

## TRANSPORTATION

### Service Description

Eugene's transportation system provides mobility and access for its citizens over a broad network of streets, alleys, sidewalks, and bike paths that cover the City's 42 square miles and connect with state and county roadways. Over 500 miles of streets, 40 miles of alleys, 650 miles of sidewalks and pedestrian ways, and 6,600 access ramps provide the essential network for travel by automobile, truck, bus, foot, and bicycle. The system includes approximately 200 traffic signals, 8,900 street and bike path lights, 17,000 traffic signs, 9,500 street name signs, and 600 lane miles of roadway striping. An additional 30 miles of separated off-street bike paths and 70 miles of painted on-street bike lanes provide routes for commuter bicycling and walking, as well as recreational cycling, jogging, and other uses.

Operation and maintenance (O&M) of the City's transportation system include ongoing preventive maintenance and repair of asphalt and concrete surfaces, snow and ice operations, traffic signal, sign and street light operations and preventive maintenance, required maintenance of lane lines and pavement markings, and graffiti removal.

System preservation and enhancement include most major work done on transportation facilities that is intended to extend their useful life, and/or to improve the capacity, safety, cost effectiveness, or other aspects of the system.

Transportation planning supports other activities in the service, including reviewing land use plans, coordinating community involvement and conceptual design for street improvement projects, identifying funding for transportation improvements, and managing studies to determine how to make the transportation system function more safely and efficiently. Other elements of transportation planning include development of traffic calming projects, enhancement and promotion of the City's walking and biking infrastructure, and involvement with the City's efforts to develop plans for mixed use centers.

This service includes an FY08 total operating budget of \$8,961,146 with 7.41 FTE from the General Fund and 57.52 FTE from the Road Fund, and an FY08 revised capital budget of \$7,854,000.

### Historic Perspective

1965 Staff develops *Eugene-Springfield Area Transportation Study*.  
1972 Voters adopt charter amendment requiring vote approving any

limited-access roadway construction.

- 1975 *Bikeway Master Plan* adopted.
- 1978 *T-2000 Plan* adopted: more reliance on alternative modes of travel and improving existing roadways instead of building new facilities.
- 1986 *TransPlan* adopted.
- 1990 Road Fund created, eliminating General Fund support of road-related transportation services.
- 1991 *State Transportation Planning Rule* adopted.
- 1993 *Central Area Transportation Study (CATS)* adopted.
- 1993 *Transportation Rule Implementation Project (TRIP)* adopted.
- 1996 *Local Street Plan* adopted.
- 1997 Council adopts Growth Management Policies.
- 1999 *Arterial and Collector Street Plan* adopted.
- 2001 *TransPlan* updated; Eugene Budget Committee Citizen Subcommittee issues *Transportation System Funding Recommendations*.
- 2002 Designation of the Eugene/Springfield metropolitan area as a Transportation Management Area.
- 2002 Transportation SDC reimbursement fee adopted with revenue earmarked for pavement preservation.
- 2003 Transportation System Maintenance Fee adopted by ordinance, which is subsequently repealed; new 3-cent local motor vehicle fuel tax adopted with revenue earmarked for pavement preservation.
- 2004 CATS updated.
- 2005 Local fuel tax increased to 5 cents.
- 2007 Council Subcommittee on Transportation Funding Solutions recommends package including increased gas tax, street utility fee, street lighting fee and bond measure to address both pavement preservation and road fund O&M needs. Increased gas tax fails at the polls in November 2007.

### Community Involvement

A range of community involvement techniques are used to respond to the needs of different constituencies and the varying scope of transportation projects. Most projects, whether citywide or location-specific, use more than one of the following community engagement tools: departmental advisory committees, stakeholder committees, community workshops, open houses, surveys, stakeholder interviews, and meetings with neighborhood associations and other groups. Depending on the project, community involvement is also provided through the Planning Commission and City Council. The Council approves updates to policy documents that relate to

transportation including *TransPlan* and the *Arterial and Collector Street Plan*. The intergovernmental Metropolitan Policy Committee approves the *Regional Transportation Plan (RTP)* and *Metropolitan Transportation Improvement Program (MTIP)* and follows federal requirements for public involvement.

The community engagement tools are designed to give stakeholders different opportunities to participate in projects depending on their interest and availability. For example, web surveys provide additional opportunities to provide input, particularly for those who are unable to attend traditional public meetings. In some cases, especially for urban standards street improvement projects, residents want to have a strong role in the outcome of the projects, particularly in terms of street design. In response to this desire, the City has used an approach called Context Sensitive Solutions (CSS) that allows for a greater amount of collaboration between staff and community stakeholders and more consideration of neighborhood context.

### **Customer Input**

Customer input is received in a variety of ways, including phone calls, e-mails and letters from citizens on particular topics and concerns, and from transportation-related questions included in the City's community surveys. Additionally, open houses, neighborhood meetings and public hearings for the plans, programs and specific projects listed above provide significant customer input.

### **Mission**

Provide a safe and efficient multi-modal transportation system that is responsive to users and community goals.

### **Outcomes**

- Enhance neighborhood and community livability.
- Facilitate compact urban growth.
- Provide a safe and efficient transportation system.
- Facilitate the movement of goods, services, and people.
- Provide access to public and private land.
- Provide opportunities for choosing alternative (non-auto) modes of travel.
- Provide access to recreational opportunities.
- Educate the public about transportation issues to enable better participation and decision-making.
- Provide a corridor for utilities.

### **Operating Principles**

- Maintain an appropriate balance between user needs and community

goals.

- Provide and maintain an all-weather transportation system.
- Protect environmental quality.
- Provide a cost-effective transportation system.
- Support commuters with alternative modes of travel.
- Accommodate the mobility needs of people with disabilities.
- Provide facilities that encourage use of multi-modal choices.
- Support an environment conducive to economic development.
- Support an acceptable quality of life.

### **Current Operating Environment**

#### Funding Issues for Transportation Services

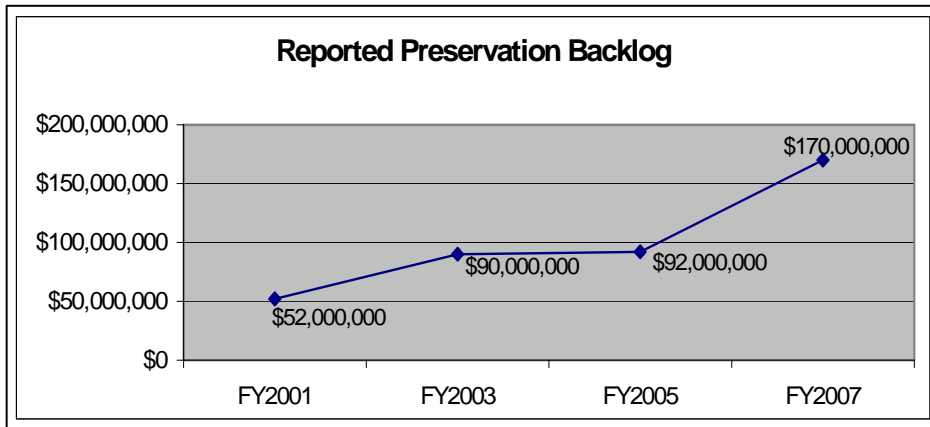
#### **Infrastructure Preservation**

The City has made progress toward funding transportation infrastructure preservation, but the backlog continues to increase. Since 2004, construction costs have dramatically escalated, and continue to be volatile. These increases coupled with on-going degradation of the street system have increased the street maintenance backlog to over \$170 million (see chart on page 3). Current funding will provide approximately \$4.3 million\* annually for FY09 through FY13; however, this level of funding will only slow the growth of the backlog. The estimated funding needed to significantly reduce the backlog is \$18 million annually.

In 2003, the City Council approved new funding sources, including a 3 cents-per-gallon local fuel tax. An additional 2 cents-per-gallon fuel tax was approved by the City Council in 2005 to bring the current total local fuel tax to 5 cents-per-gallon, providing approximately \$3.3 million annually for preservation. In addition, the Transportation SDC Reimbursement Fee will contribute approximately \$900,000 annually.

In 2007, the Council conceptually approved a package of funding solutions designed to further address transportation capital and operating concerns. One element of that package, a 3-cent increase in the local fuel tax, was rejected by voters in November 2007. The Council has made it a priority to send a property tax measure for street repairs to voters in 2008. Other options such as a street utility fee and a street lighting fee are being explored.

\*\$4.3 million funding based on the assumption that the February 29, 2008, 2 cents-per-gallon Local Fuel Tax sunset provision is repealed.



### Infrastructure Operations and Maintenance

Funding for transportation infrastructure operations and maintenance continues to decline while costs continue to grow. Increases in operating costs include: power costs to keep streets lit; employee costs such as PERS costs, and health insurance charges; costs for materials and supplies; and fuel costs. Much of the system is aging at the same time the City's infrastructure continues to expand (streets, signals, street lights, street signs, bike paths, etc.). Emerging technologies such as energy-efficient LEDs for street lights can help mitigate the situation. Currently 100% of red and green signals have been switched to LEDs. The City will continue to make use of such technologies as they become available and affordable.

The money used for operating and maintaining (O&M) Eugene's streets is budgeted in the City's road fund. Property taxes are not used to pay for street repairs, and O&M funds are not used to build new streets. Most of Eugene's road fund revenue comes from the City's share of the state Highway Trust Fund. This revenue, which averages about \$6 million a year, is allocated using a formula based in part on city population, and comes primarily from Oregon gasoline taxes, truck weight-mile taxes, and state vehicle registration fees. In the past, Lane County shared a portion of its road fund revenue with Eugene and the other cities in Lane County through the County/City Road Partnership Agreement. However, following FY07, Eugene no longer receives road funds from the County. In comparison, the \$1.2 million Eugene received in FY07 was less than half of what was allocated by the County in 1996, and there is no guarantee that this source of funding will be available in the future.

The road fund also receives revenue through the City's share of the 2003 Oregon Transportation Investment Act (OTIA III). Over the past four years, the City has received an annual average of \$719,000 from this source.

### Infrastructure Capital Projects

As the City continues to grow, new infrastructure capital projects are needed. The combination of dramatic increases in construction costs and direction of available funds toward preservation and O&M leave fewer resources, with less buying power, to meet the needs identified in TransPlan. In addition, an increased focus on integrating environmental stewardship and community involvement into projects generally has increased initial project costs. Other constraints on the capital budget include growth in traffic volumes and vehicle miles traveled due to population growth (congestion).

### Performance Measures

#### Core Processes

##### Provide Major System Preservation

- Cost per lane mile preserved.
- Number of lane miles preserved.
- Internal costs as a percent of total contract costs.

##### Provide On-Going Operations & Maintenance

- Number of potholes filled.
- Cost per lane mile maintained.

##### Transportation Planning

- Number of participants in alternative transportation modes programs compared to previous years.
- Percent of high priority transportation planning workplan projects completed or on schedule.
- Percent of development review applications requiring a traffic impact analysis (TIA) that resulted in mitigation of impacts.

### Total System

#### Effectiveness

- Percent of the improved asphalt roadways in the following pavement management categories: no treatment necessary; needs overlay; needs reconstruction.

#### Efficiency

- Total operations and maintenance cost per system lane mile, including energy costs for street lights and signals.

#### Financial

- Total amount of pavement preservation backlog.
- Annual change in pavement preservation backlog.

#### Customer Satisfaction

- Community survey rating of the City’s performance regarding “provide an efficient transportation system” compared to the rating of the importance providing an efficient transportation system.
- Community survey rating of “maintaining City streets.”

**Strategy 1: Prioritize operations and maintenance services and match service levels to projected revenues.**

Objective 1: Projected current year revenues equal projected yearly expenditures for FY10 to FY14.

Work Activities:

- Prioritize and reduce service levels within divisions that provide transportation services.
- Process service level changes with the Budget Committee.
- Pursue new revenues for O&M activities to sustain historic service levels.

**Strategy 2: Increase and stabilize funding for preservation of the transportation system.**

Objective 1: Increase the annual capital budget allocation for preservation projects to \$18 million by FY12.

Work Activities:

- Continue work with the City Council and Community to implement alternative funding sources for preservation.
- Partner with the County and State to develop new sources of revenue for preservation of the transportation system.

**Strategy 3: Improve or maintain the performance of the City’s arterial streets.**

Objective 1: Maintain a community survey rating of 3.8 on a scale of 1-5 for providing an efficient transportation system.

Work Activities:

- Identify key corridors and other locations for priority attention to address traffic congestion and safety issues.
- Develop and implement signal timing plans to improve traffic progression and enhance safety for all travel modes on key corridors/selected locations.
- Implement capital projects that include construction of new bike paths and other transportation related improvements consistent with the Capital Improvement Program and TransPlan.

## TRANSPORTATION SERVICE SYSTEM MAP

**SUPPLIERS**

Taxpayers  
Elected officials  
State and Federal  
governments  
  
Vendors  
  
Contractors  
Labor pool  
Developers  
  
Other agencies

**INPUTS**

Money  
Regulations and  
mandates  
  
Equipment  
Materials and supplies  
  
Land  
Labor  
Services  
  
Data and information

Provide Major System Preservation and  
Enhancement

Provide On-Going Operations and  
Maintenance

Provide Transportation Planning

**OUTPUTS**

Streets  
Pavement  
Sidewalks  
Bicycle paths  
Street lighting  
Traffic control  
Transportation plans  
Approved land  
development  
Maintained facilities  
Records  
Reports

**CUSTOMERS**

Users of transportation  
system  
Pedestrians  
Cyclists  
Drivers  
Commercial transportation  
Public transportation  
Special transportation  
Emergency services