



Eugene City Council

101 W 10th Ave., Suite 203
Eugene, OR 97401
541-682-5010 • 541-682-5414 Fax
www.eugene-or.gov

EUGENE CITY COUNCIL AGENDA

June 29, 2022

12:00 p.m. CITY COUNCIL WORK SESSION

As the state and community recover from the COVID-19 pandemic, City Council meetings will continue to be held in hybrid format using in-person and virtual meeting technology. Information about online or other options for access and participation will be available at <https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials>

**Meeting of June 29, 2022;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Claire Syrett, President
Mike Clark
Randy Groves
Jennifer Yeh

Matt Keating, Vice President
Greg Evans
Emily Semple
Alan Zelenka

12:00 p.m. CITY COUNCIL WORK SESSION

1. WORK SESSION: STREET BOND RENEWAL

For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

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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or visit us online at www.eugene-or.gov.

June 29, 2022 Work Session

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: 2022 General Obligation Bonds for Street Repairs

Meeting Date: June 29, 2022
Department: Public Works
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Matt Rodrigues
Contact Telephone Number: 541-682-6877

ISSUE STATEMENT

This work session is an opportunity for the Eugene City Council to continue the discussion to fund capital street repair projects and other transportation investments with a renewal of the General Obligation (GO) bond measure to fix streets. If City Council directs staff to prepare a resolution, it is tentatively scheduled that the City Council will be asked to take action approving a resolution to place a GO bond measure on the November ballot at its July 13 work session.

BACKGROUND

Council Action History

Following considerable study and discussion, including forming a Council Committee on Transportation Funding and convening an ad hoc citizen Street Maintenance Task Force, Council on July 28, 2008, approved Resolution 4953, calling a city election on a measure authorizing the issuance of \$35.9 million of general obligation bonds to fund street preservation projects. The funding allocation included an average of \$350,000 for off-street path repairs. Eugene voters on November 4, 2008, passed the five-year general obligation bond to fix streets, payable from property taxes beginning November 2009 and continuing through November 2013. The taxes levied from the 2008 street bond ended in 2013.

On July 9, 2012, Council approved Resolution 5063, calling a city election on a measure authorizing the issuance of \$43 million of general obligation bonds to fund street preservation projects, and bicycle and pedestrian projects. In November 2012, Eugene voters approved Measure 20-197 that continued the City's street repair program for another five years. The new bond measure committed to fix 76 streets and provided an average of \$516,000 per year for bicycle and pedestrian projects. The taxes levied pursuant to the 2012 street bond ended in 2018.

On July 24, 2017, Council approved Resolution 5204, calling a city election on a measure authorizing the issuing of \$51.2 million of general obligation bonds to fund street preservation projects, and bicycle and pedestrian projects. In November 2017, Eugene voters again approved Measure 20-275 that continued the City's street repair program for another five years. The new bond measure funded 78 named streets repairs representing approximately 88 lane miles of

streets. The 2017 measure also included an annual average of \$1 million to fund bicycle and pedestrian projects. The bond measure took effect in 2019 and continued the bond-funded pavement preservation program that was first approved by local voters in 2008. The taxes levied pursuant to the 2017 street bond end in 2023. The 2017 bond was set at \$51.2 million based on a tax rate of \$0.65 per \$1000 in assessed value. Due to new development and increases in property values, the actual tax rate implemented was \$0.63 per \$1000.

On April 25, 2022 staff presented preliminary information on a bond measure renewal. In anticipation of the expiration of the 2017 bond measure and to continue a consistent delivery of street preservation projects, staff recommended a November 2022 bond measure. Council provided their thoughts and questions about a potential bond measure renewal.

CONSIDERATIONS FOR A POTENTIAL BOND RENEWAL

Street Preservation Needs

The 2021 Pavement Management Report was presented to Council on April 20, 2022 and provided updated information on the condition of asphalt paving in Eugene using 2021 rating and inventory data. It is currently estimated that the overall backlog of repairs for improved asphalt streets is \$87.6 million.

This backlog indicates that the program needs about \$15.5 million per year to prevent any street from slipping into a reconstruction condition and to address streets that already need to be reconstructed within the next ten years. In addition to the bond funds, the City uses approximately \$3 million per year from the local fuel tax (\$0.05 per gallon) for capital pavement preservation. Currently, the street bond provides about \$9 million per year for pavement preservation, for a current annual funding level of \$12 million of the estimated \$15.5 million need. After the completion of the current bond and without a sufficient and continuing funding source, the backlog is projected to grow to \$296 million in the next 10 years.

The estimated backlog cost is influenced by two primary circumstances – the economic climate and the local street system. A stronger economy generally results in higher construction costs as do the current conditions of labor shortages and supply chain issues. Additionally, the street repair bond measures have made significant progress on the City's arterial and collector street system and the current backlog is primarily made up of local street needs. The current estimate is about \$70 million of the \$87.6 million backlog is attributed to local streets. Staff are currently re-evaluating assumptions in the Pavement Management System on needed repairs and costs associated with local streets.

Walking, Biking, Safety and other Transportation System Needs

Since the last bond measure to fix streets was passed in 2017, additional City priorities have been identified for the transportation system including the Vision Zero Action Plan and the Climate Action Plan 2.0.

In November of 2015, the Eugene City Council adopted as City policy the Vision Zero goal of zero fatalities and serious injuries on Eugene's transportation system as a result of community advocacy efforts. In 2019, the Vision Zero Action Plan was administratively adopted identifying 15 streets and 23 intersections as part of the high crash network with 47 actions to improve transportation safety for all street users across the City with a goal of reaching zero transportation related fatalities or serious injuries by 2035. While City staff opportunistically implement transportation safety interventions and seek grant funding for safety projects, with the exception of \$100k annually for the traffic calming program, there are currently no dedicated sources of funding for street design related safety improvements.

In Summer of 2020, the Eugene's Community Climate Action Plan was updated to version 2.0, also known as CAP 2.0. CAP 2.0 incorporated community engagement and science-based assessment of actions to advance the Climate Recovery Ordinance Goals to reduce community greenhouse gas emissions and fossil fuel use as adopted by the Eugene City Council in 2015 and amended in 2016. The CAP 2.0 identifies transportation as accounting for 53% of community greenhouse gas emissions with implementation of the Eugene 2035 Transportation System Plan (TSP) accounting for approximately 62% of the transportation emissions reduction actions currently included in the plan. These actions to reduce transportation related emissions are predominately related to more people walking, rolling, biking, and using public transit.

Since the TSP was adopted in 2017, the City has made significant progress in bike and pedestrian projects using bond funds, Transportation System Development Charges, and federal and state grants. In 2017, the TSP included \$71.7 million (est. 2014 dollars) in projects focused on pedestrian and bicycling facilities. To date, approximately \$19.9 million of these projects have been completed, with another \$10.8 million of projects funded, but not yet constructed.

Additionally, CAP 2.0 identifies an action to increase the canopy cover of the urban forest in order to sequester greenhouse gas emissions, improve air quality and reduce ground level summer-time temperatures that often occur in areas without existing tree canopies. Eugene's street tree network is an essential part of street infrastructure and additional dedicated funding to expand urban canopy and equitably increase the benefits of street trees across the City, and particularly to underserved neighborhoods, helps implement CAP 2.0 actions.

Stakeholder Engagement

Prior to the April 25, 2022 work session, staff met with several interested stakeholder groups for input on considerations for the contents of a new street bond:

- Active Transportation Committee
- Eugene Street Repair Review Panel
- Better Eugene Springfield Transportation (BEST) convened a group of interested non-profits that included representation from BEST, AARP, League of Women Voters, and 350 Eugene
- Eugene Human Rights Commission
- Greater Eugene Area Chamber of Commerce Local Government Affairs Committee (LGAC)
- Eugene Sustainability Commission

Since the last work session, staff have contacted neighborhood associations to make presentations. Staff have continued to meet with interested stakeholder and community groups and since the April 25 work session, have met with the following groups:

- Eugene Street Repair Review Panel
- Churchill Area Neighbors
- Active Bethel Citizens
- Southeast Neighbors (scheduled for 6/23/2022)

In the presentations to the stakeholder groups, staff presented some considerations to solicit feedback or reactions to bond measure proposals or scenarios. Staff intentionally chose features that may align with plans that have been adopted since the passage of the last bond measure - such as the CAP 2.0, the Vision Zero Action Plan, and the Transportation System Plan. For example, staff proposed scenarios that would increase the walking and biking portion of the bond from the current 10%, to 20% and 30% and potentially expand the use of this portion of the funding for safety projects and street tree projects. Staff also proposed concepts described in the TSP around complete streets, such as new and upgraded streetlights, sidewalk infill, and enhanced safe street crossings.

Overall reactions have been supportive of renewing a street repair bond measure. The feedback was mixed in that some groups were very supportive of a shift, especially to strengthen walking and biking infrastructure and safety measures; alternatively, some were wary of straying from the historic focus of the bond on pavement preservation and addressing the backlog. While many stakeholders expressed that they would like more funding for all of these programs, they were generally accepting of keeping the tax rate consistent with the current average rate.

Public Opinion Polling

The public opinion polling was conducted by DHM Research (DHM) in April and May to gather statistically valid polling data on support for a bond renewal and potential changes to better align a new bond with the City's transportation and climate action plans. A representative of DHM will present the results of the polling at this work session.

RECOMENDATIONS

Staff propose the following recommendations for a potential bond measure renewal:

- Continue to focus on the preservation of existing infrastructure with named paving projects with some funding set aside for other transportation system needs such as walking, biking, safety, and street tree projects.
- Base the new bond rate on the current bond rate. Staff propose to set a 2022 bond amount of \$61.2 million based on the current rate of \$0.63 per \$1000. After deducting for bond issuance costs, the estimated remaining amount for projects is \$60.9 million.
- Continue to convene a department advisory committee to annually review the bond progress and report to the City Manager.
- Continue annual independent financial audits of the bond expenditures.

Based on consideration of City Council feedback, street preservation and transportation system need, public engagement, and public opinion polling staff are proposing the following two alternatives for Council consideration.

Staff believe the two alternatives presented below, or another alternative within this range of funding distribution, would provide the best balance of funding for critical capital pavement preservation needs and increased infrastructure investments that implement City goals that enhance the accessibility, mobility, safety, and equity of our transportation system for all users.

Additionally, the City has been very successful in leveraging street bond funds allocated to walking and biking to secure additional state and federal grant funding. With the increase in federal infrastructure funding provided by the Infrastructure Investment and Jobs Act increased bond funding for walking and biking infrastructure, safety projects, and street tree projects would provide further opportunities to increase federal infrastructure investments in Eugene by leveraging local bond funds as the required local funding match for grants. When grants are received this has typically resulted in infrastructure investments in Eugene of approximately \$9 of state or federal funds for every \$1 of local match funds.

Alternative 1: Increase the amount used for walking, biking, and safety projects to \$2 million per year and add street tree projects to the types of projects that may be funded; with the remaining \$51.2 million for capital pavement preservation and bond issuance costs.

Alternative 2: Increase the amount used for walking, biking, and safety projects to \$3 million per year and add street tree projects to the types of projects that may be funded; with the remaining \$46.2 million for capital pavement preservation and bond issuance costs.

Bond issuance costs are expected to be approximately \$300,000.

For both alternatives, staff have provided a list of recommended named paving projects as attachments.

Staff recommend that walking and biking projects, safety projects, and street tree projects, be identified with guidance from the Transportation System Plan, the Vision Zero Action Plan, the Community Climate Action Plan, the Active Transportation Committee.

Timing

If City Council would like to place a new bond measure to fix streets on the upcoming ballot, a resolution should be approved prior to City Council's summer break to comply with the timelines for the November election.

Based on the discussion at this current work session, staff propose to bring back details for bond recommendations at a future work session in order that City Council may provide direction on

Council action. If Council directs staff to prepare a resolution for a bond measure, the resolution will be brought to Council to allow for the timely submittal of the bond measure information to County Elections.

PREVIOUS COUNCIL DIRECTION

This proposed bond measure is related to Council's FY22 Vision and Goals statement:

We are responsible stewards of our physical assets and natural resources. We will sustain our clean air and water, beautiful parks and open spaces, livable and safe neighborhoods, and foster a thriving downtown, including stable and accessible infrastructure.

The Council FY22 goal, Safe Community for Community Wellbeing described the goal of "A community where all people are safe, valued, and welcome, and our systems and infrastructure are resilient and secure." One of the outcomes for this goal is to, "Improve safety of transportation system and implement Vision Zero."

COUNCIL OPTIONS

The focus of this Council work session is to discuss funding capital pavement preservation, walking projects, biking projects, safety projects, and street tree projects with a General Obligation (GO) bond measure prior to taking action on a resolution placing a bond measure to fix streets on the November 2022 ballot. The resolution will become part of the materials included in the voters' pamphlet, and resolution language is the basis for the language contained in the ballot title (caption, question and summary).

The Council may -

1. Direct the city manager to bring the Council a resolution placing a \$61.2 million GO bond measure on the November 2022 ballot consistent with staff recommendation Alternative One or Two to fund capital pavement preservation, walking projects, biking projects, safety projects, and street tree projects.
2. Direct the city manager to bring the Council a resolution placing a different amount and/or different funding allocation for capital pavement preservation, walking projects, biking projects, safety projects, and street tree projects for a GO bond measure on the November 2022 ballot.
3. Take no action.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends a resolution placing a \$61.2 million, 5-year, GO bond measure on the November 2022 ballot consistent with either staff recommendation Alternative One or Two to fund capital pavement preservation, walking projects, biking projects, safety projects, and street tree projects be prepared for Council consideration at the July 13 council work session.

SUGGESTED MOTION

Direct the City Manager to bring back for the Council's consideration a resolution for placing a \$61.2 million GO bond measure on the November 2022 ballot to fund capital pavement preservation, walking projects, biking projects, safety projects, and street tree projects, and that dedicates \$2 million of those bond funds per year (\$10 million) to walking, biking, safety, and street tree projects, and thereby dedicates the remaining \$51.2 million to capital pavement preservation and bond issuance costs.

or

Direct the City Manager to bring back for the Council's consideration a resolution for placing a \$61.2 million GO bond measure on the November 2022 ballot to fund capital pavement preservation, walking projects, biking projects, safety projects, and street tree projects, and that dedicates \$3 million of those bond funds per year (\$15 million) to walking, biking, safety, and street tree projects, and thereby dedicates the remaining \$46.2 million to capital pavement preservation and bond issuance costs.

ATTACHMENTS

- A. List of potential street paving projects – Alternative 1
- B. List of potential street paving projects – Alternative 2

FOR MORE INFORMATION

Staff Contact: Matt Rodrigues
Telephone: 541-682-6877
Staff E-Mail: mrodrigues@eugene-or.gov

**Potential Street Paving Projects
\$50.9 million Alternative**

Attachment A

Page 1

Project Location	From	To	Ward
Chambers St	13th Ave	18th Ave	1
Grant St	18th Ave	23rd Ave	1
Hayes St	18th Ave	S End	1
Pierce St	18th Ave	23rd Ave	1
Willamette St	13th Ave	18th Ave	1
Agate St	Agate St	31st Ave	2
Harris St	29th Ave	29th Ave	2
31st Ave	Agate St	Onyx St	2
Amazon Pkwy	2696' S of 24th Ave	29th Ave	2
24th Ave	Columbia St	Agate St	3
Huckleberry St	Pine Canyon Dr	End	3
Pine Canyon Dr	Vine Maple St	End	3
South Ridge Dr	Spring Blvd	End	3
University St	23rd Ave	24th Ave	3
22nd Ave	Alder St	Potter St	3
Spring Blvd	N Shasta Loop	320' E of South Ridge Dr	3
Sunset Dr	Fairmount Blvd	Parkside Dr	3
Vine Maple St	Agate St	Spring Blvd	3
Longview St	Fairmount Blvd	End	3
Bailey Ln	Luella St	Coburg Rd	4
Club Rd	MLK Jr Blvd	Day Island Rd	4
County Farm Rd	Dale Ave	Kinney Lp	4
Kinsrow Ave	Commons Dr	297' W of Chevy Chase St	4
Lindley Ln	MLK Jr Blvd	Bardell Ave	4
Honeysuckle Ln	Harlow Rd	970' S of Harlow Rd	4
Van Ave	Luella St	730' East	4
Executive Pkwy	209' S of Valley River Dr	Valley River Drwy	5
Willagillespie Rd	Cal Young Rd	Fir Acres Dr	5
N Delta Hwy	Ayres Rd	Green Acres Rd	5
Echo Hollow Rd	Willhi St	Royal Ave	6
Waite St	Hawthorne Ave	Royal Ave	6
Ruskin St	Barger Dr	Dove Ln	6
Dove Ln	Echo Hollow Rd	Willamette High School	6
Terry St	N End	Barger Dr	6
Irvington Dr	Drwy 110	NW Expressway	7
River Rd	Green Ln	Corliss Ln	7
14th Ave	Wilson Ct	City View St	8
Commerce St	11th Ave	13th Ave	8
Kenmore St	S End	Bell Ave	8
Plumtree Dr	Bailey Hill Rd	End	8
Westleigh St	Bailey Hill Rd	650' East	8
Willow Creek Rd	352' S of W 11th Ave	18th Ave	8

Potential Street Paving Projects
\$50.9 million Alternative

Attachment A
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Project Location	From	To	Ward
29th Ave	Lorane Hwy	Portland St	1,2
Club Rd	MLK Jr Blvd	Cedarwood Dr	4,5
Polk St	7th Ave	12th Ave	1,7
McLean Blvd	Chambers St	Graham Dr	1,8
Country Club Rd	Southwood Ln	Cedarwood Dr	4,5
Jeppesen Acres Rd	Coburg Rd	Gilham Rd	4,5
River Rd	Wedgewood Dr	Green Ln	5,7
Bethel Dr	1006 Bethel Dr	Roosevelt Blvd	6,8

**Potential Street Paving Projects
\$45.9 million Alternative**

Attachment B

Project Location	From	To	Ward
Chambers St	13th Ave	18th Ave	1
Grant St	18th Ave	23rd Ave	1
Hayes St	18th Ave	S End	1
Pierce St	18th Ave	23rd Ave	1
Willamette St	13th Ave	18th Ave	1
Agate St	Agate St	31st Ave	2
Harris St	29th Ave	29th Ave	2
31st Ave	Agate St	Onyx St	2
Amazon Pkwy	2696' S of 24th Ave	29th Ave	2
24th Ave	Columbia St	Agate St	3
Huckleberry St	Pine Canyon Dr	End	3
Pine Canyon Dr	Vine Maple St	End	3
South Ridge Dr	Spring Blvd	End	3
University St	23rd Ave	24th Ave	3
22nd Ave	Alder St	Potter St	3
Spring Blvd	N Shasta Loop	320' E of South Ridge Dr	3
Sunset Dr	Fairmount Blvd	Parkside Dr	3
Vine Maple St	Agate St	Spring Blvd	3
Longview St	Fairmount Blvd	End	3
Bailey Ln	Luella St	Coburg Rd	4
Club Rd	MLK Jr Blvd	Day Island Rd	4
County Farm Rd	Dale Ave	Kinney Lp	4
Kinsrow Ave	Commons Dr	297' W of Chevy Chase St	4
Lindley Ln	MLK Jr Blvd	Bardell Ave	4
Honeysuckle Ln	Harlow Rd	970' S of Harlow Rd	4
Van Ave	Luella St	730' East	4
N Delta Hwy	Ayres Rd	Green Acres Rd	5
Echo Hollow Rd	Willhi St	Royal Ave	6
Waite St	Hawthorne Ave	Royal Ave	6
Terry St	N End	Barger Dr	6
Irvington Dr	Drwy 110	NW Expressway	7
River Rd	Green Ln	Corliss Ln	7
14th Ave	Wilson Ct	City View St	8
Commerce St	11th Ave	13th Ave	8
Plumtree Dr	Bailey Hill Rd	End	8
Westleigh St	Bailey Hill Rd	650' East	8
Willow Creek Rd	352' S of W 11th Ave	18th Ave	8
Club Rd	MLK Jr Blvd	Cedarwood Dr	4,5
McLean Blvd	Chambers St	Graham Dr	1,8
Country Club Rd	Southwood Ln	Cedarwood Dr	4,5
Jeppesen Acres Rd	Coburg Rd	Gilham Rd	4,5
River Rd	Wedgewood Dr	Green Ln	5,7
Bethel Dr	1006 Bethel Dr	Roosevelt Blvd	6,8