



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

January 23, 2017

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

Meeting of January 23, 2017;
Her Honor Mayor Lucy Vinis Presiding

Councilors

Alan Zelenka, President
George Poling
Emily Semple
Claire Syrett

Mike Clark, Vice President
Greg Evans
Chris Pryor
Betty Taylor

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

A. WORK SESSION:

West Eugene Enterprise Zone Task Force Public Benefit Criteria Update

B. WORK SESSION:

South Willamette Street Pilot Study Update

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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: West Eugene Enterprise Zone Task Force Public Benefit Criteria Update

Meeting Date: January 23, 2017
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: A
Staff Contact: Amanda D'Souza
Contact Telephone Number: 541-682-5540

ISSUE STATEMENT

When considering re-designation of the West Eugene Enterprise Zone (the Zone) in June 2016, council directed staff to convene a Task Force to revisit the program's Public Benefit Criteria. This work session is an opportunity to discuss the work of the Task Force in advance of the February Public Hearing.

BACKGROUND

The Oregon Enterprise Zone program is a State program established by the legislature in 1985 for the primary purposes of job creation, encouraging new investment, diversification, and competitiveness. The program offers a three-year property tax exemption for new buildings, renovation and expansion of buildings, and equipment investments made by qualified businesses located within a designated area. The exemption is designed to encourage new investment via a short-term property tax exemption, with the long-term goal of job creation and increased tax revenue for taxing districts after the exemption period. A qualified business is a (non-retail) manufacturing, processing, call-center, headquarters, distribution, or warehousing business that will increase its base employment by at least 10%. The short-term property tax exemption is limited to new, authorized investments that a qualified business makes in the Zone. The City and Lane County are co-sponsors of the Zone and initially designated the existing Zone in 2005. The Zone was redesignated for an additional 10 years in June 2016 (See Attachment A).

Public Benefit Criteria

State law allows zone sponsors to adopt local criteria for businesses authorized for participation in the Enterprise Zone program. The City and County adopted Public Benefit Criteria in 2005 with the initial designation of the Zone. The Public Benefit Criteria encourages business practices that align with broader community goals. Businesses that do not meet enough of these Criteria may be required to pay back up to 25% of their tax exemption. In addition, the Criteria includes a job cap, which limits the amount of tax exemption a business can get depending on the number of jobs created. Businesses in the Zone report on Public Benefit Criteria compliance annually over the course of the exemption.

When considering re-designation of the Zone in June 2016, both council and the Lane County Board of Commissioners expressed an interest in revisiting the 2005 Criteria with the same process implemented to create the existing Public Benefit Criteria. The process includes convening a joint City/County Task Force composed of two elected officials from each governing body and a total of four community representatives, two of whom were appointed by each governing body. Members included: Councilor Poling, Councilor Pryor, Commissioner Farr, Commissioner Stewart, Leigh Anne Hogue, Mark Johnson, Jennifer McRaven, and John Roberts. The Task Force met three times from September to November 2016 to discuss changes to the Public Benefit Criteria. A draft of their progress to date is included in Attachment B.

In general, the proposed changes include:

- Adjusting criteria to reflect current market conditions and removing out of date criteria.
- Adding or emphasizing criteria pertaining to equity, green building and business operations, local hiring, and local sourcing of materials.
- Reworking the point system and weighting of criteria.

Next Steps

After today's discussion, a public hearing for the Criteria is scheduled for February 21. The Task Force will meet one last time to consider comments and input from the public and today's work session. Once the Task Force finalizes their recommendations, both Council and the Lane County Board of Commissioners will consider an ordinance to adopt the revised Criteria.

RELATED CITY POLICIES

The Zone supports the City's prosperity goals including:

Envision Eugene Pillars

Provide ample economic opportunities for all community members

1(a). Plan for an employment growth rate of 1.4 percent. This growth rate translates into an increase of 35,800 jobs over 20 years.

1(c). Work with property owners of current vacant or developed industrial lands, especially those larger than 25 acres, to reduce the financial and regulatory obstacles to development, with a goal of making these sites ready for development.

Regional Prosperity Economic Development Plan

- o *By 2020, create 20,000 net new jobs in the chosen economic opportunity areas; reduce the local unemployment rate to, or below the state average; and increase the average wage to or above the state average.*
- o *Strengthen Key Industries*
 - Identify strategies to address unique and logistical needs of existing and emerging industries

- Develop associations or networks among targeted cluster businesses for innovative networking, information-sharing and provide opportunities for business growth
- Pursue opportunities to expand and recruit businesses, ideas, and entrepreneurs into our region
- Enhance our existing business and community

Bethel Economic Development Plan (Building a Better Bethel)

- o *Expand regional workforce development partnerships*
 - The expansion of existing workforce development programs with area educational institutions is critical for a thriving economy that retains existing businesses as they grow and attracts new businesses

COUNCIL OPTIONS

Information only.

CITY MANAGER'S RECOMMENDATION

None at this time.

SUGGESTED MOTION

Information only.

ATTACHMENTS

- A. West Eugene Enterprise Zone Overview
- B. Draft of Revised Zone Public Benefit Criteria
- C. Current Zone Public Benefit Criteria

FOR MORE INFORMATION

Staff Contact: Amanda D'Souza
 Telephone: 541-682-5540
 Staff E-Mail: amanda.m.dsouza@ci.eugene.or.us

West Eugene Enterprise Zone Overview

Program Summary

Description: By offering a short-term tax exemption, the purpose of the enterprise zone program is to encourage new business investment, job creation, higher incomes for local residents, and greater diversity of economic activity. Enterprise zones induce eligible businesses of all sizes to make additional investments that will improve employment opportunities and spur economic growth. Eligible businesses that make authorized investments within an enterprise zone will be exempted for 3 to 5 years from local assessment of property taxes on the value added to the business and property located within the enterprise zone. Enterprise zone property is also exempt for up to two years while it is being constructed or installed.

Business Firm Eligibility: Prior to commencing construction or installation of equipment or machinery, an eligible business firm must submit an application to the zone sponsor who then determines eligibility and authorizes the investment for purposes of the program. Eligible firms include manufacturers, processors, shippers, and other operations that serve other organizations, as well as headquarters and call centers. Otherwise, retail, construction, financial, and certain other activities are explicitly ineligible.

Qualified Property: Investments that result in a new building, modification or addition to a building, or new machinery or equipment qualify for exemption. Land, previously used property, and minor personal property items do not qualify.

Requirements: In exchange for the tax exemption and to continue to be eligible, authorized businesses must meet the following requirements:

3-year enterprise zone exemption

- Increase full-time, permanent employment of the firm inside the enterprise zone by the greater of one new job or 10 percent (except for special case local sponsor waivers);
- No concurrent job losses more than 30 miles from the zone;
- Maintain employment levels during exemption period;
- Enter into first source hiring agreement with local job training providers; and
- Satisfy local additional conditions.

4- or 5-year enterprise zone exemption

- All requirements for 3-year exemption;
- “Compensation” of new workers at 150% of county average wage;
- Local approval by written agreement with the local zone sponsor; and
- Additional requirements that the local zone sponsor may reasonably request.

West Eugene Enterprise Zone



- Eugene UGB
- West Eugene Enterprise Zone
- Railroads

City of Eugene
Planning and Development
October 15, 2012



Caution: This map is based on imprecise source data, subject to change, and for general reference only.

2005-2016 Program Metrics

Approved Investments Currently in Progress or Completed

Number of participating businesses: 24

Number of approved investments: 30

Number of investments by local companies: 28

Estimated value of investments at application: \$848 million

Estimated value of investments at application, excluding Hynix: \$135 million

Average investment per business*: \$5.9 million

Jobs

Total jobs projected at application*: 263

Total jobs created (based on final or most recent exemption claim)*: 551

Exemptions

Total tax exemptions granted 2005-2016*: \$4.8 million

Average annual total tax exemptions*: \$398,000

Average exemption per job created*: \$8,665

Upcoming

Pending applications: 4

Pending proposed investments: \$61 million

Pending projected job creation: 225 jobs

*excludes Hynix

West Eugene Enterprise Zone

DRAFT Public Benefit Criteria

Businesses who participate in the West Eugene Enterprise Zone (the Zone) are required to meet additional Public Benefit Criteria in order to qualify for the full tax exemption¹. The Criteria encourage businesses to take steps towards achieving certain community goals and priorities.

Step 1 outlines nine public benefit categories identified and prioritized through a committee review process. Step 2 outlines the job cap criteria that limits the amount of tax exemption a business can get depending on the number of jobs created.

Step 1

A business needs to get 25 points or more to qualify for the full exemption

Tier 1 Criteria

A business needs to score at least 15 points through Tier 1 Criteria

1. Small Business This category takes into account the possibility that smaller businesses may have a harder time earning points in other categories due to funding and resource limitations.	
Indicate the number of permanent, full-time employees at submission of the Oregon Enterprise Zone Claim. <ul style="list-style-type: none"> ☐ Less than 25 employees = 9 points ☐ Between 25-49 employees = 7 points ☐ Between 50 and 99 employees = 5 points ☐ Between 100 and 499 employees = 2 points 	Up to 9 points

¹ Authorized by ORS 285C.150

2. Wages

This category rewards businesses that offer high wages to all employees. Since the Enterprise Zones is designed to incentivize investments among traded sector* industries, the threshold is median** wages for traded sector industries.

*Traded sector industries include manufacturing, wholesale trade, & transportation/warehousing (defined by the OR Employment Dept.)

** If all salaries were arranged in order, the median wage would be the one with exactly half the data above it and half below it. The median wage is considered to be a more accurate reflection of the 'average' wage because it discounts extremes at either ends of the scale.

Companies with 25 or more employees:	Companies with fewer than 25 employees:	
☐ The median wage for ALL employees is equal to or greater than the median wage for the traded sector industries within Lane County 2016 Median Wage = \$18.11 per hour	☐ The median wage for ALL employees is equal to or greater than 85% of the median wage for traded sector industries in Lane County 85% of 2016 Median Wage = \$15.39 per hour	9 points
If the Lane County traded sector median wage drops below 120% of the minimum wage, then all companies should offer wages at or above 120% of the minimum wage to receive points. In 2016, 120% of Lane County's minimum wage is \$11.10 per hour.		

3. Local Hiring and Sourcing

This category emphasizes the importance of using available local resources and networks for business operations. It focuses on using programs and practices that offer employment services and training to local jobseekers. These programs also work with employers to identify good matches for specific positions. The category also encourages businesses to source their operational materials from within the region if possible. **Maximum total of 9 points.**

The company has created a procurement plan* that demonstrates their intention to source materials needed for regular business operations from: <ul style="list-style-type: none"> ☐ within Oregon = 1 point ☐ within Lane County = 2 points 	Up to 2 points
☐ The company utilized State approved (Oregon Apprenticeship and Training Division) apprenticeship programs during construction of the exempt investment. *	1 point
☐ The company has had a consultation with the City of Eugene's Minority and Women Business Enterprise Contracting Specialist to discuss how they can increase contracting opportunities for MWBE businesses.	2 point
A percentage of the company's new hires have been through local training/referral agencies:* <ul style="list-style-type: none"> ☐ Greater than 10% = 1 point ☐ Greater than 30% = 2 points ☐ Greater than 50% = 3 points 	Up to 3 points
☐ Company has a diversity or equity plan or policy that outlines the steps they are taking to integrate diversity into the workplace and the hiring process.*	1 point

*Business will be asked to provide additional information for points claimed

4. Employee Benefits

This category is designed to encourage businesses to offer additional benefits that are not mandated but can create a more positive work environment for all employees.*

☐ Childcare	1 point
☐ Life Insurance	1 point
☐ Employer Paid Time Off (a minimum of 10 days; includes holiday, vacation, sick leave, undesignated leave)	1 point
☐ Profit Sharing	1 point
☐ Retirement Plan	1 point
☐ Transportation	1 point
☐ Wellness Program	1 point

*Business will be asked to provide additional information for points claimed

Tier 2 Criteria

Points will be combined with Tier 1 points for total points.

5. Green Building

This category awards points to businesses who have made an effort to reduce their impact on the environment.* The criteria focuses on enrollment in BRING's RE:think program, as it provides a comprehensive consultation that covers a number of areas. The criteria also includes points for businesses that reduce their operational and employee impact on the region's transportation system.

☐ The company is certified in BRING's RE:think Business program.	2 points
The business meets at least one of the following: <ul style="list-style-type: none"> ☐ Participates in LTD's Point2Point program ☐ Has entered into a Transportation Demand Management Agreement with the City of Eugene 	1 point max
The business has completed at least one of the following: <ul style="list-style-type: none"> ☐ A consultation with the City to discuss their business operations and how to reduce the impact on the transportation system ☐ A consultation with the City to discuss the goals of the Climate Recovery Ordinance 	1 point max
The business meets at least one of the following: <ul style="list-style-type: none"> ☐ A business that is exempt from stormwater management requirements but has implemented on-site stormwater management ☐ A business who has gotten a reduction in SDCs and/or user fees by managing stormwater on-site beyond the minimum requirements 	1 point max
☐ The company participates in the City of Eugene's Love Food, Not Waste program (if applicable)	1 point

*Business will be asked to provide additional information for points claimed

6. Redevelopment

This category aligns with the community's infill and redevelopment goals. Its purpose is to encourage the reuse of underutilized sites and to increase the productivity of already developed sites. The remediation criteria awards points to businesses that have taken steps to address on-site contamination.

☐ The exempted investment is either <ul style="list-style-type: none"> • Expansion of the current site, OR • Redevelopment of a brownfield, OR • Redevelopment of vacant building(s) 	5 points
☐ The company remediated environmental contamination during the investment.*	1 point

*Business will be asked to provide additional information for points claimed

7. Health Insurance

This category awards points to companies who offer more healthcare coverage than is required by law. As of January 2017, businesses with 50 or more employees are required to offer healthcare coverage to their employees.

For businesses with fewer than 50 employees:	
☐ Offer medical benefits for all eligible employees (employer pays at least 70% of premium)	2 points
For all businesses:	
☐ Offers medical benefits for families (employer pays at least 60% of premium)	3 points

8. Training and Advancement

This category is designed to encourage businesses to provide training and advancement opportunities to their employees.*

☐ Annual training expenditure greater than or equal to the U.S. average (as a percentage of total payroll): Annual training expenditure $\geq 3.2\%$ (Benchmark source: American Society for Training and Development)	1 point
☐ Company has a comprehensive written policy for wage or position advancement. (Should include items such as job descriptions, position classifications, regular performance evaluations, step advancement, progression pay schedule)	1 point
☐ Company offers a diversity or equity training for employees	1 point
☐ Company has signed a Letter of Support for the National Career Readiness Certificate with Lane Workforce Partnership	1 point

*Business will be asked to provide additional information for points claimed

9. Investment Size

This category awards points to businesses that made a significantly large investment within the Enterprise Zone. This acknowledges that these businesses will be contributing large property tax payments once the investments come onto the tax rolls after the exemption.

Size of new investment:

☐ Assessed value equal to or greater than \$2,500,000 = 2 points

OR

☐ Assessed value equal to or greater than \$5,000,000 = 4 points

4 points max

Step 2.*Job Cap Criteria*

The three-year tax exemption benefit shall be limited to a maximum of \$96,000 per job created or \$32,000 per job created per year, whichever is less. Tax exemption benefits in excess of that amount shall be paid as a public benefit contribution.

Public Benefit Criteria

West Eugene Enterprise Zone (est. 2005)

1.	<u>Small Business</u>	9 points maximum
<p>Number of permanent, full-time employees after project completion, at submission of the Oregon Enterprise Zone Claim.</p> <p style="padding-left: 40px;">Less than 25 employees = 9 points Between 25 and 49 employees = 7 points Between 50 and 99 employees = 5 points Between 100 and 499 employees = 2 points</p>		
2.	<u>Health Insurance</u>	7 points maximum
<p>. Medical benefits for all eligible employees * = 4 points (Employer pays not less than 70% of the premium)</p> <p>. Medical benefits for family = 3 points (Employer pays not less than 50% of the premium)</p> <p>* An eligible employee works 32 hours or more per week in a permanent position and has completed all necessary probation period.</p>		
3.	<u>Training & Advancement Opportunities</u>	7 points maximum
<p>. Annual training expenditure greater than or equal to the U.S. average (as a percentage of total payroll).</p> <p style="padding-left: 40px;">Annual training expenditure $\geq 2.34\%$ = 4 points <i>(Benchmark source: American Society for Training and Development)</i></p> <p>. Company has a comprehensive written policy for wage or position advancement.</p> <p style="padding-left: 40px;">Written advancement policy = 3 points <i>(Shall include details such as job descriptions, position classifications, regular performance evaluations, step advancement, progression pay schedule)</i></p>		

4. Wages	7 points
<p>. For companies with 25 or more employees, median wage for ALL employees is equal to or greater than the median wage for the traded sector industries* within Lane County.</p> <p style="text-align: center;">2005 Median wage = \$ 14.95 per hour</p> <p>. For companies with less than 25 employees, median wage for ALL employees is equal to or greater than 85% of the median wage for the traded sector industries within Lane County.</p> <p style="text-align: center;">85% of 2005 Median wage = \$ 12.70 per hour</p> <p><i>* Traded sector industries include manufacturing, wholesale trade, and transportation / warehousing as defined by the Oregon Employment Department.</i></p>	

5. Employee Benefits	6 points maximum
<p>Company provides non-mandated employee benefit(s) to all employees.</p> <p>Childcare = 1 point Life Insurance = 1 point Employer Paid Time Off * = 1 point Profit Sharing = 1 point Retirement Plan = 1 point Transportation = 1 point</p> <p><i>* Includes holiday, vacation, sick leave, undesignated leave (minimum of 10 days)</i></p>	

6. Redevelopment	5 points
<p>New investment is an expansion of the current site or a redevelopment of a brownfield or vacant building(s).</p>	

7. Referral Agency Hiring	3 points maximum
<p>Percentage of new jobs hired through local, training/referral agencies.</p> <p>Greater than 10% = 1 point Greater than 30% = 2 points Greater than 50% = 3 points</p> <p><i>Examples: Department of Human Services, Catholic Community Services, Goodwill Industries, Lane Workforce Partnership, Lane Community College, local unions, Oregon Employment Department,</i></p>	

Private Rehabilitation Agencies, St. Vincent de Paul, Salvation Army, Vocational Rehabilitation, other.

8.	Construction	3 points maximum
Company takes steps to ensure a positive work environment during construction of a qualified enterprise zone investment.		
	. Utilization of State approved (Oregon Apprenticeship and Training Division) apprenticeship programs for construction trades during construction.	2 points
	. Qualified firm signs a "Build Oregon Responsibly" agreement.	1 point

9.	Investment Size	2 points maximum
Size of new investment.		
	Assessed value equal to or greater than \$2,500,000	1 point
	Assessed value equal to or greater than \$5,000,000	2 points

The criteria above will determine if a company is required to make a Public Benefit Contribution. Companies scoring below 25 points will be required to make a Public Benefit Contribution. The formula for calculating the Public Benefit Contribution is described below.

Calculating the Public Benefit Contribution

Companies that score below 25 points will make a public benefit contribution based on the following formula:

$\frac{25 - \text{Criteria Points Earned}}{100} \times \text{Tax Exemption} = \text{Public Benefit Contribution}$

Example

If a company scores 20 points and has a tax exemption of \$100,000, the company will make a \$5,000 Public Benefit Contribution (5% of the tax exemption).

$\frac{25 - 20}{100} \times \text{Tax Exemption} = \text{Public Benefit Contribution}$
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$$\frac{25 - 20}{100} \times \$ 100,000 = \$ 5,000$$

Job Creation Cap – Additional Public Benefit Criteria

The three-year tax exemption benefit shall be limited to a maximum of \$96,000 per job created or \$32,000 per job created per year, whichever is less. Tax exemption benefits in excess of that amount shall be paid as a public benefit contribution. Public benefit contribution payments made with the criteria points formula (above) will be credited towards the payment required by the job creation cap. The maximum public benefit payment shall be one-third of the tax exemption benefit.

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: South Willamette Street Pilot Study Update

Meeting Date: January 23, 2017
Department: Public Works
www.eugene-or.gov

Agenda Item Number: B
Staff Contact: Chris Henry
Contact Telephone Number: 541-682-8472

ISSUE STATEMENT

The Eugene City Council will receive a progress update on the South Willamette Street Pilot Study. The South Willamette Street Pilot Study is evaluating a complete street design for an active transportation corridor (providing for walking, biking, transit, driving, and business access) that can be advanced as a capital improvement project for construction.

BACKGROUND

The South Willamette Street Pilot Study evaluates the transportation analysis of the South Willamette Street Improvement Plan, determines if there are any unintended consequences before any permanent changes are made, and provides a real experience of the street reconfiguration for people driving cars. At the conclusion of the pilot study, city staff will return to the City Council with additional information and data, along with a recommendation from the City Manager regarding whether to make the 3-lane configuration permanent.

Purpose:

The South Willamette Street Improvement Plan explored options for people to safely walk, bike, take the bus, or drive in an eight-block study area of Willamette Street from 24th Avenue to 32nd Avenue. The City and the Oregon Department of Transportation (ODOT) have contracted with a consultant team of transportation engineers and urban design planners led by DKS Associates (with assistance from OTAK), which includes Cogito, locally based public involvement specialists.

The goal of this study is to help South Willamette Street become a vibrant urban corridor accessible by bicycle, foot, car, and bus. Today, Willamette Street is heavily used to reach many popular destinations, yet it is uninviting to people walking, biking, riding transit, and driving. For years, many residents and business owners have shared complaints about the poor conditions on Willamette Street for walking and biking and the need to do something about it.

The plan aims to support existing businesses and the commercial district's vitality; create a balanced multi-modal transportation system; further City planning efforts to identify compact growth and redevelopment opportunities; and foster a well-informed and involved community supportive of the plan.

Public Process:

In August of 2012, the project team began by talking with stakeholders in small groups, including property and business owners, bicycle, pedestrian and transit advocates, and neighborhood

leaders from Friendly, Crest, South Eugene, and Amazon neighborhood associations. Based on knowledge gained, in September two robust focus groups were organized (one based on business; and another based on users of cars, walking, bus, and bike) to hear more about people's concerns, preferences and flexibilities towards identified corridor issues. In October, traffic count data was collected (when UO and LCC campuses were active) and an Existing Conditions Report was prepared. In November, over 150 participants attended the first Community Forum where they heard the results of recent traffic studies, explored alternatives, and the project team listened to community priorities for future improvements.

A second Community Forum was held in February 2013 to evaluate the alternatives that were prepared in response to earlier community conversations. Following the February Community Forum, the project team narrowed the number of alternatives down to three and performed more detailed transportation analysis.

The third, and final, Community Forum was held in June 2013. Participants were asked to help rank and refine the street design alternatives following a presentation of transportation analysis and group discussion. An online survey was also available to hear the preferences of those who were not able to attend the Community Forum.

Staff has provided updates on the process to the Eugene City Council on January 28 and June 19 of 2013, and presented the Draft South Willamette Street Improvement Plan on April 16, 2014. Staff has also met with the Eugene Planning Commission twice, on November 4, 2013 and again on April 7, 2014, to discuss the Draft South Willamette Street Improvement Plan and Economic Study respectively. The Eugene City Council held a public hearing on May 19, 2014 to receive public comment about the Draft South Willamette Street Improvement Plan. The Eugene City Council took action on May 27, 2014 to accept the South Willamette Street Improvement Plan and approved direct staff to implement a test of South Willamette Street Improvement Plan street design Alternative #3 (3-lanes with bike lanes) and report back with findings after a 12-month test period.

Consultant Project Team Recommendation:

On October 2, 2013, an executive summary of the Draft South Willamette Street Improvement Plan and consultant project team recommendation was shared in two meetings with stakeholder groups. The consultant team will provide details of the street design alternatives in their presentation.

The Eugene City Manager has endorsed a triple-bottom-line approach to sustainability and analysis for City projects and programs providing for consideration of people, the planet, and prosperity (or equity, environment, and economy). In development of the Draft Eugene Transportation System Plan (Draft TSP), the Transportation Community Resource Group (TCRG) extensively vetted a sustainability rating system based on a triple-bottom-line analysis. The South Willamette Street Improvement Plan adapted the TCRG sustainability work to develop screening criteria for qualitative assessment of the roadway alternatives. The results of the sustainability screening are included in the Draft South Willamette Street Improvement Plan and helped to inform the consultant project team recommendation.

In weighing all the considerations identified in the Draft South Willamette Street Improvement Plan, the community feedback and technical analysis, **the consultant project team finds that**

Alternative #3 (3-lanes with Bike Lanes) represents the best solution for South Willamette Street.

Resources:

The South Willamette Street Improvement Plan is managed by the City of Eugene and funded with a grant from the Transportation and Growth Management program of the Oregon Department of Transportation.

More details of the project and public involvement process are available at: <http://www.eugene-or.gov/SWillametteStreet>

RELATED CITY POLICIES

Many transportation policies provide guidance for decisions about how our streets meet our community needs. The most relevant of those policies comes from the 2002 TransPlan:

Roadway Policy #1: Mobility and Safety for all Modes

Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

COUNCIL OPTIONS

This is an informational work session. No action is required at this time.

CITY MANAGER'S RECOMMENDATION

No recommendation at this time.

SUGGESTED MOTION

None.

ATTACHMENTS

A. Presentation: South Willamette Street Pilot Study and Improvements

FOR MORE INFORMATION

Staff Contact: Chris Henry, Transportation Planning Engineer

Telephone: 541-682-8472

Staff E-Mail: chris.c.henry@ci.eugene.or.us

Project Webpage: <http://www.eugene-or.gov/SWillametteStreet>



SOUTH WILLAMETTE Street Improvement Plan

Pilot Study and Improvements



Chris Henry, PE, Transportation Planning Engineer
City of Eugene

1/23/2017

Eugene City Council Work Session

Overview

Planning Project & Analysis

Pilot Study Implementation

Preliminary Study Results



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

1/23/2017

Planning Project & Analysis



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

1/23/2017

Safe Access for Everyone



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

1/23/2017

Project Background

PURPOSE:

Explore options for people to easily and safely walk, bike, take the bus, or drive in an eight-block study area from 24th to 32nd Avenues.

GOAL:

Help South Willamette Street become a vibrant urban corridor accessible by bicycle, foot, car, and bus.



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

1/23/2017

City Project Coordination

South Willamette Pavement Preservation

Pavement Preservation & Re-Striping Adjacent to Corridor (19th to 24th) – Constructed 2014

South Willamette Street Improvement Plan

Street Design Concept for Capital Improvement Project – 5 Year Horizon (2018 Pavement Preservation, Re-Striping & Sidewalks)

South Willamette Concept Plan

Land Use Planning for Compact Urban Development – 20+ Year Horizon



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

1/23/2017

Study Corridor

- ~ $\frac{3}{4}$ Mile Segment
- Mix of land uses
- 4 lanes north of 29th Ave
- 5 lanes near 29th Ave Intersection
- 3 lanes south of 29th Ave



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session



1/23/2017

Sidewalk Environment

- Curbside sidewalks vary in width & condition
- Utility pole obstructions
- Over 70 driveways
- Two bus lines
- Posted speed = 25 mph
- 85th percentile speed = 30 mph



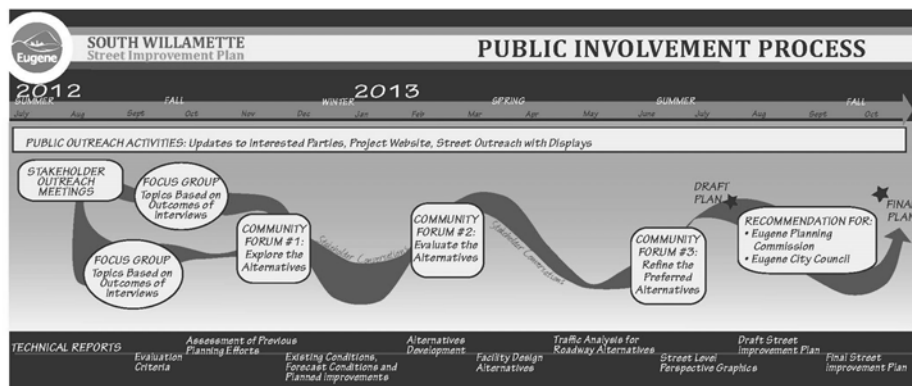
SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

1/23/2017

Public Involvement



SOUTH WILLAMETTE
Street Improvement Plan

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Eugene City Council Work Session

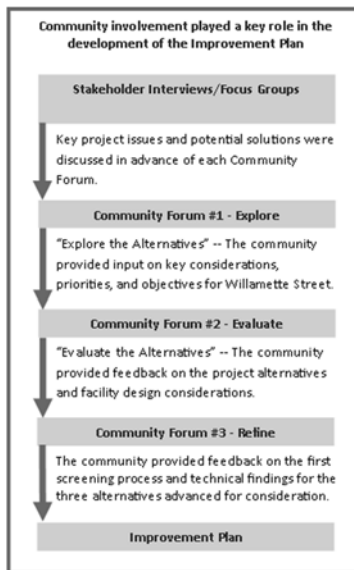
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What We Heard

- Fix the drainage
- Improve the sidewalk environment (utilities, uneven pavement)
- Better bicycle access
- Minimize negative impacts to businesses (construction, parking loss, traffic shift)
- Make it safer (speeding, turn conflicts, bikes on sidewalks)



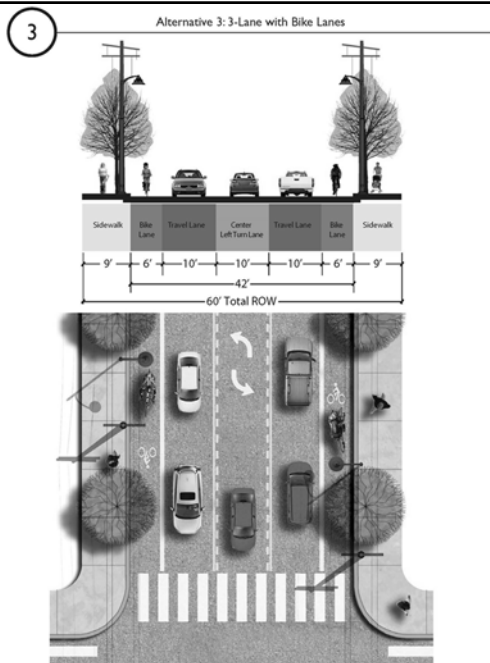
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3-Lane with Bike Lanes

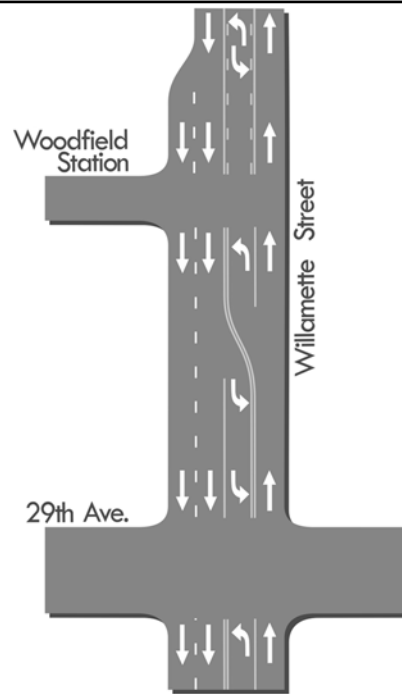
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Design Modification at 29th Ave

- Maintain 2 Southbound through lanes through to 32nd Ave
- Minimize capacity reduction at 29th Ave for p.m. peak direction traffic (southbound)



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Data & Analysis

- Traffic Volume (~16,500 vpd)
- Collisions (5.2 crashes/mvmt > Statewide ave. of 2.9)
- Origins & Destinations (~2/3 trips are local, 1/4 thru)
- Intersection Operations (29th Avenue key intersection)
- Travel Time (3:00-3:30 with +30s delay expected)
- Queuing (approx. double)
- Potential volume shift (100-500 vpd or ~1-3%)



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Corridor Case Studies

- Examples of 4-lane conversions to 3-lane on similar roadways

Corridor	Length	Posted Speed	ADT	Number of Traffic Signals	Adjacent Land Use
Willamette Street (Eugene, OR)	0.8 miles	25 mph	16,500	5	Mostly commercial, some single-family homes and apartments
Nickerson Street (Seattle, WA)	1.2 miles	30 mph	18,500	4	Commercial, light industrial, medium-density residential
Fourth Plain Blvd (Vancouver, WA)	1.0 miles	30 mph	17,000	5	Single-family residential, some commercial and light industrial
Edgewater Drive (Orlando, Florida)	1.5 miles	30 mph	20,000	8	Commercial and retail



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Case Study Outcomes Summary

- Speeding Reduced
- Safety Improved
- Increased Bicycle/Pedestrian Volume
- Little Traffic Volume Shift
- No Significant Operational Issues Reported



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Recommendation



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Transportation Findings

- Safety Improvement (expect 30% crash reduction)
- Improved Access for Bicycle and Pedestrian Travel
- Acceptable Impact to Motor Vehicle Mobility
- Case Studies Indicate Successful Outcomes
- Highest Ranking Alternative in Criteria Screening Evaluation
- Best Reflects Community Goals and Objectives



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Effects on Businesses

- ECONorthwest literature review of similar lane reconfigurations.
- No direct evidence on business performance.
- Modest traffic impacts for urban arterials with <20,000 ADT.
- Commercial lease rates may change if ADT changes.
- No link shown for reduction in business visits or revenues.
- Increasing walk & bike trips associated with more frequent business patronage but smaller per trip expenditures.



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Pilot Study Implementation



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Pre-Construction

- Right-of-way acquisition delays
- Administrative Order for driveway closures
- Utility Relocation
- Rebid project
 - Initial bid response too high
 - Re-scoped project, materials purchase, timing of bid, and schedule



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Construction & Monitoring

Construction

- 6 months (2/16-8/16)
- \$1.3M (~\$750K Brown Const. + Materials/Equipment + Inspection)
- Monitoring additional \$150K



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Business Access

Maintained access to businesses

- Traffic control
- Business open signs

Communication

- Letters
- In-person

Time of day

- Signals & striping at night
- Concrete hardscape in daytime



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Pavement Condition



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Drainage



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Driveway Lips



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Driveway Lips



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Roadway Widening



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Roadway Widening



Business Access



Traffic Signals



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Traffic Signals



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Traffic Signals



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Traffic Signals



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Traffic Signals



Striping



Transit Stop



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Before (signal improvement)



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After (signal improvement)



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Emergency Vehicles Access



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Transit Access



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Large Vehicles



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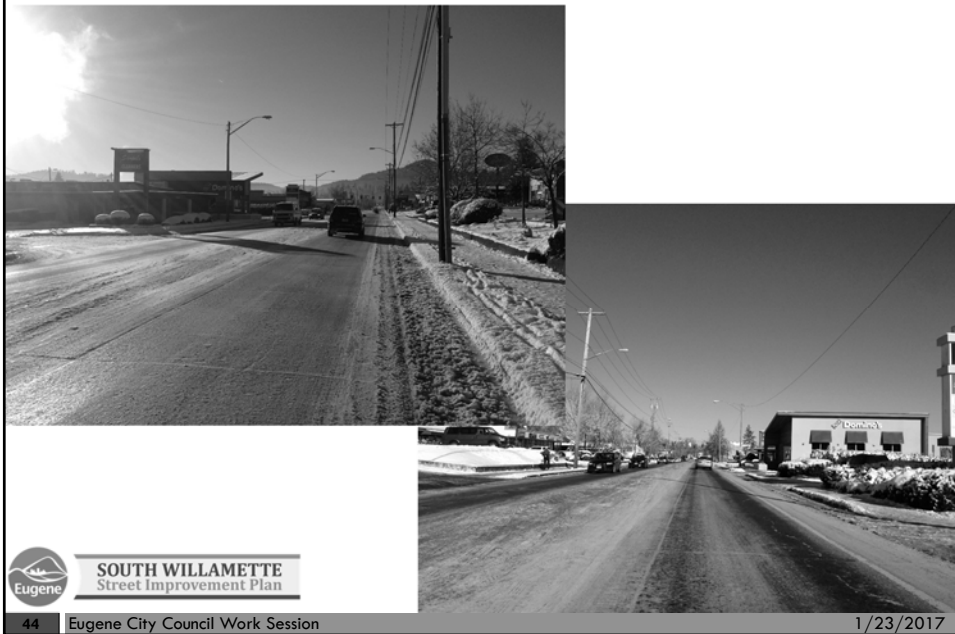
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Large Vehicles



Inclement Weather



Center Turn Lane



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Bike Lanes



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Bike Lanes



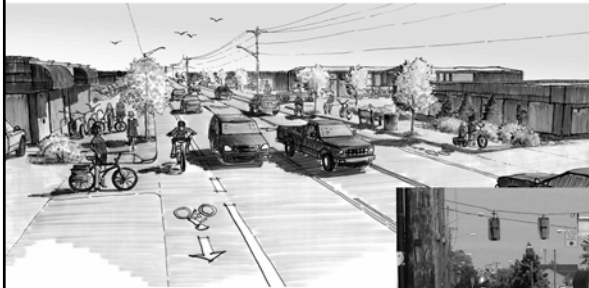
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From Concept to Reality



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Preliminary Study Results



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Collecting Data

- Volume (hoses & microwave)
- Speed (hoses & microwave)
- Travel time (Bluetooth)
- Crashes
- Emergency response
- More...



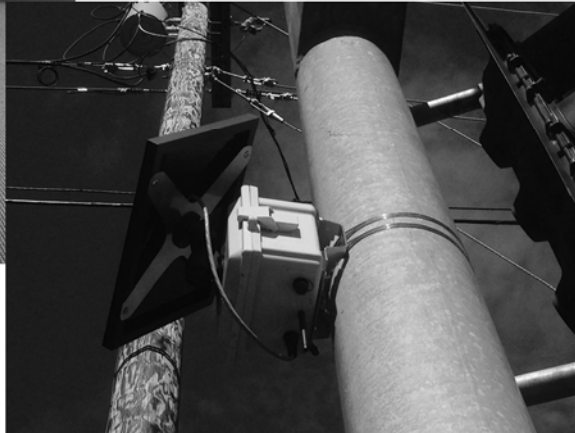
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Monitoring



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Monitoring



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Traffic Volumes

Willamette Street

Before		After	
5/14/13	14437	7/13/16	14136
11/18/14	14245	8/3/16	14849
3/4/15	14259	8/17/16	14692
2/3/16	13561	9/7/16	15394



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Traffic Volumes

Neighboring Streets

Jefferson Street

11/4/14	4266
4/29/15	4286
10/12/16	4117

Amazon Parkway

11/4/14	8973
4/28/15	9184
10/12/16	8810

Lincoln Street

11/4/14	1278
4/29/15	1293
10/10/16	1231

Hilyard Street

11/18/14	11206
5/5/16	12163
10/26/16	12391

29th Avenue (west)

4/29/15	14446
10/17/16	14367

29th Avenue (east)

4/29/15	9172
10/18/16	9093



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Traffic Speed

Before (11/2014)

After (9/2016)

50th percentile:

24.9 mph

50th percentile:

22.3 mph

85th percentile:

31.2 mph

85th percentile:

27.5 mph



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Travel Time

	PM Peak		
	Before	After	Difference
Filter: 30-5:40s (>5 mph)	(1/25/16-2/7/16)	(11/11/16-11/17/16)	
Southbound			
24th Avenue to 32nd Avenue			
Number of Trips:	231	101	
Mean/Median Speed (mph):	12.5 / 13.6	13.2 / 15.2	0.7 / 1.6
Mean/Median Travel Time (s):	209.3 (3:29) / 192 (3:12)	219 (3:38) / 190 (3:10)	9.7 / -2
85th Percentile Travel Time (s):	263 (4:23)	299 (4:59)	36
Northbound			
32nd Avenue to 24th Avenue			
Number of Trips:	246	92	
Mean/Median Speed (mph):	13.5 / 14.9	14.9 / 16.4	1.4 / 1.5
Mean/Median Travel Time (s):	193 (3:13) / 175 (2:55)	195.5 (3:15) / 177.5 (2:57)	2.5 / 2.5
85th Percentile Travel Time (s):	228 (3:48)	226 (3:46)	-2



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Lessons Learned

- Engage diverse stakeholders and recognize their issues
- Focus on facts and identify tradeoffs
- Broad set of technical findings help to address range of questions
- Technical findings aren't enough
- Keep discussions constructive



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Collaboration



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