



Eugene City Council

125 E. 8th Ave., 2nd Floor

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www.eugene-or.gov

EUGENE CITY COUNCIL AGENDA

September 9, 2019

5:30 p.m. CITY COUNCIL WORK SESSION
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401

Meeting of September 9, 2019;
Her Honor Mayor Lucy Vinis Presiding

Councilors

Betty Taylor, President

Mike Clark

Chris Pryor

Jennifer Yeh

Emily Semple, Vice President

Greg Evans

Claire Syrett

Alan Zelenka

5:30 p.m. CITY COUNCIL WORK SESSION
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401

- 1. Committee Reports and Items of Interest**
- 2. WORK SESSION: Eugene Airport Master Plan**
- 3. WORK SESSION: Digital Signs**

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El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Eugene Airport Master Plan

Meeting Date: September 9, 2019
Department: Public Works
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Tim Doll and Cathryn Stephens
Contact Telephone Number: 541-682-5430

ISSUE STATEMENT

The planning process for an updated Airport Master Plan for the Eugene Airport is near completion. The AMP is a comprehensive study of data relating to EUG and the surrounding area. The 20-year, forward-looking document requires City Council to initiate a refinement plan update process to adopt the Eugene Airport Master Plan as a refinement to the Metro Plan.

BACKGROUND

Local and regional plans have been reviewed to ensure the EUG AMP aligns with regional planning, including the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), Envision Eugene Comprehensive Plan, and Eugene 2035 Transportation System Plan. Alignment with these plans provides for seamless inclusion of the AMP in these overarching transportation plans.

The Aviation Demand Forecast for EUG has been accepted by the Federal Aviation Administration Seattle Airports District Office. The FAA Terminal Area Forecast indicates steady growth in air carrier operations at EUG at a rate of 2.64 percent a year until 2023 and 1.26 percent rate between 2024 and 2035.

A public communication program was established as part of this planning process, allowing access to information about the EUG AMP as well as providing a conduit for comments and concerns. Public involvement is a key to success in this planning process. The EUG AMP Technical Advisory Committee and Community Advisory Committee were convened quarterly. Two public open house events were held, one in downtown Eugene and one at the terminal building, improving accessibility and resulting in robust attendance.

The FAA has accepted the EUG five-year Airport Capital Improvement Plan and programmed Airport Improvement Program grant awards from Federal Fiscal Year 2018 to FFY23, including \$17M in entitlement funds and \$30M in discretionary funds. With adoption of this plan, airport staff will proceed with the preferred development plan; bringing the airfield into compliance with current FAA standards, expanding commercial aircraft parking and associated terminal building capacity, and improving landside/roadway safety, traffic flow, and parking area efficiencies.

Several environmental resource categories were studied as part of the AMP including those noted in the National Environmental Policy Act, the Endangered Species Act of 1973, and the U.S. Department of Transportation Act, Section 4(f). As noted in the AMP, airport staff is committed to implementing sustainability initiatives during its development projects and normal operations and will investigate specific initiatives in the areas of energy conservation, air and water quality, and waste management and recycling.

The EUG AMP provides airport management with a strategy for development in accordance with local and regional plans.

Plan Adoption

The current update to the Eugene Airport Master Plan will replace the 2010 version as a refinement to the Metro Plan. The current update does not include any amendments to the Metro Plan or other locally adopted plans such as the Eugene-Springfield Transportation System Plan. No changes to existing land use designations, zoning or adopted policy are proposed.

Any update to an adopted refinement plan requires City Council to initiate the process. Because the Eugene Airport is a regional transportation facility, the City and Lane County jointly adopt the plan. The formal adoption process includes notice to the Oregon Department of Land Conservation and Development and interested parties, a public hearing before the joint Planning Commissions of Eugene and Lane County who provide a recommendation to their respective elected officials, a joint public hearing before the City Council and Lane County Board of Commissioners and action by the City Council and the Board.

PREVIOUS COUNCIL DIRECTION

There has been no previous council direction on this Eugene Airport Master Plan.

COUNCIL OPTIONS

The City Council may consider the following options:

1. Initiate a process to consider adopting the updated Eugene Airport Master Plan as a refinement to the Metro Plan.
2. Take no action at this time.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends that City Council initiate a process to consider adopting the updated Eugene Airport Master Plan as a refinement to the Metro Plan.

SUGGESTED MOTION

Move to initiate a process to consider adopting the updated Eugene Airport Master Plan as a refinement to the Metro Plan.

ATTACHMENTS

- A. Eugene Airport Master Plan Executive Summary—for the full text of the AMP, please use [this webpage](#).

FOR MORE INFORMATION

Staff Contact: Tim Doll and Cathryn Stephens
Telephone: 541-682-5430
Staff E-Mail: tdoll@eugene-or.gov
cstephens@eugene-or.gov

ATTACHMENT A

The full Eugene Airport Master Plan is accessible on the following webpage:

<https://www.eugene-or.gov/1060/Master-Plan-and-Airport-Layout-Plan>

The Executive Summary *only* is included in the following pages.

For more details, please use the link above to access the complete report.



Eugene Airport Master Plan Executive Summary

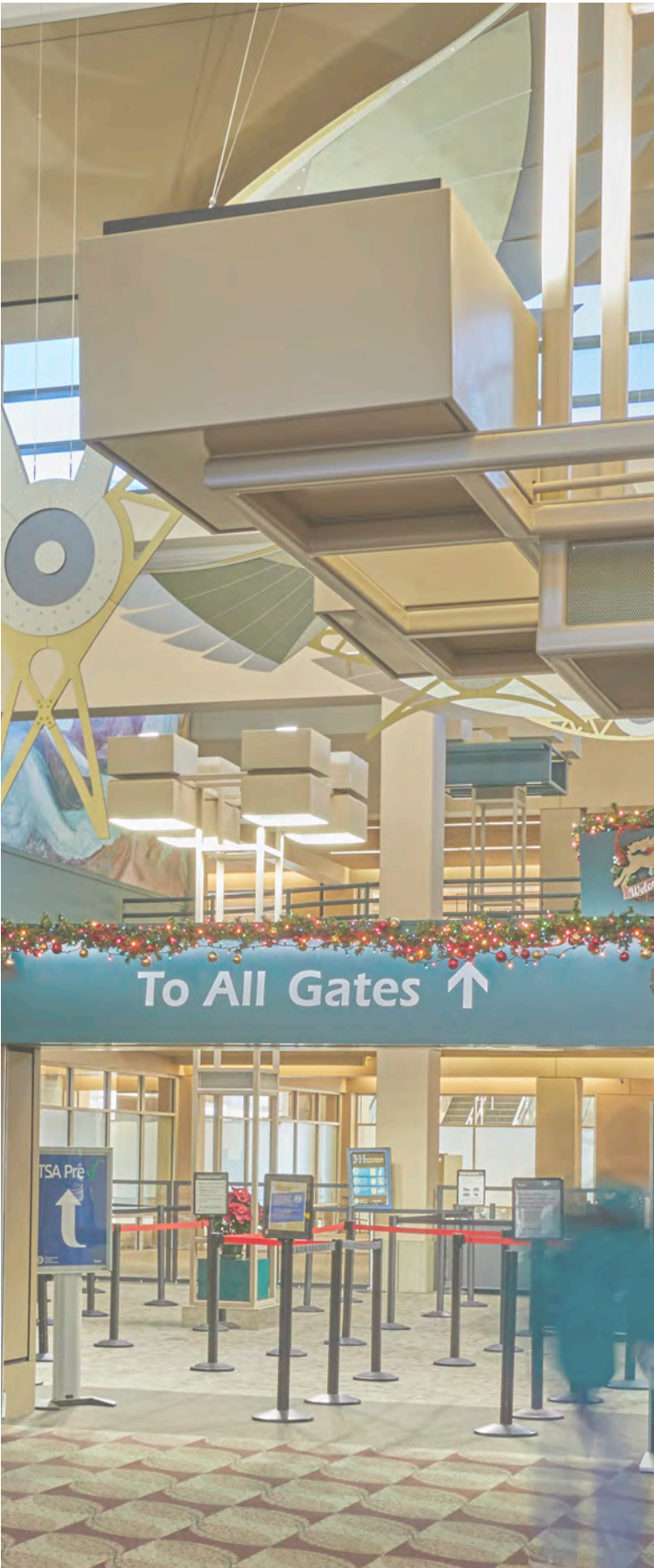
August 2018



Eugene Airport and the Master Planning Process

Eugene Airport (EUG) was founded in 1943 to replace the aging Eugene Air Park and named Mahlon Sweet Field in dedication to the local “father of aviation”. Since its inception, EUG has grown into a small-hub airport accommodating a robust general aviation community and growing commercial airline operations. Airport facilities have grown commensurate with local/regional demand and today Eugene Airport is seeing record commercial passenger activity levels. The Eugene Airport Master Plan seeks to understand user demand and provide sound analysis regarding the impact on current and future airport facility needs.

The Airport footprint is strongly influenced by the evolution of airfield infrastructure, which today consists of two parallel runways and a system of taxiways adapted in part through the use of remnant pavement sections from previous airfield configurations. Most existing facilities at Eugene Airport are oriented in line with the historical airfield configuration, which creates awkward angles under the current airfield configuration, and is a relatively inefficient use of available land. Additionally, the commercial passenger terminal area bisects two well-defined areas of general aviation activity. Today, Eugene Airport faces a challenge familiar to other prospering small hub airports and thier respective communities; trying to maintain the high level of service expected by the community while investing and improving facilities to accomodate increasing demand. However, to add to this challenge, the Airport must accomplish this while simultaneously redeveloping the airfield to meet current FAA design standards in a safe, efficient, and sustainable manner.



The Eugene Airport Master Plan is a comprehensive study composed of six key elements: Airport stakeholder visioning; Inventory of existing conditions; FAA-approved forecast of future aviation demand; Assessment of facility requirements necessary to meet demand; Development and evaluation of alternative options for required facilities; and Implementation and finance planning to describe development phasing, timing, estimated costs, and funding mechanisms for airport improvements. The final product of the study is the Master Plan report and an FAA-approved Airport Layout Plan (ALP) drawing set which serves as a “blueprint” for airport development.

Stakeholder inclusion in the process is critical to its success. Throughout the study, guidance and input was provided by two Advisory Committees. The first was a Citizen Advisory Committee comprised of local community leaders and other local/regional Airport stakeholders. The second was a Technical Advisory Committee comprised of key airport users, Airport Staff, other aviation technical experts. Public open houses were held at two critical milestones in the master planning process to present compiled data, solicit public input on preliminary development alternatives, and ultimately present the preferred airport development plan.



EUG Advisory Committee Meetings



EUG Public Open Houses



The local community comes together during a Master Plan Public Open House at the Eugene Airport Terminal Building held March 14th, 2018.

Master Plan Guiding Principles

Ensure safe and secure airport operations

Develop ultimate airport vision

Meet FAA airfield design standards

Maintain high level of customer service

Integrate sustainable development

Make financially feasible investments

Establish highest and best land uses

Eliminate/mitigate land use conflicts

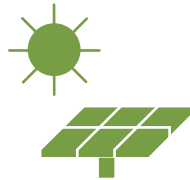
Integrating Sustainability Principles



An ASHRAE Level 1 **Energy Audit** was performed on the Airport administration, air cargo, snow removal equipment storage, and airport terminal buildings to identify opportunities for energy use reductions and energy efficiency investments.



A **Recycling, Reuse, and Waste Reduction Plan** was completed to identify historic recycling practices and analyze areas where recycling and waste reduction efforts can be improved.



Master planning efforts include a **Solar Energy Feasibility Study** to determine optimal potential locations for solar energy harvesting, ownership structure, and regulatory requirements of investment in solar infrastructure.



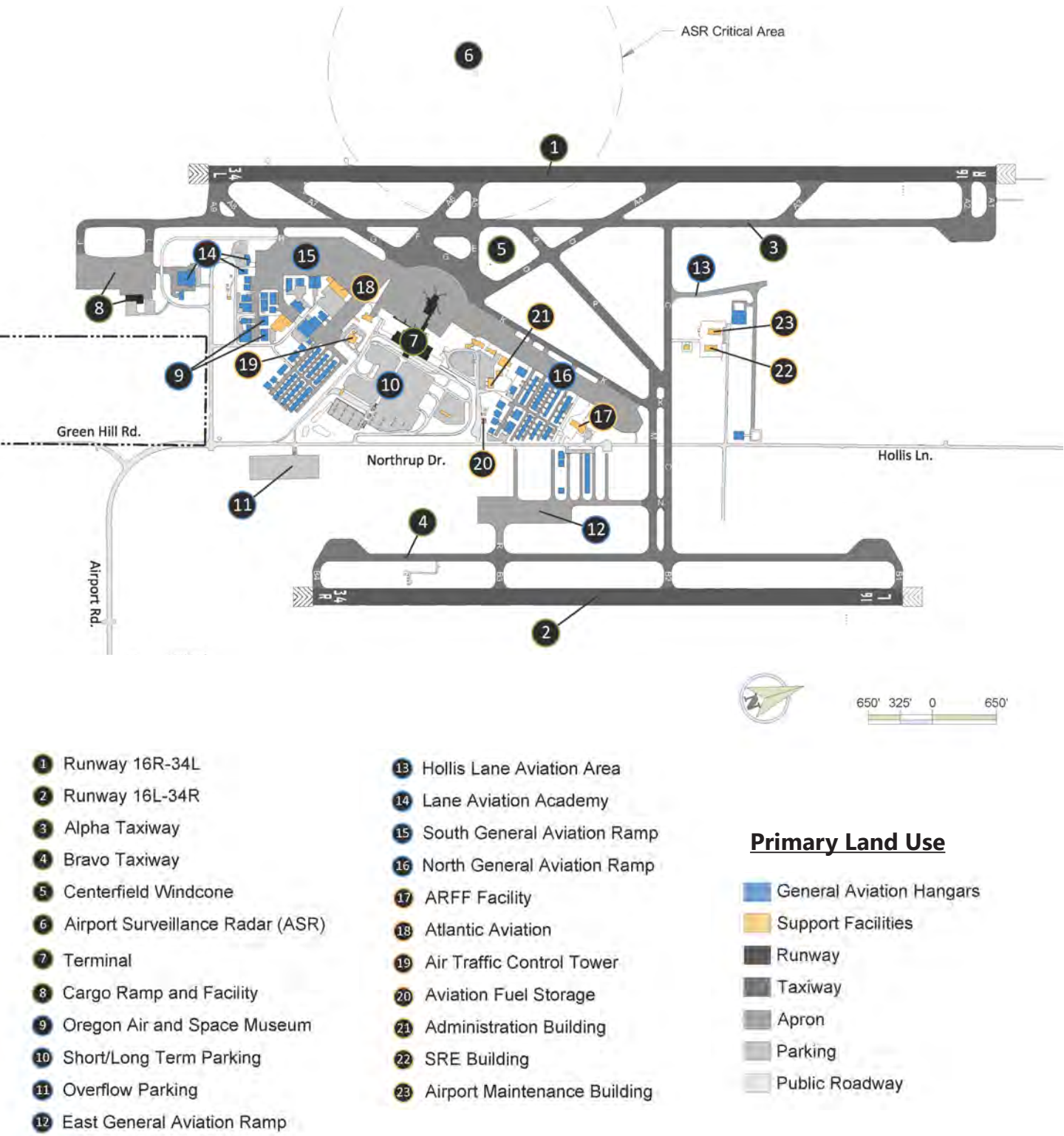
Using fleet mix and operations forecast data, **Part 150 Noise Contours** were updated to understand any potential noise impacts from forecast operations.



An **Economic Development Study** of land owned and available for lease by the Airport was performed to analyze development opportunities and identify potential challenges associated with any proposed development.

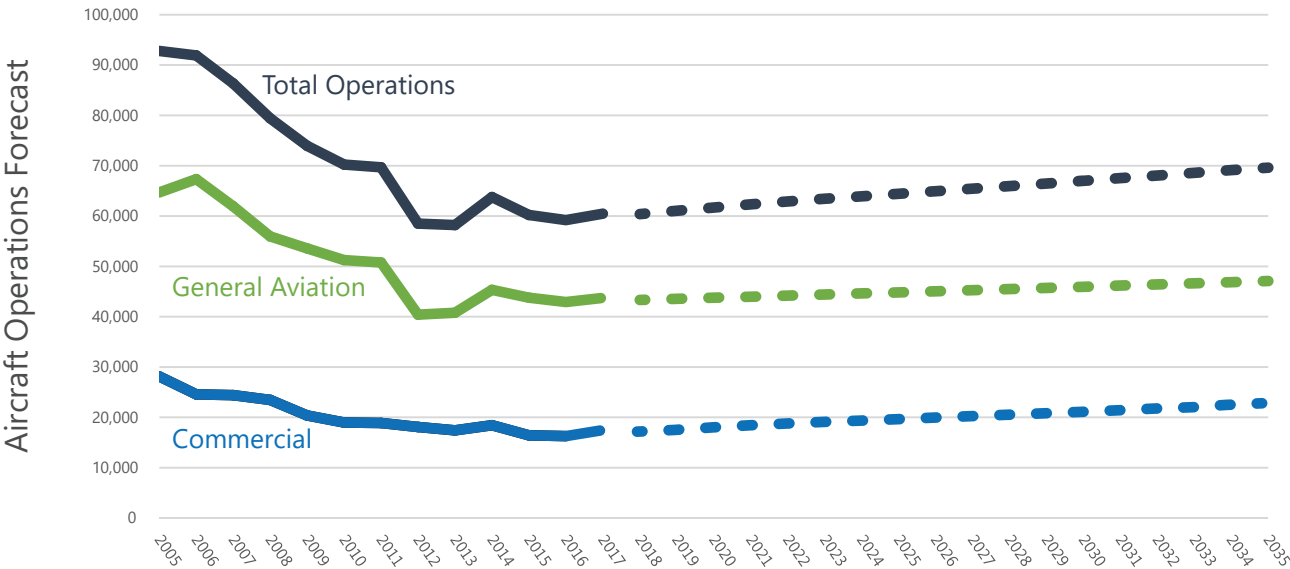
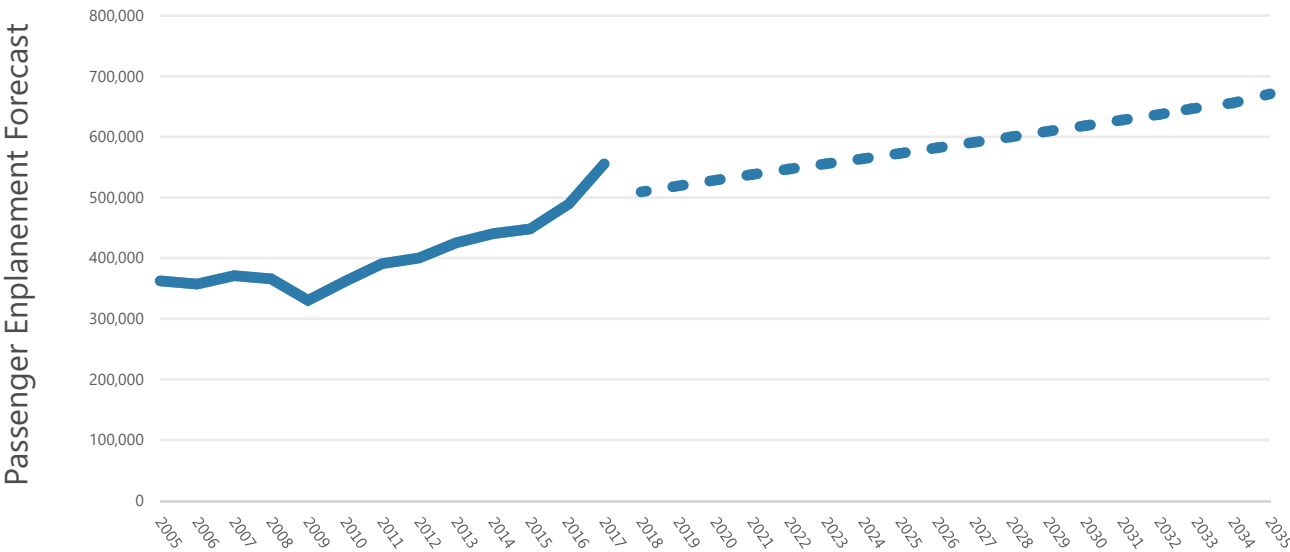
Inventory of Existing Conditions

The objective of a robust inventory is to provide contextual background information about Airport facilities and infrastructure which inform the subsequent phases of master planning analysis. Information about Eugene Airport stems from an abundance of resources including, but not limited to, previous studies and reports, on-site investigation, stakeholder interviews, and current airport records. The graphic below identifies key airport facilities as well as some primary airport land uses and rights-of-way.



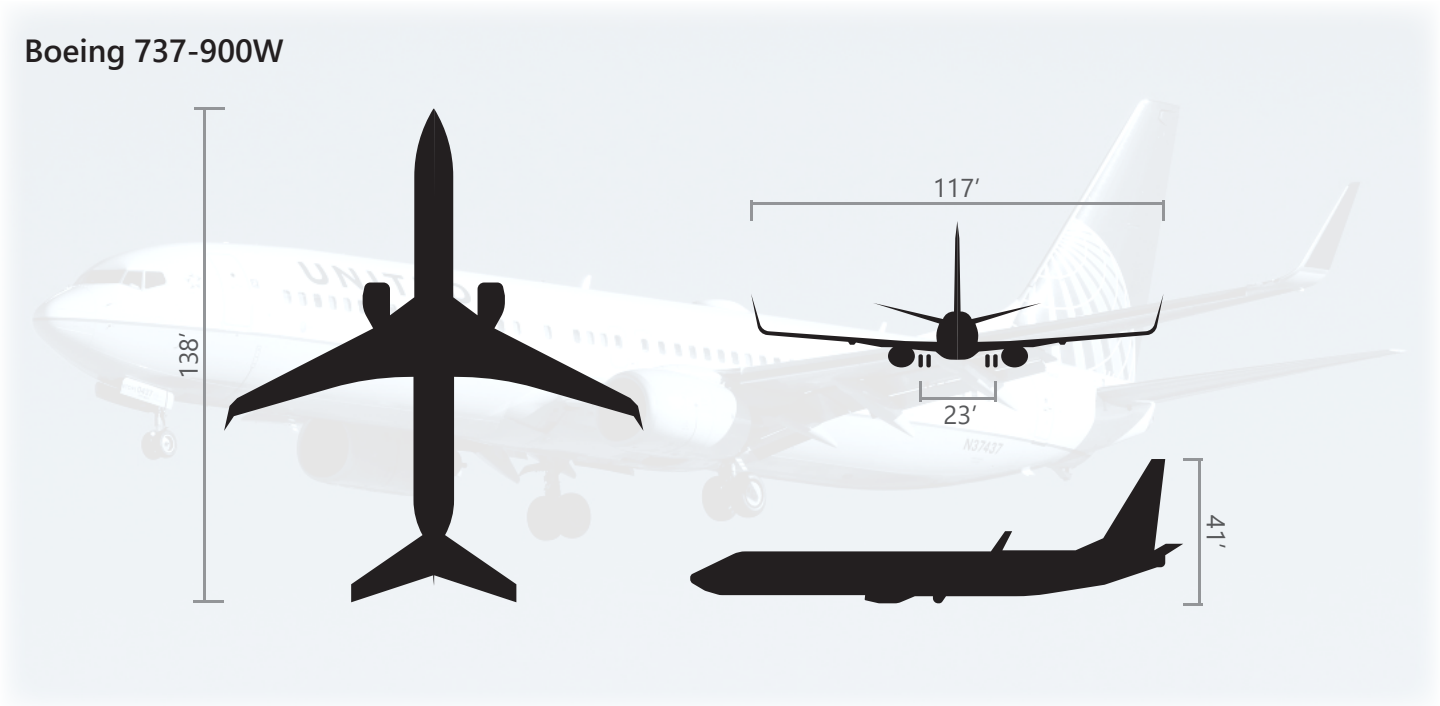
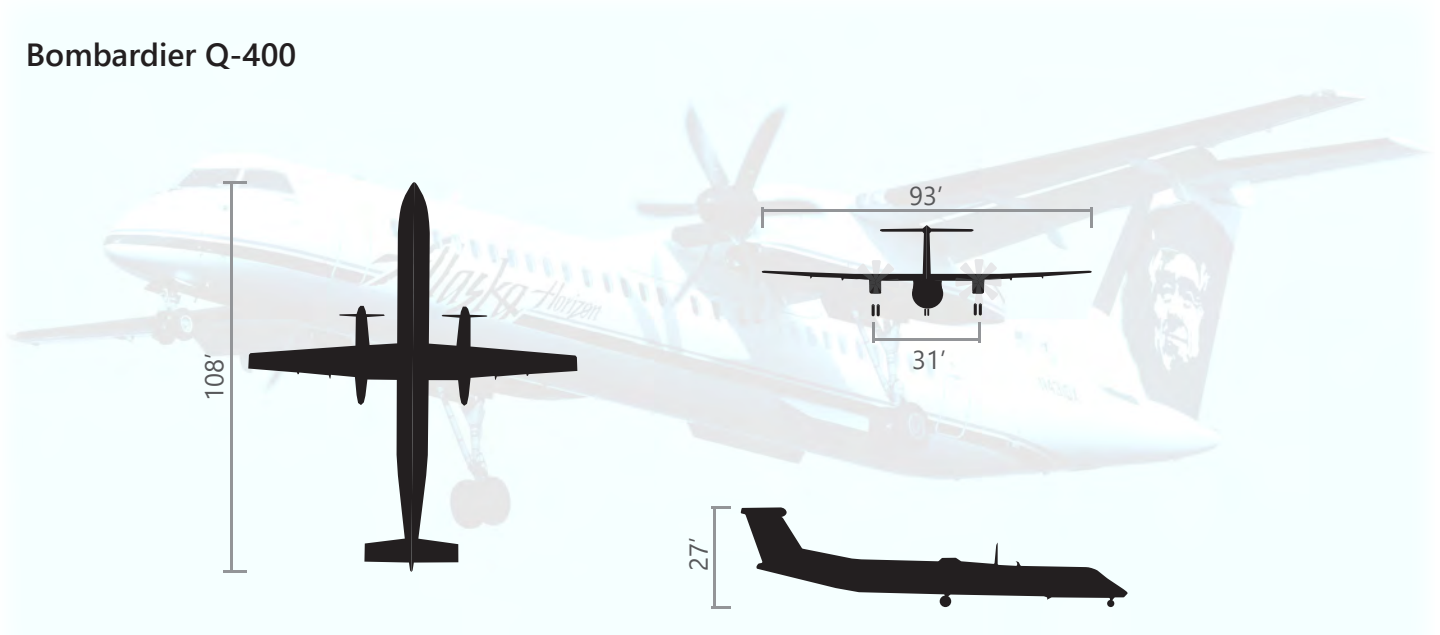
Aviation Demand Forecast

Aircraft operations and commercial passenger activity forecasts were developed to assess demand on existing Airport facilities and identify what type of infrastructure investments may be required to meet future demand levels. Aircraft operations and passenger usage of Eugene Airport is directly related to regional economic activity, airport location/proximity to population centers, and the demographic characteristics of those populated areas. Key economic indicators at Eugene Airport were analyzed and statistically significant correlations were found between airport usage and gross regional product growth, per capital income, and regional personal income. This analysis was used to forecast airport demand levels (aircraft operations and commercial passengers) at Eugene Airport through 2035. The forecasts for aircraft operations and passenger enplanements are illustrated below.



Critical Design Aircraft

Design aircraft are used to determine future airfield modifications and enhancements, and consist of the most demanding aircraft regularly accommodated at the Airport. Eugene Airport has two design aircraft, the Boeing 737-900W and the Bombardier Q-400. The wingspan of the B-737 determines airfield design for separation requirements. The Q-400 main landing gear width drives taxiway design fillets. The composite critical aircraft is a category D-III-5.

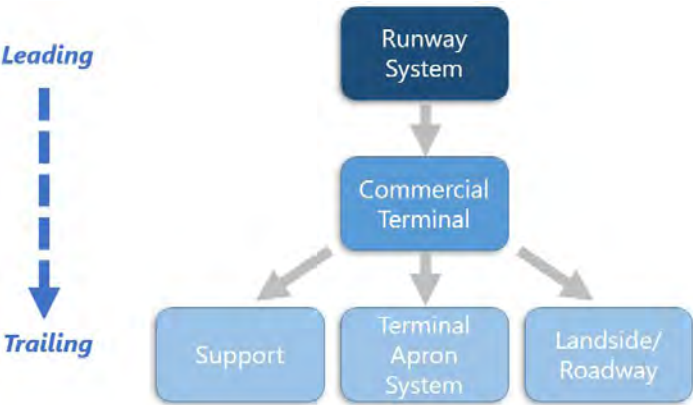


Facility Requirements and Alternatives Development

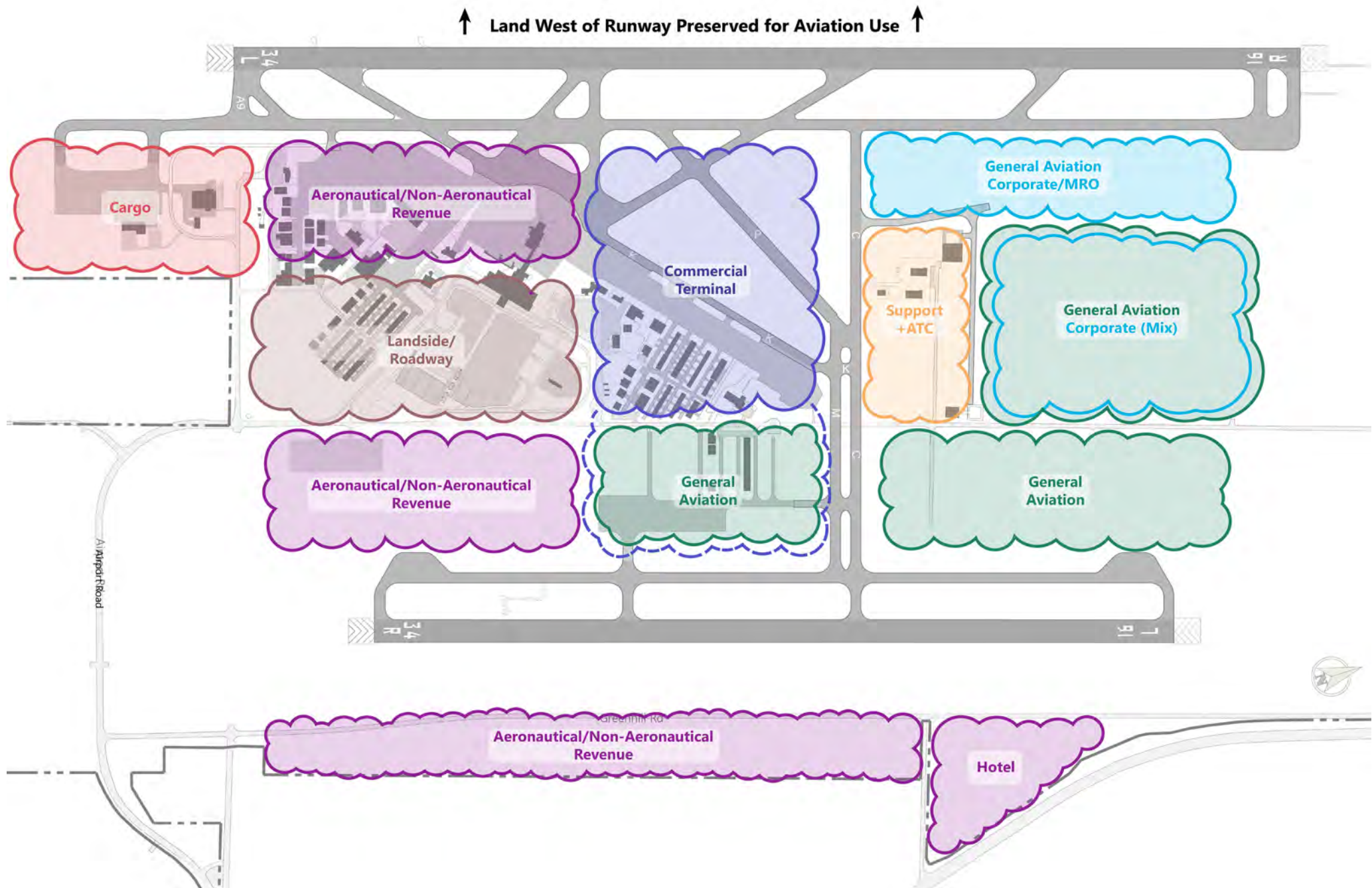
Future airport facility requirements, including the type, size, and quantity, are dependent on future aviation activity levels projected in the aviation demand forecasts. The need for new or expanded facilities is often driven by capacity shortfalls that leave an airport unable to accommodate forecasted growth or desired levels of service using existing facilities. However, the requirements for new or improved facilities can also be driven by other circumstances, such as, updated standards which have been adopted by the FAA or another regulatory agency, an evolving strategic vision for the airport, the replacement of outdated or inefficient facilities that are prohibitively costly to maintain or modernize, or the desire to introduce new services and facilities. The facility requirements analysis uses the forecast aircraft operation and passenger enplanement demand levels to define Planning Activity Levels (PALs) which trigger the need for investment to accomodate that user demand in a way which maintains acceptable levels of service.

	Existing	Planning Activity Levels		
		PAL 1	PAL 2	PAL 3
Aircraft Operations	61,600	61,800	64,500	69,800
Peak Hour Gate/Stand Occupancy	10	11	12	15
Annual Enplaned Passengers	448,200	528,500	572,800	666,300
Combined Peak Hour Passengers	570	600	600	670

During the master planning process, stakeholder groups unanimously agreed that the primary role of Eugene Airport in the community is to serve commercial passengers. With that understanding, a future airport land use vision was developed and airport facilities were organized as either leading or trailing elements. The airfield is the leading facility as the design is highly dictated by terrain, predominant wind patterns, and the aircraft fleet mix. This is followed by the commercial terminal which was determined as essential to serve the overall Eugene community. Terminal building design is driven by its connection to the airfield and landside facilities as well as operational needs and the desired passenger level of service. The terminal landside and access roadway system connects passengers to the airport terminal entrance. The design of this system is driven by passenger mode choices, vehicle design, and the configuration of the terminal building. Finally, airport support facilities need to be located and designed to be compatible with leading facilities while maintaining and optimizing operational safety and efficiency. Analyzed support facilities include airport administration and maintenance, fuel storage, Airport Rescue and Fire Fighting, air charter, air cargo, deicing, and various forms of general aviation infrastructure.



Future Airport Land Use Vision



Airfield

The airfield at EUG consists of two parallel runways and an inefficient taxiway system resulting from repurposed pavement sections from a previous runway configuration. Existing airfield capacity is projected to satisfy future aircraft operational demand through the planning period. The runway system is adequate in terms of length and pavement strength, however, new shoulders on Runway 16R-34L would improve operational safety during larger commercial jet usage. The primary airfield concern at EUG is the taxiway system design which is unnecessarily complex and raises safety concerns. Many taxiways do not conform to current FAA design standards in the following ways: fillet design; direct access from the apron to a runway; acute angle runway exits; and wide expanses of pavement. Following current FAA guidance, the Master Plan identifies areas to remove airfield pavement and areas to construct new airfield pavement. The most significant impact is the relocation of taxiway connectors for Runway 16R-34L.

The terminal area apron and airfield plan must be coordinated with terminal area development to ensure compliance with FAA design standards and safe accomodation of the critical design aircraft. For this reason, the terminal apron and the terminal area airfield were planned as an element of the terminal building development.

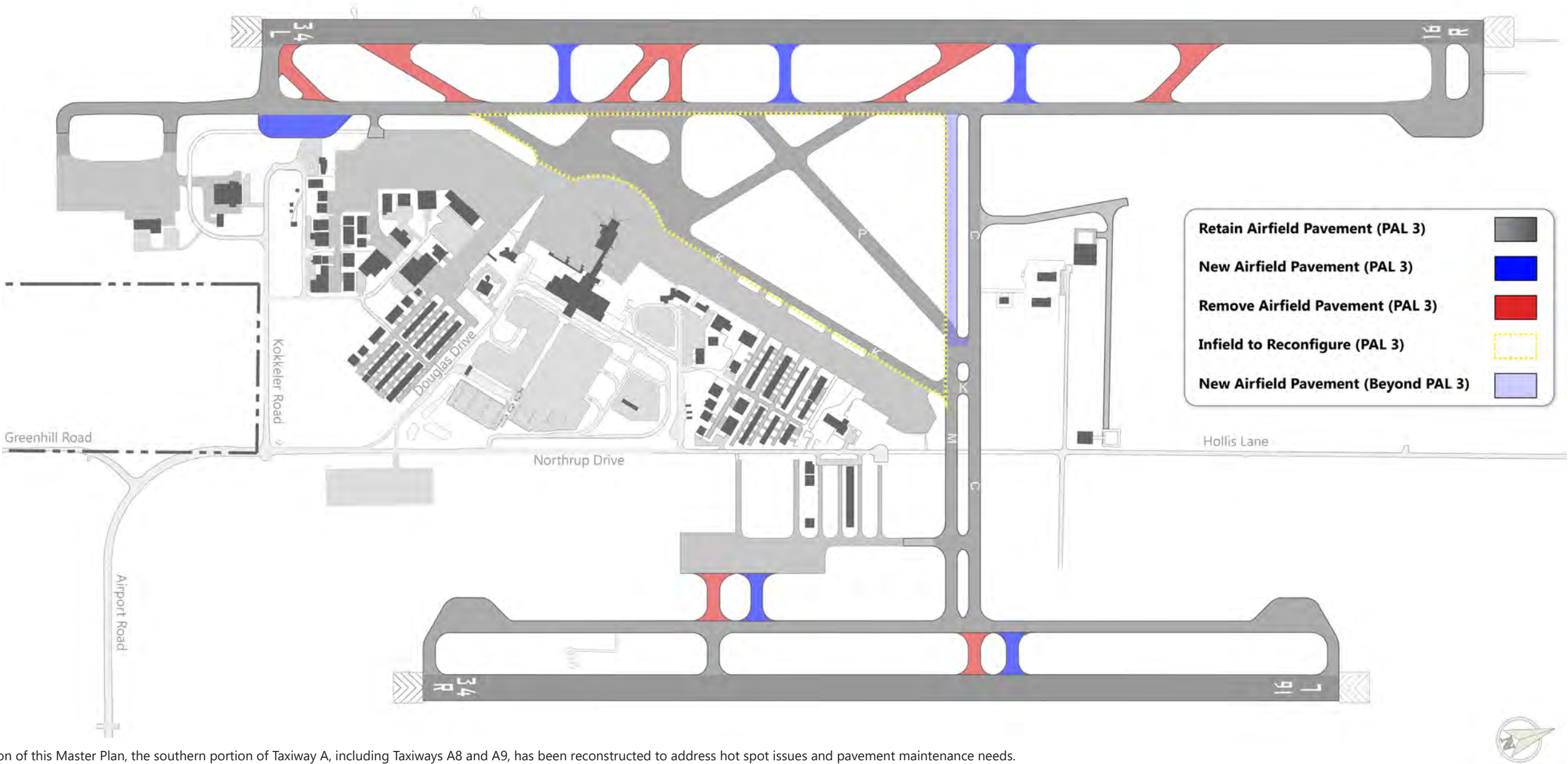
Airfield	Existing	PAL 1	PAL 2	PAL 3
Capacity				
Visual Navigation Aids				
Instrument Navigation Aids				
Runway Design Standards				
Taxiway Design Standards				
Runway Protection Zones				

Legend

Sufficient

Marginal

Deficient

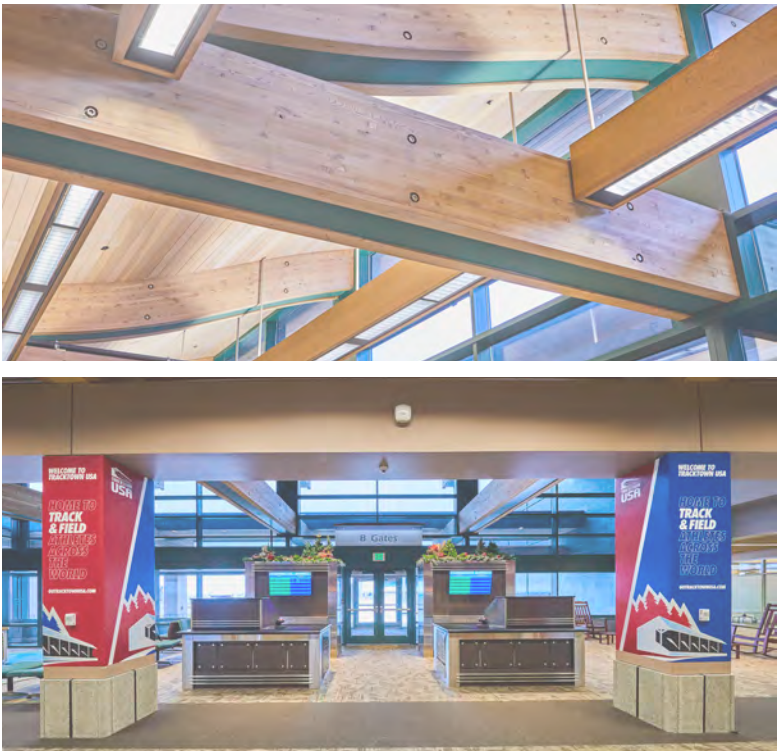


Note: During the completion of this Master Plan, the southern portion of Taxiway A, including Taxiways A8 and A9, has been reconstructed to address hot spot issues and pavement maintenance needs.

Passenger Terminal and Terminal Area Airfield

The forecast airline flight schedule and resulting gate occupancy demand are important elements of the forecasting process when planning for a commercial passenger terminal. Using peak hour methodology based on forecast airline activity and optimum customer level of service planning factors, terminal facility space needs were determined. Even with recent improvements to baggage claim, the TSA security screening checkpoint, concessions, and secure-side holdroom space, the Eugene Airport terminal faces extreme pressure stemming from dramatically increasing passenger demand levels. Areas of deficiency throughout the PALs include the outbound baggage handling area, airline ticket counter queuing and active areas, airline ticketing offices, checked baggage screening facilities, passenger departure lounges, and certain secure and non-secure areas of public circulation. Terminal gates equipped with boarding bridges are also needed to meet aircraft operations and passenger activity over the 20-year planning period.

The preferred terminal development constructs a new concourse and expands airline ticketing and outbound baggage handling space. Preparation for concourse development begins with terminal area airfield construction to improve taxiway safety and provide remain-overnight parking pads which meet interim demand while the new concourse is constructed. The new concourse strategically begins the reorientation of terminal facilities and the terminal area apron and taxiways to meet the Airport’s vision of developing facilities in line with the airfield runway system. Reorientation of commercial terminal facilities marks the first step in achieving the Airport’s land use vision by optimizing the use of available airport land and providing safe and efficient aircraft ground operations.



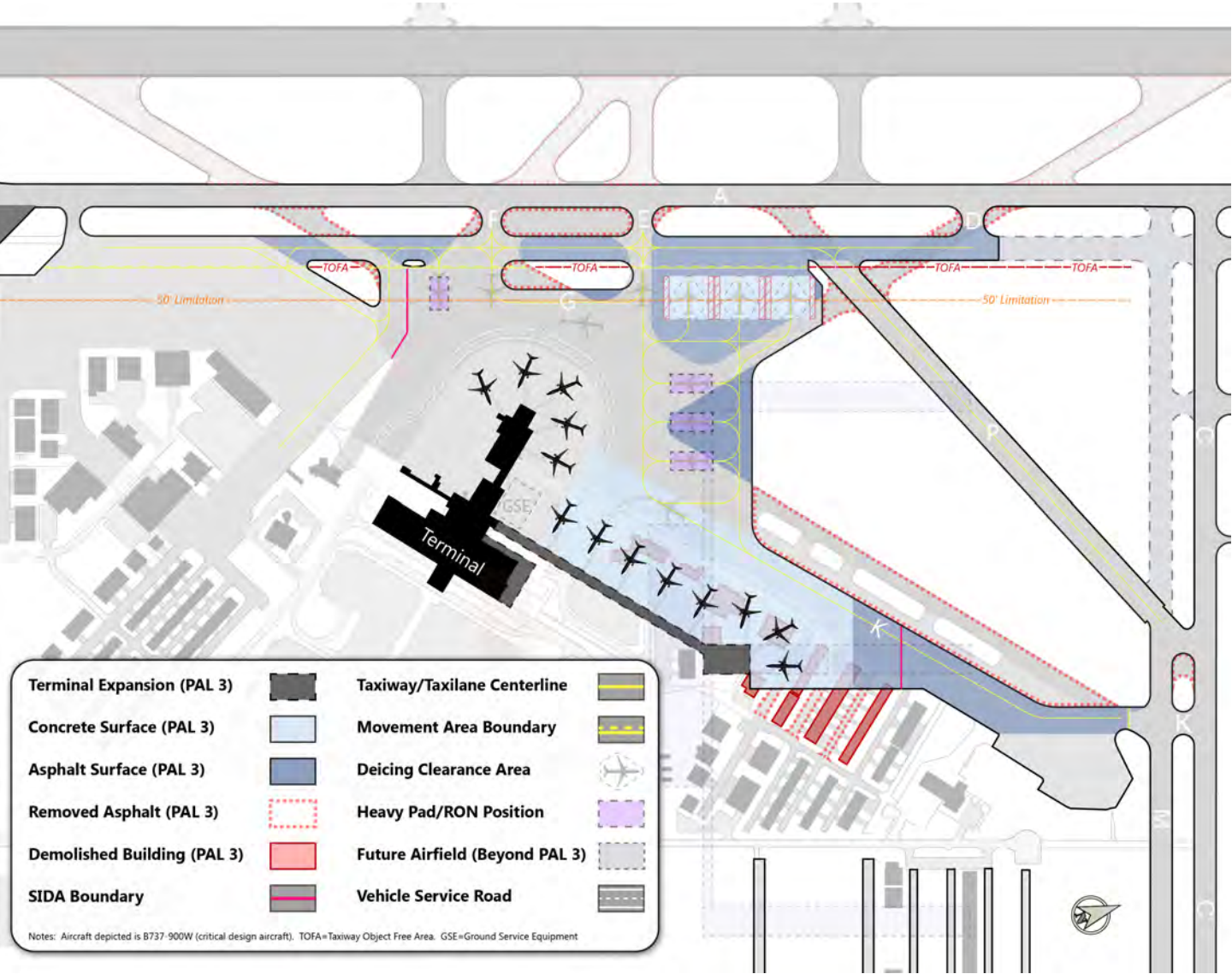
Passenger Terminal/Gates	Existing	PAL 1	PAL 2	PAL 3
Airline Ticketing and Outbound Baggage				
Airline Inbound Baggage/Bag Claim				
Airline Departure Lounges				
Passenger Boarding Gates				
Security Screening Checkpoint				
Baggage Screening Facilities				
Concessions				
Ground Transportation				
Public Space				

Legend

Sufficient

Marginal

Deficient



Landside/Roadways

Landside/roadway facility requirements analysis reveals a need for additional parking capacity, improved roadway access safety, expanded rental car facilities, and solutions to address congested terminal curb road activity during peak times. The first step to address roadway safety and parking capacity is accomplished through expanding the terminal loop road. This increases available undeveloped space within the loop road to accomodate parking demand and eliminates the left turn entry to the terminal loop road from Northrup Drive. The intersection is replaced with a roundabout which forces reductions in speed prior to reaching the terminal curb and parking access while still allowing free flow of traffic to terminal and general aviation facilities. A bypass road is created to serve parking facilities and eliminate the need for rental car patrons to traverse the terminal curb road unnecessarily. A new cell phone lot conveniently located along Northrup Drive also eliminates unnecessary curb congestion and improves the passenger pickup experience. A commercial vehicle (CV) staging lot is programmed to provide a holding location for taxis, buses, and other forms of ground transportation. Overall, the landside/roadway plan accomodates forecast demand through PAL 3 and aligns with the airport development vision.



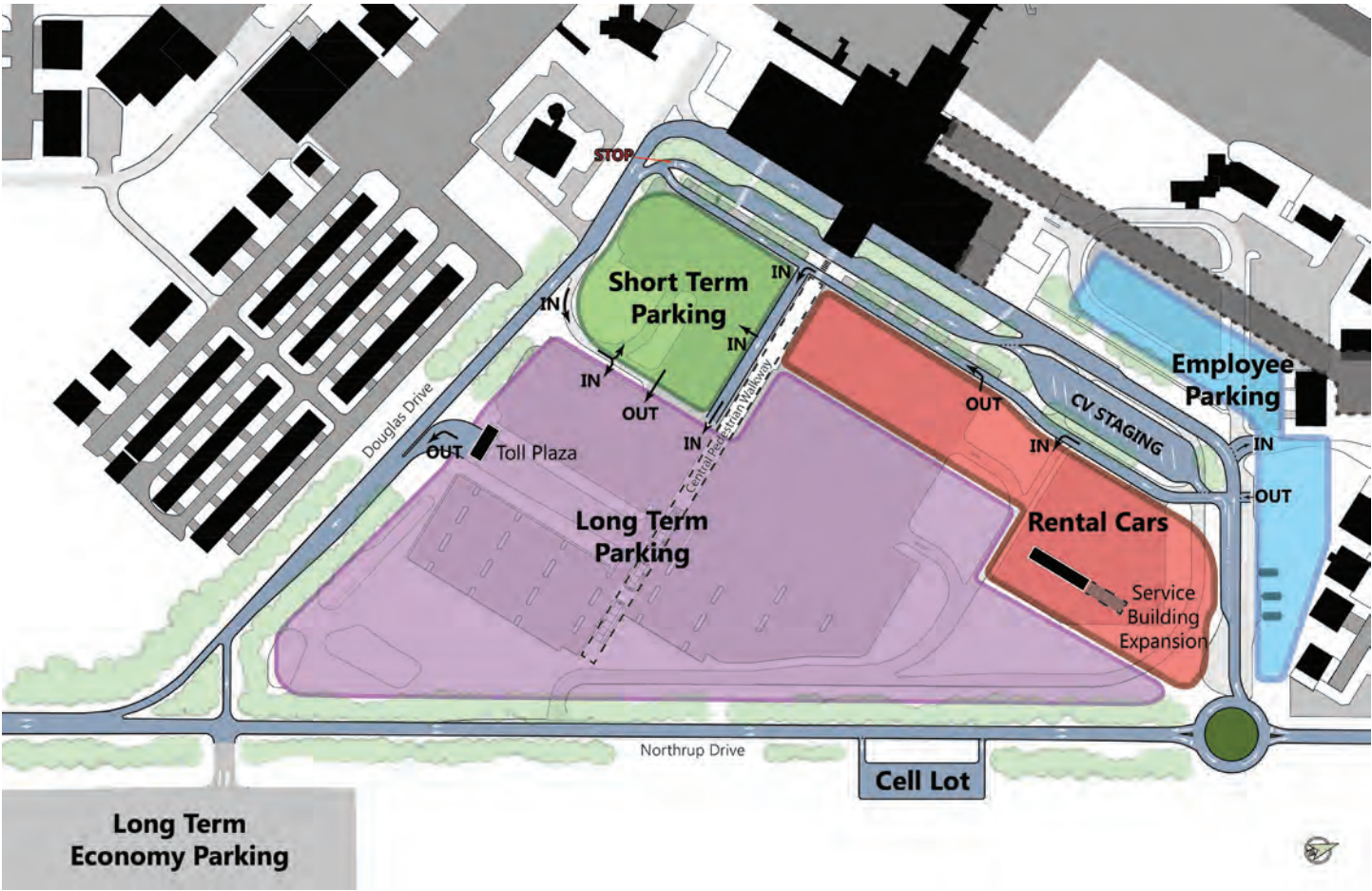
Landside/Roadway System	Existing	PAL 1	PAL 2	PAL 3
Access Roadways	Sufficient	Sufficient	Sufficient	Sufficient
Loop Road Intersection	Deficient	Deficient	Deficient	Deficient
Curb Roadway	Sufficient	Sufficient	Marginal	Marginal
Public Parking	Deficient	Deficient	Deficient	Deficient
Employee Parking	Sufficient	Sufficient	Sufficient	Sufficient
Rental Car Ready-Return/Service Area	Deficient	Deficient	Deficient	Deficient

Legend

Sufficient

Marginal

Deficient



Note: Effective October 2017, the former overflow lot has been reprogrammed as Economy parking with shuttle service provided to the terminal building.

Support Facilities

Certain support facilities at Eugene Airport were identified during facility requirements analysis as needing attention at various PALs throughout the planning period. Stakeholders agreed that general aviation (GA) facilities such as hangars and apron space were appropriate to consider for relocation during future development decisions. Consensus agreement was reached that to achieve the airport vision, GA facilities would be best served when separated from commercial passenger activity. Ultimately, the preferred development location for GA facilities is north of Taxiway C and between the parallel runways. This relocation would best take place naturally through market driven redevelopment and elimination of hangars which have reached the end of lease-terms and the structural design life.

Airport administration, air charter, and landside airport maintenance facilities were all found to be located sub-optimally to serve thier purposes. The preferred location for air charter and airport administration is at ground level within the newly expanded terminal concourse. Passenger activities take place on the second-story and departure gates are served by passenger boarding bridges. The preferred location for landside airport maintenance and fuel storage facilities is on undeveloped land on Boeing Drive immediately north of Airport Road. The rotating beacon has also been identified as deficient and a new facility needs to be located in a secure location to be identified during a future study.

Support and Additional Facilities

- General Aviation Apron/Tie-Downs
- General Aviation Hangars
- Air Cargo
- Air Charter
- Aircraft Rescue and Fire Fighting
- Fuel Storage
- Airport Maintenance, SRE, and Storage
- Deicing

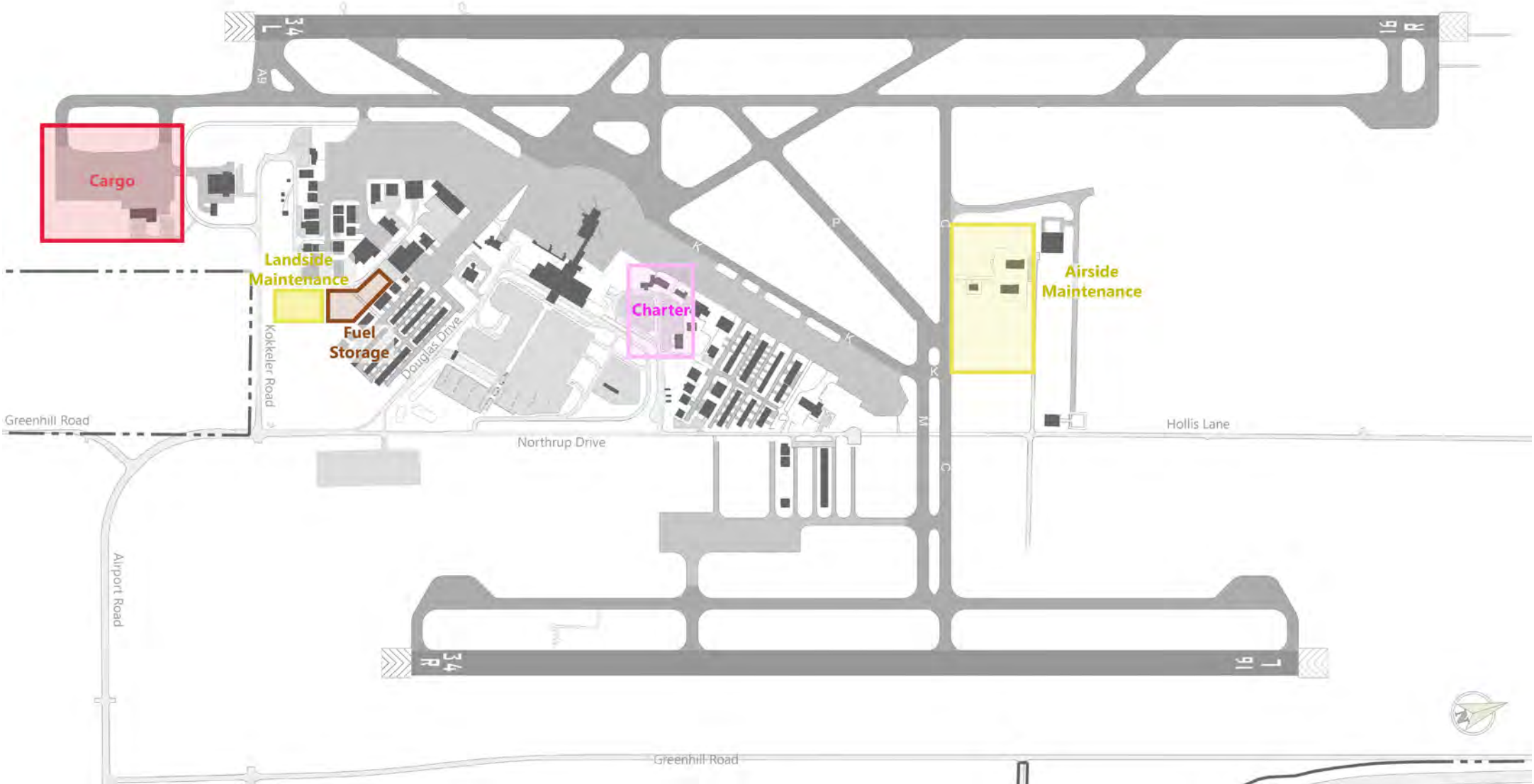
Existing	PAL 1	PAL 2	PAL 3

Legend

Sufficient

Marginal

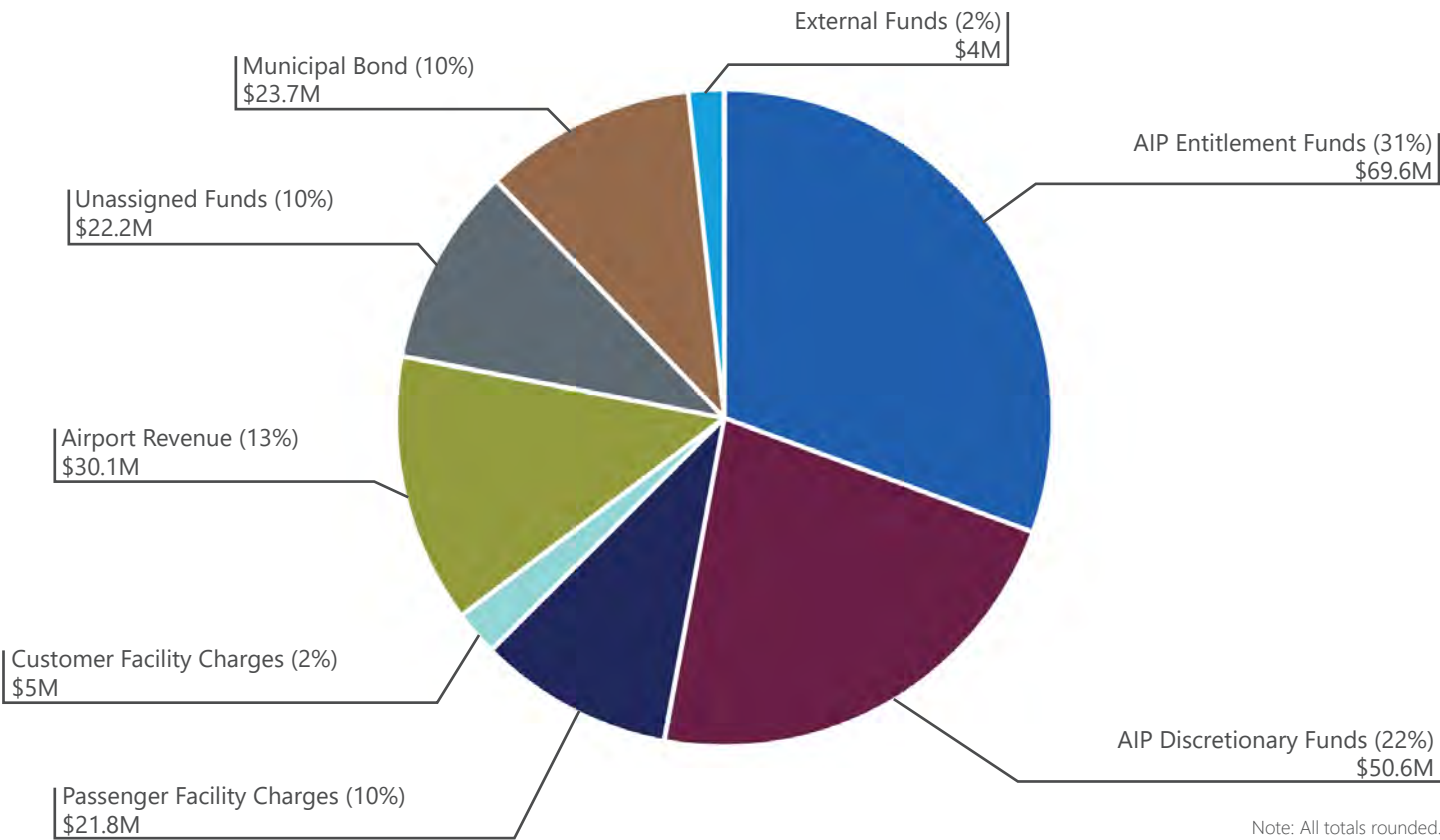
Deficient



Implementation and Financing Plan

- The Implementation Plan provides a “roadmap” for Airport development by:
- » Providing a phasing plan for the 5-year, 10-year, and 20-year planning horizons.
 - » Updating the Airport’s 20-year Capital Improvement Program (CIP).
 - » Providing rough order-of-magnitude cost estimates for all CIP projects.
 - » Describing justifications, sequencing, and triggering demand levels for short-term projects.

Implementation planning and financial planning must be coordinated in order to provide a realistic, achievable development plan. All airports, including Eugene Airport, are under FAA mandate to operate in a self-sufficient manner and no municipal tax dollars are used to fund airport operations or capital development. The total CIP program, including adjustments for inflation, is estimated at \$227 million over the 20-year planning period. More than half of the program’s funding is anticipated to occur through the FAA Airport Improvement Program. The remainder of the CIP is programmed to be funded through a mix of airport revenues, passenger and customer use fees, municipal bonding, external private funds, with a small portion of project funding which is not yet assigned.



Short-term development (2018-2022) (PAL 1) begins by focusing on airfield safety projects. Improvements continue for Taxiway A and Runway 16R-34L taxiway connectors are relocated according to analytical modeling and FAA design guidance. The terminal area airfield and apron are made a priority to prepare for the construction of a new terminal concourse. Expansions are also programmed for the terminal airline ticketing and outbound baggage handling areas. Landside projects to improve roadway safety, parking capacity, and fuel storage security, all of which serve dual roles as they begin the process to enable terminal concourse development. Other projects in the short-term period fulfill environmental requirements, replace or repair aging infrastructure, and provide planning to enable future airfield projects.

Mid-term development (2023-2027) (PAL 2) projects further improve airfield safety through a pull-off runoff pad located near the threshold of Runway 34L and taxiway connector improvements serving the secondary runway. New general aviation mid-scale and larger hangar development is directed toward a dedicated area north of Taxiway C, separate from commercial airline activity. Landside improvements, land acquisition, and a master plan update are also programmed throughout the mid-term phase.

Long-term development (2028-2037) (PAL 3) continues the Airport’s investment in airfield safety through routine pavement rehabilitation, various airfield geometry improvements, a ground vehicle tunnel under Taxiways C and M, and land acquisition to protect the Runway 16L Runway Protection Zone (RPZ). Future development of the new concourse and surrounding apron is programmed to meet expected demand levels and begin the reorientation of terminal facilities to align with the parallel runway system. Additional long-term projects include navigational aid enhancements, parking and rental car infrastructure investments, and deicing facilities.





EUG Development Phasing Plan

Short-Term Projects (PAL 1)

- 1 ARFF Vehicle*
- 2 SRE Vehicle*
- 3 Taxiway A1-A5: Phase I - Design and Environmental*
- 4 Fuel Storage Facility: Phase I - Design and Environmental*
- 5 Fuel Storage Facility: Phase II - Construction and Decommission of Old Facility
- 7 Terminal Roof Replacement
- 8 Taxiway A1-A5: Phase II - Construction
- 9 EA - Runway 34R Wetland Fill for Wildlife Hazard*
- 10 Reconstruct Terminal Taxiways: Phase I - Design and Environmental*
- 11 Advanced Terminal Planning Study*
- 12 Stormwater Master Plan - Basins B and C*
- 13 Reconstruct Terminal Taxiways: Phase II - Construction
- 14 EA - Terminal Area and Landside Facilities*
- 15 Runway 34R-16L Rehabilitation: Phase I - Design and Environmental*
- 16 Runway 34R-16L Rehabilitation: Phase II - Construction
- 17 Runway 34R Wetland Fill for Wildlife Hazard
- 18 New Rotating Beacon and Removal of Old Beacon
- 19 Landside Roadway, Parking and Rental Car Improvements
- 20 New Landside Equipment and Materials Storage Facility
- 21 Mitigate Asbestos in Old Air Traffic Control Tower
- 22 Taxiway C/M Rehabilitation: Phase I - Design and Environmental*
- 23 Taxiway C/M Rehabilitation: Phase II - Construction
- 24 Demolish Old ATCT, Old Landside Equip/Materials Storage, and Friendly Hangar
- 25 Employee Parking Lot Construction and Reconfiguration
- 26 TSA Office Relocation and Demolition
- 27 Ticketing, Airline Ticket Offices, and Outbound Baggage Area Expansion
- 28 New Terminal Concourse (includes PBBs, Charter, and Admin)
- 29 New Terminal Concourse Apron

Mid-Term Projects (PAL 2)

- 31 EA - Airfield and Support Facilities*
- 32 Relocation of Taxiway B2 and Taxiway R
- 33 Acquire Land Runway 16R RPZ 5 Acres*
- 34 Runway Designation Change - All Runways*
- 35 New North General Aviation/Corporate Area (Hollis Lane)
- 37 Acquire Land for Green Hill Road Realignment
- 38 Terminal Curb Road Widening and Commercial Vehicle Staging Lot Expansion
- 39 Runup Pad - Taxiway A/Runway 34L End
- 40 Airport Master Plan Update*

Long-Term Projects (PAL 3)

- 41 EA - Terminal Area, Airfield, and Landside Facilities*
- 43 Deicing Facilities and Segmented Circle Relocation
- 44 Runway 16R-34L Rehabilitation
- 45 Replace Runway 34L VASI with PAPI (LED) Approach Guidance System
- 46 Landside Vehicle Parking Expansion*
- 47 Construct Vehicle Access Tunnel Under Taxiways C and M
- 49 EA - Terminal Area*
- 50 North Ramp General Aviation Hangar Removal
- 51 New Terminal Concourse Expansion (Including PBBs)
- 52 New Terminal Concourse Apron Expansion
- 54 Runway 16L RPZ Land Acquisition*
- 55 EA - Primary Airfield and Landside Support Facilities*
- 56 Taxiway L and Taxiway J Construction
- 57 Rental Car Maintenance Garage*
- 58 Taxiway B Reconstruction and Shoulder Paving

Notes:
(1) "*" denotes project is not in graphic.
(2) Pavement Management Plan Update is a project occurring every three to four years and is not depicted on this graphic. Phasing order numbers are: 6 30 36 42 48 53



Capital Improvement Program

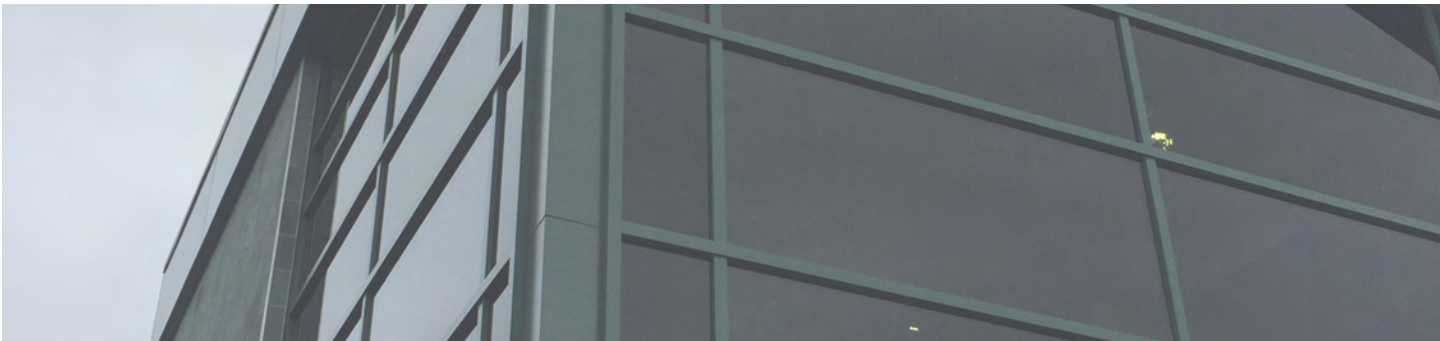
The result of implementation and finance planning informs the Capital Improvement Program which establishes a schedule for pursuing and allocating funding resources. Project costs shown are rough order-of-magnitude based on expected gross areas multiplied by realistic unit cost factors. "Soft cost" estimates such as design and project management along with project contingency costs are also estimated and included in the project costs. Finally, each project cost accounts for natural rates of inflation depending upon the year in which it is programmed.

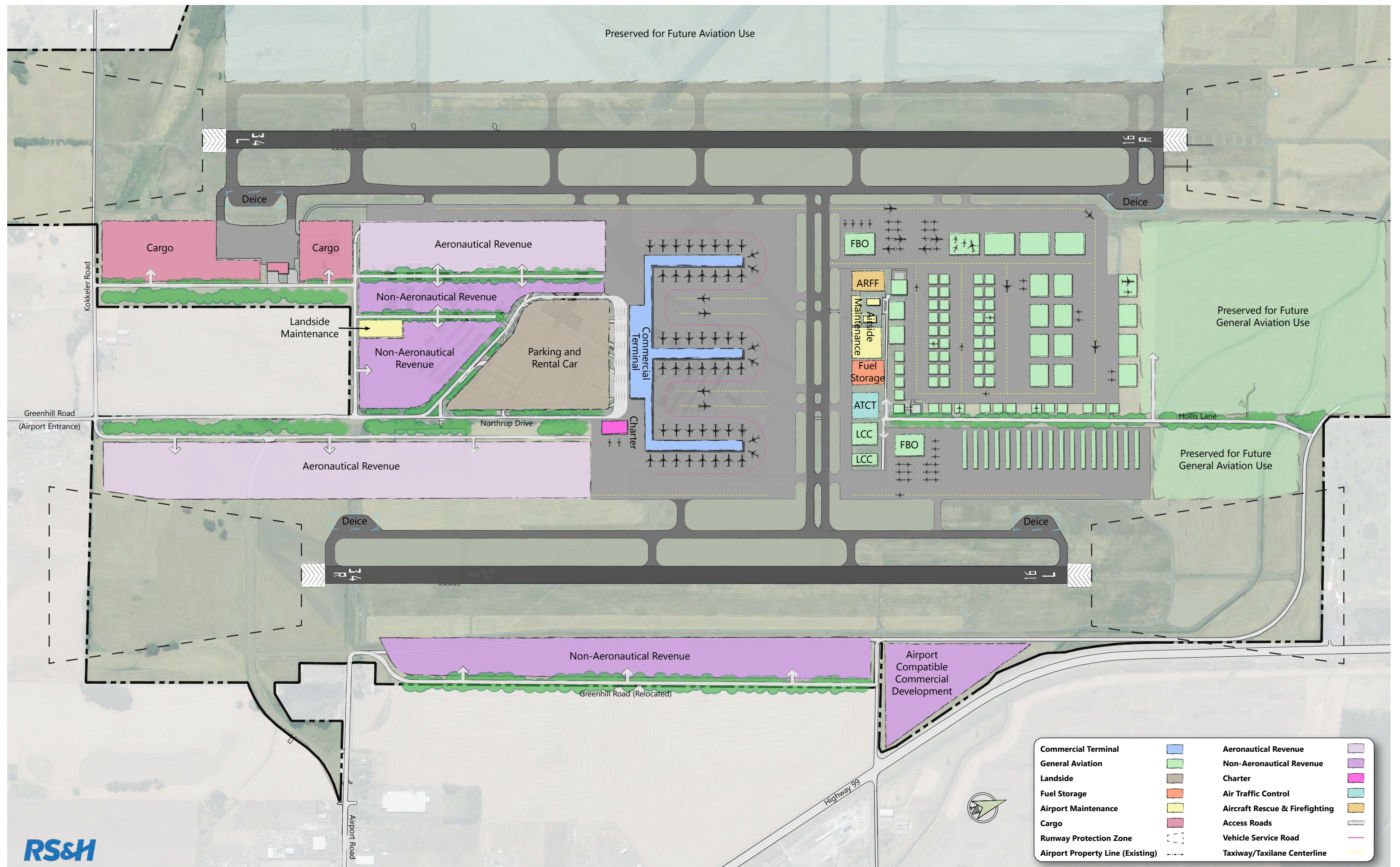


Federal Fiscal Year	Project	Projected Cost
Short-Term (2018-2022) (PAL 1)		
2018	ARFF Vehicle	\$872,000
2018	SRE Vehicle	\$687,000
2018	Taxiway A1-A5: Phase I - Design and Environmental	\$993,000
2018	Fuel Storage Facility: Phase I - Design and Environmental	\$424,000
2019	Fuel Storage Facility: Phase II - Construction and Decommission of Old Facility	\$3,901,000
2019	Pavement Management Plan Update	\$210,000
2019	Terminal Roof Replacement	\$1,260,000
2019	Taxiway A1-A5: Phase II - Construction	\$9,152,000
2019	Environmental Assessment - Runway 34R Wetland Fill for Wildlife Hazard	\$294,000
2019	Reconstruct Terminal Taxiways: Phase I - Design and Environmental	\$2,115,000
2019	Advanced Terminal Planning Study	\$263,000
2020	Stormwater Master Plan - Basins B and C	\$215,000
2020	Reconstruct Terminal Taxiways: Phase II - Construction	\$19,482,000
2020	Environmental Assessment - Terminal Area and Landside Facilities	\$323,000
2020	Runway 34R-16L Rehabilitation: Phase I - Design and Environmental	\$1,160,000
2021	Runway 34R-16L Rehabilitation: Phase II - Construction	\$10,678,000
2021	Runway 34R Wetland Fill for Wildlife Hazard	\$858,000
2021	New Rotating Beacon and Removal of Old Beacon	\$266,000
2021	Landside Roadway, Parking, and Rental Car Improvements	\$4,407,000
2021	New Landside Equipment and Materials Storage Facility	\$2,112,000
2021	Mitigate Asbestos in Old Air Traffic Control Tower	\$66,000
2021	Taxiway C/M Rehabilitation: Phase I - Design and Environmental	\$1,685,000
2022	Taxiway C/M Rehabilitation: Phase II - Construction	\$15,507,000
2022	Demolish Old ATCT, Old Landside Equip/Materials Storage, and Friendly Hangar	\$333,000
2022	Employee Parking Lot Construction and Reconfiguration	\$1,607,000
2022	TSA Office Relocation and Demolition	\$11,000
2022	Ticketing, Airline Ticket Offices, and Outbound Baggage Area Expansion	\$6,529,000
2022	New Terminal Concourse (Includes PBBs, Charter, and Admin)	\$17,176,000
2022	New Terminal Concourse Apron	\$10,328,000
Total Short-Term		\$112,914,000
Mid-Term (2023-2027) (PAL 2)		
2023	Planning Update Pavement Maintenance Management Plan	\$230,000
2023	Environmental Assessment - Airfield and Support Facilities	\$345,000
2023	Relocation of Taxiway B2 and Taxiway R	\$2,402,000
2023	Acquire Land Runway 16R RPZ 5 Acres	\$540,000
2023	Runway Designation Change - All Runways	\$345,000
2024	New North General Aviation/Corporate Area (Hollis Lane)	\$1,185,000
2026	Pavement Management Plan Update	\$245,000
2026	Acquire Land for Green Hill Road Realignment	\$513,000
2026	Terminal Curb Road Widening and Commercial Vehicle Staging Lot Expansion	\$574,000
2026	Runup Pad - Taxiway A/Runway 34L End	\$2,661,000
2027	Airport Master Plan Update	\$2,500,000
Total Mid-Term		\$11,540,000
Long-Term (2028-2037) (PAL 3)		
2028	Environmental Assessment - Terminal Area, Airfield, and Landside Facilities	\$383,000
2029	Pavement Management Plan Update	\$260,000
2029	Deicing Facilities and Segmented Circle Relocation	\$4,836,000
2030	Runway 16R-34L Rehabilitation	\$8,046,000
2030	Replace Runway 34L VASI with PAPI (LED) Approach Guidance System	\$207,000
2031	Landside Vehicle Parking Expansion	\$1,961,000
2031	Construct Vehicle Access Tunnel Under Taxiways C and M	\$21,060,000
2032	Pavement Management Plan Update	\$275,000
2032	Environmental Assessment - Terminal Area	\$275,000
2032	North Ramp General Aviation Hangar Removal	\$116,000
2034	New Terminal Concourse Expansion (Including PBBs)	\$7,482,000
2034	New Terminal Concourse Apron Expansion	\$17,713,000
2035	Pavement Management Plan Update	\$290,000
2035	Runway 16L RPZ Land Acquisition	\$3,944,000
2035	Environmental Assessment - Primary Airfield and Landside Support Facilities	\$290,000
2036	Taxiway L and Taxiway J Construction	\$5,895,000
2037	Rental Car Maintenance Garage	\$2,520,000
2037	Taxiway B Reconstruction and Shoulder Paving	\$27,018,000
Total Long-Term		\$102,571,000
Total (All Terms)		\$227,025,000

Ultimate Airport Vision

From the very onset of the master planning process and through a continuous stakeholder involvement process, Eugene Airport was focused on establishing a vision for airport development which looked beyond the 20-year planning horizon. This process allowed the Airport to craft a sustainable picture of airport development which meets current challenges without sacrificing future needs. The result of that visioning process is an ambitious and sustainable airport land use map which provides airport facilities worthy of the communities that rely on the access and the opportunities provided by the airport.







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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Digital Signs

Meeting Date: September 9, 2019
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 3
Staff Contact: Jenessa Dragovich
Contact Telephone Number: 541-682-8385

ISSUE STATEMENT

At this work session, City Council will be provided with an overview of Eugene sign code regulations pertaining to digital signs. This work session is in response to Councilor Pryor's request and was initiated through a poll, provided as Attachment A. This is an informational item and no council action is requested.

BACKGROUND

Eugene's sign code (which is part of the Eugene land use code) was originally adopted in 1968. Minor amendments to the sign code were passed in 2001 and 2013, however, the last major change occurred in the late 1980s. Electronic sign technology has changed significantly in that period. Digital signs use an electronic display system, such as an LED screen, to deliver multiple signs at a single location. Images are often static and held for a specified amount of time; however, the technology is capable of slide presentation effects, including frame transitions, scrolling, animation and videos. With a push to convert traditional billboards to digital, many communities are being asked to allow electronic signage.

At this work session, council will be presented with an overview of:

- Eugene's existing sign code pertaining to digital signs
- Digital sign information
- Common concerns related to digital signs
- Examples of how other communities regulate digital signage

Eugene's current sign code prohibits flashing signs, except electronic message centers (which are considered digital signs). However, because electronic message centers are limited to three square feet in area and five display characters, they are effectively prohibited with the exception of small displays that show time and temperature. A 2007 Land Use Board of Appeals decision affirmed the City's interpretation that LED displays meet the City's definition of electronic message centers and are subject to the size, character and message interval limits prescribed by the sign code. To allow digital signage in Eugene, the sign code would need to be amended to remove prohibitive language and add specific regulations to address common concerns associated with digital signage. Excerpts from the sign code are provided as Attachment B.

There are only a few existing examples of digital signs in Eugene—the Lane County Fairgrounds, the Hult Center, Matthew Knight Arena, and The Shedd. The Eugene land use code generally does not allow digital signs. The examples listed were allowed because two are public signs that are exempt from sign standards and two, Matthew Knight Arena and The Shedd’s electronic message centers, received a variance to the sign code standards.

Proponents of digital signage assert several benefits from the technology, including reduced waste compared with traditional copy materials, lower energy consumption, the ability to serve the advertising needs of more businesses, and usage by law enforcement agencies to push public warnings such as Amber alerts.

Concerns over the use of digital signage are primarily focused on driver distraction and visual pollution. Several factors that contribute to these concerns include: flashing effects, moving images, or videos; frequency of image changes; size and location; and brightness/glare.

Digital sign technology has been operating in Portland, Salem, and Springfield for several years. At the work session, staff will provide some examples of how these cities and others regulate such signage.

Allowing digital signs in Eugene would require an amendment to Eugene’s land use code. Such changes would require the City Council to initiate the process. The formal adoption process for an amendment to the land use code includes notice to the state and interested parties, a public hearing before the Planning Commission who provides a recommendation to City Council, a public hearing before the City Council, and action by the City Council. In some cases, notice must also be sent to affected property owners. Prior to the formal adoption process, the Building Permit Services Division would engage stakeholders in a public process to identify key issues and possible solutions, and to review draft code language.

In addition to the work session request regarding digital signs, there have been two other questions asked by councilors related to sign standards. One question was about signs that advertise off-premise businesses and whether the City can require that signs be for on-premise, or “proximate” businesses, or limited to businesses located within the city. The City cannot require that signs only advertise proximate businesses or businesses located in the city. Such a requirement would violate the Oregon Constitution because it would prohibit certain speech based on the content of that speech. *See Outdoor Media Dimensions, Inc. v. Department of Transportation*, 340 Or 275 (2006).

The second question is related to mobile advertising signs (e.g., a sign on the flat bed of a truck that is driven around town). The current sign code already prohibits any sign placed on a motor vehicle with the primary purpose of providing a sign not otherwise allowed by the sign standards. See land use code section 9.6615(2) on page 1 of Attachment B.

PREVIOUS COUNCIL DIRECTION

This is the first work session on this topic.

COUNCIL OPTIONS

Informational item. No action requested.

CITY MANAGER'S RECOMMENDATION

No recommended action.

SUGGESTED MOTION

No recommended action.

ATTACHMENTS

- A. Work Session Request
- B. Eugene Sign Standards Excerpts

FOR MORE INFORMATION

Staff Contact: Jenessa Dragovich
Telephone: 541-682-8685
Staff E-Mail: JDragovich@eugene-or.gov



Work Session Request Form

Councillor: Chris PryorDate: 1-31-19**WORK SESSION TOPIC**

Update the Eugene Sign Code to accommodate new digital display technologies.

ISSUES AND QUESTIONS TO BE ADDRESSED

The Eugene Sign Code has not been updated for over 15 years and the pace of electronic sign technology has changed significantly in that period. Digital billboards now offer better capability to reduce energy consumption over traditionally illuminated signs, save overhead and labor costs, and reduce “upstream” carbon impacts by eliminating the need to manufacture and ship petroleum-based vinyl fabric signs which might be replaced every month. Digital signage can also aid local agencies with emergency messages, warnings, Amber Alerts, and other public interest content. Digital sign technology has already been operating in Portland, Salem, and Springfield for years.

OUTCOMES

Review and update the Eugene Sign Code to allow for the regulated use of electronic and digital sign and billboard technology.

POLL

I want to hold a work session to discuss the issue outlined above.

Yes	No		Yes	No	
		Ward 1: Emily Semple			Ward 5: Mike Clark
		Ward 2: Betty Taylor			Ward 6: Greg Evans
		Ward 3: Alan Zelenka			Ward 7: Claire Syrett
		Ward 4: Jennifer Yeh			Ward 8: Chris Pryor

RESPONSE DUE BY: February 14, 2019**Please indicate your preference for timing of work session**☐

Prioritize over other items.

☐

Time-sensitive; schedule as soon as possible.

☒

Not time-sensitive; schedule when time permits.

COMMENTS

A few years back Churchill High School had a problem using its digital reader board because of conflicts with the sign code. While a makeshift administrative solution was found, it pointed out the need to make updates to the sign code.

Excerpts from the Eugene Land Use Code

Definitions

Billboard. Any sign with a sign face of 200 square feet or greater in surface area.

Electronic Message Center. A sign, or portion of a sign, that conveys information through a periodic automatic change of message on a lampbank, through the use of fiber optics, or through mechanical means. A sign on which any portion less than an entire sign rotates shall be considered an electronic message center.

Flashing Sign. A sign or sign structure where some part of the display is provided by light-emitting elements which abruptly change color or intensity of illumination, including intermittent periods of illumination and non-illumination, or where the effect of flashing is achieved through mechanical means, including rotation.

Sign. Any device, fixture, placard, or structure that is not entirely within an enclosed building, when its message is visible from a public or private way or another development site, and which uses any word, letter, or logo to advertise or to communicate information of any kind. For purposes of the Eugene sign regulations, searchlights, beacons, strings of lights, banners, flags, pennants, and inflated devices shall be considered signs.

Sign Standards

9.6610 Exemptions to Sign Standards.

* * *

Public Signs. 1) Signs constructed or placed in a public right-of-way by or with the approval of a governmental agency having legal control or ownership over the right-of-way; 2) Signs owned or constructed under the direction or authorization of the city, including, but not limited to, signs installed within parks and at natural resource areas within the NR Natural Resource Zone and PRO Parks, Recreation and Open Space Zone to account for entrances, trail signs, and markers; and 3) Signs placed by a public utility for the purpose of providing information concerning a pole, line, pipe or other facility belonging to the public utility.

9.6615 Prohibited Signs. Except where qualified as a nonconforming sign, the following signs are unlawful and are declared to be nuisances:

* * *

(2) Any sign written or placed upon or within a motor vehicle with the primary purpose of providing a sign not otherwise allowed by the sign standards.

* * *

(5) Decorative laser signs, search lights, and flashing signs, except electronic message centers;

9.6640 General Provisions.

* * *

(6) Illumination Standards.

- (a) Maximum Exposed Illumination. No single light source element which exceeds 15 watts shall be used in connection with a sign or to illuminate a sign in a way which exposes the face of the bulb, light or lamp when viewed from a public street.
- (b) Glare Reduction. No sign shall be illuminated or use lighting where such lighting is directed at any portion of a traveled street or will otherwise cause glare or impair the vision of the driver of a motor vehicle or otherwise interfere with the operation thereof. Exterior illumination shall be top mounted and shielded to aim light downward only.
- (c) Illumination From Signs on Nonresidential Property. Illumination resulting from all signs and lighting on any property in a non-residential zone shall not exceed 2 foot candles at a height of 5 feet when measured at any point on property in a residential zone. External illumination shall be shielded so that the light source elements are not directly visible from property in a residential zone which is adjacent to or across a street from the property in the non-residential zone.
- (d) Illumination From Signs on Residentially Zoned Property. No internally illuminated sign shall be allowed on property in a residential zone. Lighting from all light sources operated for the purposes of sign illumination on property in a residential zone shall be shielded from other property in the residential zone and shall not be more than 2 foot candles at the closest street or property line.

* * *

- (9) **Electronic Message Centers.** Except electronic message centers operated as public signs by governmental agencies, no electronic message center, or portion of a sign used as an electronic message center, shall be larger than 3 square feet in area, display a message containing more than 5 characters, or change the displayed message at intervals of less than once every 3 seconds. No electronic message center, except for temporary construction use, shall exceed a maximum one-hour equivalent A-weighted sound pressure level of 50 dBA at the receiving property line when the receiving property is occupied by a dwelling, hospital, school, library or assisted care center.

If you would like to see all of Eugene's Sign Standards (beginning at section 9.6600), the entire land use code is available online at: <https://www.eugene-or.gov/chapter9>.