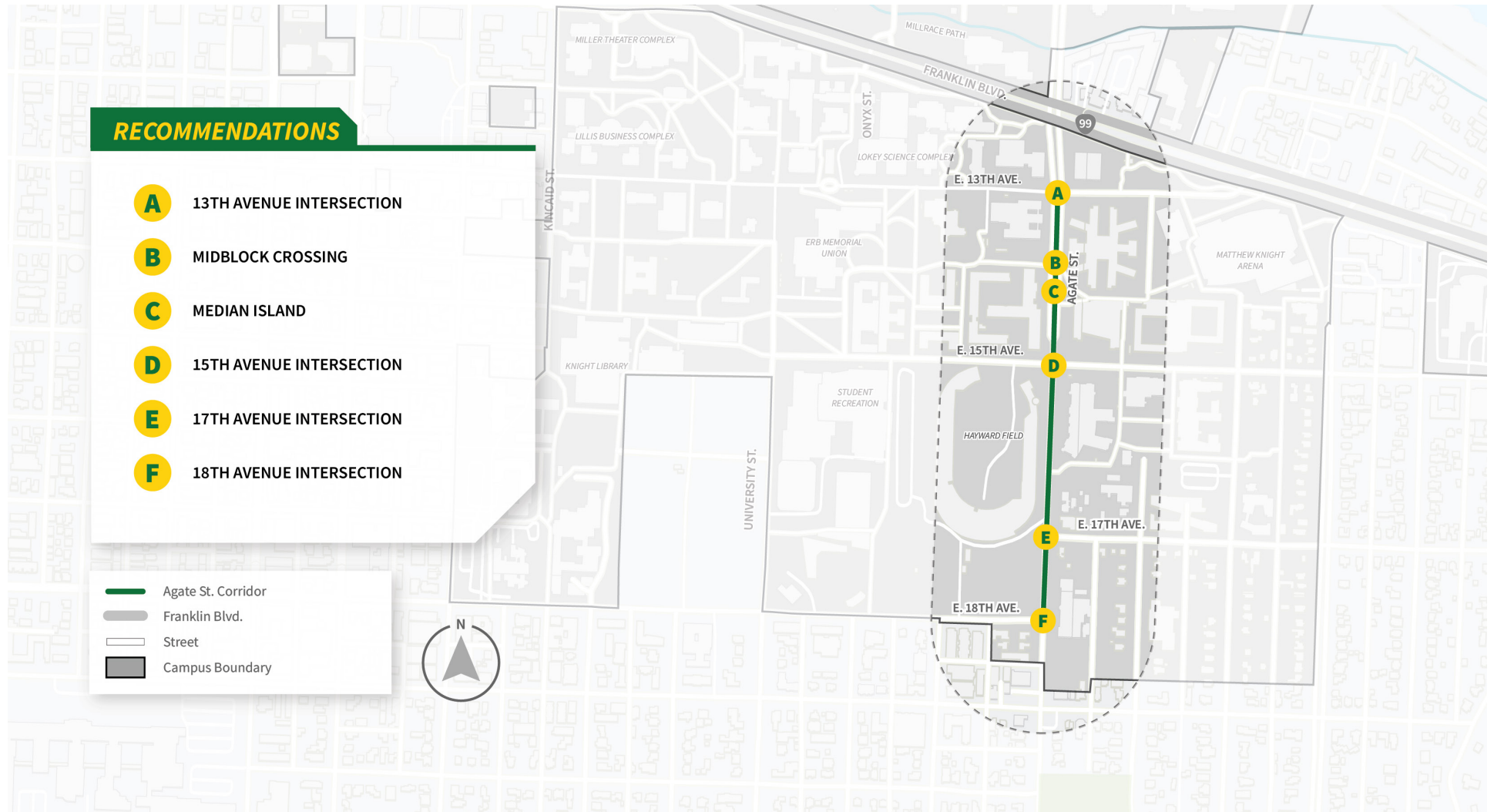
Figure 4-2. Agate Street cross section recommendation: 15th Avenue to 18th Avenue



SPOT TREATMENT RECOMMENDATIONS

Intersection, crossing, and other location specific solutions were developed to further support the corridor transformation. Spot treatment recommendations are organized by the locations shown in Figure 4-3 (Locations A through F). Each location includes a brief description of the corridor need and the recommended treatment.

Figure 4-3. Locations with spot treatment recommendations





LOCATION A: 13TH AVENUE INTERSECTION

- Maintain the all-way stop control (AWSC) and provide a raised intersection to reinforce low speeds, reinforce the gateway to UO's campus, and improve crossing comfort.
- Consider continental striping for all crosswalks and green skip striping for at least the north-south bike crossings.
- Consider the addition of a two-stage left-turn bicycle queue box for bicyclists turning from Agate Street west onto 13th Avenue, if feasible given available sight distance.
- Add a shared lane marking with a directional arrow and bicycle wayfinding signage to clarify the ability for bicyclists to take the travel lane to make the northbound left-turn movement.
- Consider the addition of pavement art to provide a gateway treatment to the UO campus.

LOCATION B: MIDBLOCK CROSSING

- Add pedestrian-scale lighting in advance of the crosswalk to improve nighttime visibility at the crossing.
- Add enhanced crosswalk markings to improve visibility of people crossing.

LOCATION C: MEDIAN ISLAND

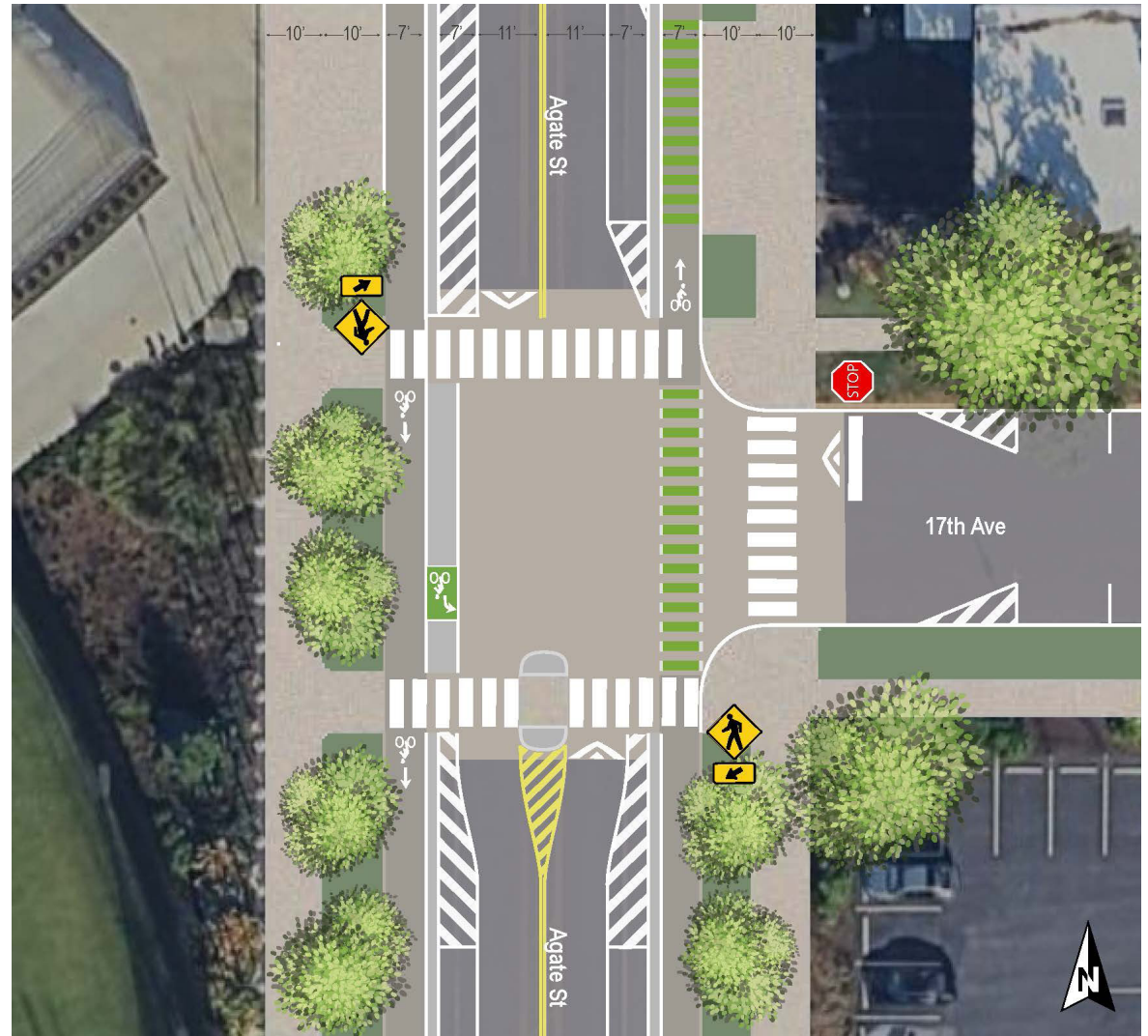
- Coordinate with the City of Eugene Urban Forestry program to evaluate and implement extension of the existing post-and-chain barrier along the median to discourage informal crossings and better direct people to controlled crossings.

LOCATION E: 17TH AVENUE INTERSECTION

- Implement a raised intersection to reinforce slower speeds and a pedestrian- and bicycle-prioritized context.
- Provide high-visibility, continental striping for all crosswalks.
- Provide a bicycle left-turn queue box for southbound left-turning bicyclists and north-south green bicycle skip-striping through conflict areas.
- Consider green bicycle skip-striping across the fire station and Hayward Field driveways immediately north of the intersection.
- Omit on-street parking from the Hayward Field driveway to the 17th Avenue intersection.
- Provide a pedestrian refuge median for the pedestrian crossing on the south side of 17th Avenue. Refresh and enhance pavement markings and signing to clarify yielding/turning expectations for drivers and improve visibility of the crossing.
- Implement intersection daylighting to improve visibility at the intersection. Add striping to reinforce parking restrictions for 50 feet in advance of the pedestrian crossings.

Figure 4-5 provides a concept for these recommendations at the 17th Avenue and Agate Street intersection.

Figure 4-5. Recommendations for the 17th Avenue and Agate Street Intersection



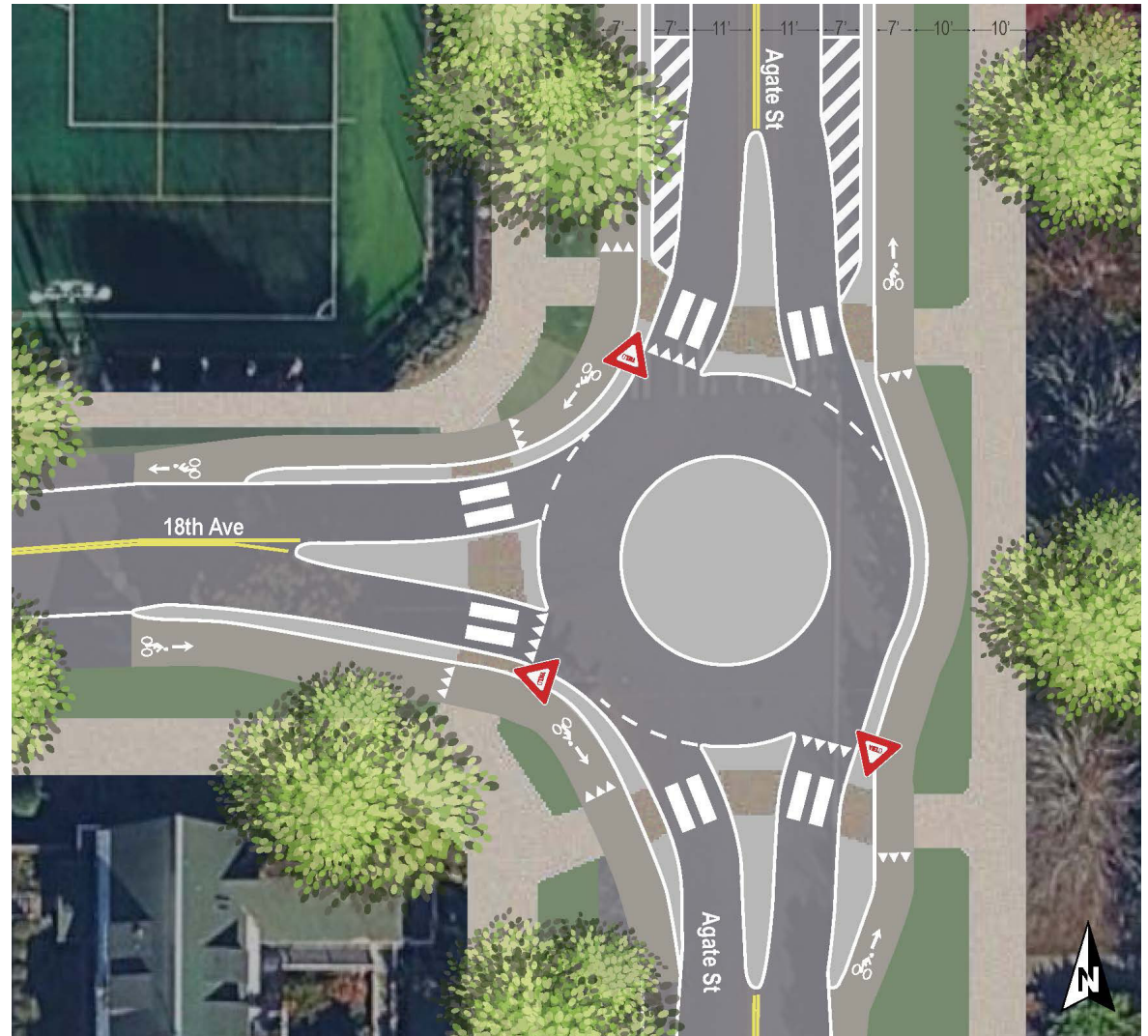
LOCATION F: 18TH AVENUE INTERSECTION

- Construct a mountable mini-roundabout to reduce vehicle speeds, simplify intersection operations, and reduce conflict points while maintaining access for large vehicles.
- Provide approach diverters that also function as pedestrian refuge islands to shorten crossings for pedestrians and manage turning movements.
- Consider continental striping for all crosswalks.
- Provide separated facilities for bicycles.
- Implement intersection daylighting to improve visibility at the intersection. Add striping to reinforce parking restrictions for 50 feet in advance of the pedestrian crossings.
- Consider the addition of pavement art to provide a gateway treatment to the UO campus

Figure 4-6 provides a concept for these recommendations at the 18th Avenue and Agate Street intersection.

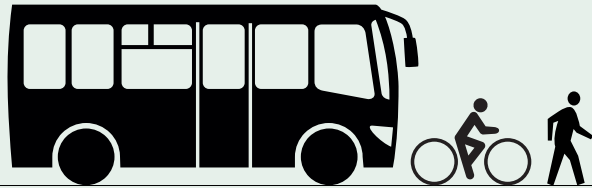
Detailed traffic operations are needed to confirm the effectiveness of this intersection type and should be evaluated prior to design and construction. Confirm the design meets the requirements of vehicles expected to use the corridor.

Figure 4-6. Recommendations for the 18th Avenue and Agate Street Intersection



POLICY AND REGULATORY RECOMMENDATIONS

Policy and regulatory recommendations pair with the design solutions presented above to help support Agate Street's unique corridor context. The policy and regulatory recommendations are as follows:



RECLASSIFY AGATE STREET FROM MINOR ARTERIAL TO MAJOR COLLECTOR

This classification would better match the existing corridor function and would better match design guidance with the roadway context. Eugene's Transportation System Plan classifies minor arterials as roadways that function as conduits for a large portion of intra-urban trips. Collector streets are identified as *connecting vehicles, pedestrians, and bikes from the interior of a neighborhood or employment area and delivering it to the nearest arterial street... serv[ing] lower traffic volumes than arterial streets*. The predominant users of Agate Street are pedestrians making localized, on-campus trips. Most through motorists on the corridor are connecting from adjacent neighborhoods to the Franklin Boulevard corridor. Said trips better match the collector street definition.



REDUCE THE SPEED LIMIT FROM 25 MPH TO 20 MPH

Reducing the speed limit to 20 mph would support safer speeds on Agate Street, which can improve safety for people walking, biking, rolling, and driving. Reclassification of the street from a minor arterial to a major collector also will support the potential speed limit reduction. Speed management treatments presented in the recommendations, like narrowing the cross section, adding a raised intersection and mini-roundabout, and creating horizontal deflection with the addition of pedestrian refuge islands, will further support the management of motor vehicle speeds.

05 ALTERNATIVES EVALUATED

While various treatment options were considered along the corridor, specific alternatives were evaluated more formally at 15th Avenue. Treatments were evaluated that considered high pedestrian crossing volumes, aggressive driving behavior, and variability in delay for people driving.

Intersection treatments were evaluated to understand their consistency with the following criteria:



**Safety for people walking
and biking**



**Quality of service (delay) for
people walking and biking**



**Quality of service (delay)
for people driving**



Community support



**Sustainability and
aesthetics**



Feasibility

Variations of all-way stop and signalized intersection control devices were evaluated. After an assessment of potential impacts, left turn restrictions were found to be beneficial and subsequently incorporated into the assessment.

The assessed treatments include:

- All-way stop control** – this builds on the existing all-way stop configuration, but with left turn restrictions and the replacement of the southbound left turn lane with a pedestrian refuge. This refuge is included to reduce pedestrian exposure, by shortening the crossing distance, and to allow vehicles on the other side of the island from pedestrians to proceed to help reduce motor vehicle delay.
- Signalized with a “rest in red” treatment** – this signalized treatment would default to a red signal in the north-south direction. Approaching motorists would activate the signal detector and after the pedestrian phase clears, the signal would allow motorists to advance. This treatment emphasizes pedestrian priority while still creating dedicated times for vehicles to move through the intersection, separately from pedestrians.
- Signalized with the inclusion of a pedestrian scramble phase** – this signalized treatment provides an exclusive pedestrian crossing phase, allowing people to cross in all directions (including diagonally) while all vehicle movements are stopped. For this alternative, pedestrians would not have the option to cross concurrently with the parallel vehicle movement. This option creates maximum separation between pedestrian and vehicle movements but introduces longer wait times between crossings for pedestrians.
- Signalized with the inclusion of a pedestrian scramble phase and walk signs during the parallel vehicle movement** – this signalized treatment also provides an exclusive pedestrian crossing phase but provides pedestrians with the option to cross concurrently with the parallel vehicle movement to reduce the pedestrian delay.

OPTIONS FOR 15TH AVENUE

To ensure the recommendations remain relevant, each intersection control alternative was evaluated under three potential options for 15th Avenue east of Agate Street:

- Two-way vehicle operations maintained
- Pedestrianized roadway: operations for people walking, people biking, transit vehicles, service vehicles, and emergency vehicles, and restricted access for personal vehicles.
- One-way westbound vehicle operations

Evaluating these scenarios helped selected an approach that would function across a range of plausible options.

The operational results presented in Table 5-1, under year 2025 conditions, demonstrate that all three options are feasible without adverse impacts to operations or queueing.

Table 5-1. Traffic operational assessment results for Agate Street and 15th Avenue

Alternatives	15th Avenue Scenarios, Under Current Conditions					
	Open		Pedestrianized Roadway		One-Way Westbound	
	V/C	Max Queue (ft)	V/C	Max Queue (ft)	V/C	Max Queue (ft)
All Way Stop Control: no SBLT	0.24	155	0.23	270	0.24	220
Signal with Rest on Red: no SBLT	0.19	25	0.26	5	0.19	25
Signal with Pedestrian Scramble: Separated Modes	0.17	165	0.19	193	0.17	182
Signal with Pedestrian Scramble: Walk With Parallel Vehicle Movement	0.17	166	0.18	176	0.22	205

Key tradeoffs across the analyzed alternatives include the following:

- **Signalized alternatives** improved vehicle progression during class change periods but introduced delay for the high volumes of people walking. While signalized alternatives are expected to better separate modes, drivers at other signalized intersections in the area have been observed by neighborhood representatives to accelerate to and through the light, which increases the likelihood of higher severity crashes.
- **Pedestrian scramble operations** reduced conflicts but required longer cycle lengths and led to increased delay for all users.
- **All way stop control** requires all drivers to stop at all times. Turn restrictions and the addition of the pedestrian refuge are expected to improve operations for all users as compared to existing conditions.

Evaluation across all criteria found that all-way stop control, when paired with targeted turn restrictions and the addition of a pedestrian refuge island, is expected to best support frequent pedestrian crossings, maintain low vehicle speeds, and align with user expectations in a campus setting. The Fairmount and SUNA Neighborhood Associations also supported the idea that the all-way stop control alternative would best support safety at the intersection.





This corridor study establishes a shared vision for how Agate Street can better support people walking, biking, and driving along Agate Street through the heart of campus – starting with near-term actions that address safety and comfort while advancing toward longer term corridor reconstruction.

Advancing the recommended corridor improvements will require continued collaboration among the University of Oregon, the City of Eugene, and other key partners. A priority next step is identification of short-term actions that the City of Eugene can take (with UO collaboration) to implement lower-cost improvements such as paint and bollards, followed by prioritization of medium-term and long-term actions that require greater funding.

The University will also continue to engage campus partners, including students, faculty, staff, and administrative leadership, to build awareness of the proposed improvements and strengthen institutional support for implementation. Ongoing partner engagement will help ensure that investments align with campus needs, support broader university goals, and create a shared vision for the corridor's future.

As projects move from planning into implementation, the University should partner with academic and research units to develop a robust monitoring and evaluation program. Leveraging the University's research expertise will provide opportunities to collect and analyze data related to safety, mobility, accessibility, and user experience before and after improvements are constructed. This work will help quantify project outcomes, inform future transportation investments, and contribute to broader research on campus and urban transportation systems.

Together, these efforts will establish the partnerships, governance structures, and performance measurement tools necessary to successfully implement corridor improvements and ensure they deliver lasting benefits for the University community and the City of Eugene.