

W. 15. 10.

Memorandum Date: February 28, 2007

Meeting Date: March 14, 2007

TO: Board of County Commissioners

DEPARTMENT: Public Works

PRESENTED BY: Ollie Snowden, Public Works Director

AGENDA ITEM TITLE: DISCUSSION and ACTION/Bob Straub Parkway Project Status

I. MOTION

Move approval of **Option 1** directing staff to continue working on the Bob Straub Parkway project for a spring or summer 2007 bid for the project. By this motion, the Board indicates its intention to obligate approximately \$6 million of the Road Fund balance to this project and to reject the reduction package for Bob Straub Parkway submitted in the Budget #2 process. The Board further directs staff to continue working on jurisdictional transfer concepts with the Oregon Department of Transportation on Springfield-Creswell Highway with the intention of obtaining ODOT clearance for connection of the Bob Straub Parkway to the Springfield-Creswell Highway (Jasper Road) and to the ODOT system at the Hwy 126/Main Street intersection.

II. AGENDA ITEM SUMMARY

At the Board meeting on February 14, 2007, there was public comment on the Bob Straub Parkway project and several Board members discussed the project. Staff has prepared a project status report. The Bob Straub Parkway project is one of the General Construction projects identified as a reduction package for the FY 07/08 Budget #2 and Capital Improvement Program (CIP). If the project is to proceed to construction in 2007, we can not wait for budget committee deliberations in May. We are seeking direction on the project in relation to the budget and on jurisdictional transfer negotiations with the Oregon Department of Transportation (ODOT).

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

Discussion about construction of the Bob Straub Parkway (previously known as the Jasper Road Extension) began in the mid-90's when Lane County was considering reconstruction of South 57th Street in southeast Springfield. The initial proposal for S 57th was a three-lane urban street (two travel lanes, a continuous center turn lane, bike lanes, curbs and sidewalks). Neighbors in that area requested that the project be scaled back to a two-lane design and that work should begin on the Jasper Road Extension so that through traffic could use this planned limited access facility to connect to Jasper Road. The Board approved the two-lane design for S 57th and directed staff to begin development work on the Jasper Road Extension. South 57th and Mt. Vernon Road were improved in 1997.

Lane County staff worked with a community stakeholder's group on the Jasper Road Extension (later renamed Bob Straub Parkway by the Board) and went through a lengthy project development process that culminated in two public hearings and adoption of a Design Concept for the project by Order 98-12-9-19 (see Attachment 1).

Lane County received permit approvals (both environmental and ODOT) to build the section of the project between Main Street (Hwy 126) and South 57th Street in 2003. An easement for this section was also granted by ODOT. This section of the project was constructed in 2003 for about \$2,400,000 and is shown on the aerial photo in Attachment 4. It included modification of the traffic signal, turn lanes, and through lane geometry at the Hwy 126/Main Street intersection

Since that time, Lane County has been: working with the City of Springfield to obtain right-of-way dedications from property owners benefiting from the project; working with permitting agencies to obtain wetlands and other environmental permits; working with ODOT to resolve issues related to connection to ODOT facilities and related issues such as traffic impact mitigation and jurisdictional transfer ideas; and obtaining land use permits from Lane County Land Management Division for the areas outside the Metro Plan boundary.

B. Policy Issues

The central policy issues for this project relate to whether to proceed to construction at this stage of project development. There are two important aspects to this decision:

- This \$6 million construction contract would be funded by the existing road fund balance. As noted in the earlier presentation today, that balance is approximately \$30 million and can be spent either on capital projects or on the operating budget.
- ODOT has proposed a transfer of about 7 miles of the Springfield-Creswell Highway (Jasper Road) to Lane County in exchange for receiving an access permit to connect the roadway to Hwy126/Main. Very recent discussions indicate that Parkway Road might be removed from the ODOT proposal, reducing the length to about 4 miles. ODOT is also concerned about future traffic impacts on the Highway 126/Main Street intersection from the Bob Straub Parkway and the surrounding urban lands.

C. Board Goals

This decision is related to allocation of Road Fund financial resources through the Capital Improvement Program (CIP). Two goals from the Strategic Plan, page 13, are relevant:

- *Contribute to appropriate community development in the areas of transportation and telecommunications infrastructure, housing, growth management, and land development.*
- *Protect the public's assets by maintaining, replacing or upgrading the County's investments in systems and capital infrastructure.*

D. Financial and/or Resource Considerations

The central financial issue is the current budget uncertainty for FY 07/08 related to Secure

Rural Schools funding. Budget #2 has been prepared which includes significant cuts to the Capital Improvement Program (CIP). Bob Straub Parkway is the most expensive of a series of CIP projects that are proposed for elimination from Budget #2 for FY 07/08 unless the project funding is backfilled by the Road Fund balance. The project cost is about \$ 6 million. If the project is cancelled, net savings to the County would be \$5-6 million. As part of an Intergovernmental Agreement with ODOT satisfying County obligations at Beltline and Royal Avenue, Lane County could be required to repay \$ 1 million to ODOT if the Bob Straub Parkway is not constructed.

E. Analysis

Project Approval Status

Staff has worked to acquire all necessary permits for this project. Permits have been issued by ODOT Rail for an improved rail crossing at Brand S Road. Permits have been issued by Lane County for Willamette Greenway Development and a Special Use Permit for realigning the intersection in a farm zone. County staff expects issuance of Corps of Engineers permits soon. DSL has issued its removal/fill permit including the project's detailed wetland mitigation plans at the County's Quamash Prairie (Short Mountain) site.

Corps approval has been delayed by the need to incorporate new more stringent storm water treatment requirements by both NOAA Fisheries and the Oregon DEQ through the need for the final project water quality certification. Approval is expected in the next few weeks.

ODOT Jurisdictional Transfer

ODOT issued a construction permit for phase 1 of this project from Main Street to 57th Street in March 2003. A condition on that permit was that the road would not be extended further south without issuance of a new permit. The primary reason for that condition was ODOT's concern about future impact on ODOT facilities, particularly at the Hwy 126/Main St. intersection. An ODOT staff memo at that time suggested that the County, at a minimum, had to study the ODOT facilities beyond the 2015 timeframe of County traffic analysis already completed for air quality permits. It also suggested a requirement that the County determine the point when ODOT facilities would fail in the future and propose capital projects and a phasing plan for those projects to meet ODOT performance standards.

Since that time, ODOT has engaged a consulting firm to do a comprehensive Expressway Management Plan for the entire Highway 126 freeway in Springfield. This study includes the Hwy 126/Main intersection. Commissioners Dwyer and Stewart are members of a steering committee for the plan. Phase 1 of the Expressway Management Plan found that the Hwy 126/Main intersection failed to meet performance standards in 2004, the base year for the study. The intersection operates at a volume-to-capacity (v/c) ratio of 0.92. The applicable performance standard is 0.80. In simple terms, this means that the intersection is at or above its theoretical capacity in the peak hour now.

Lane County developed a preliminary jurisdictional transfer proposal in 2006 (See Attachment 2) that contained the following primary elements:

- Lane County would construct Bob Straub Parkway and take jurisdiction of the bypassed section of Springfield-Creswell Hwy (mp 0.8 to mp 3.5)
- Lane County would assume responsibility for modernization projects shown in the

long range plan for this section.

- ODOT would retain responsibility for the Hwy 126/Main St intersection and associated capital improvements.
- ODOT would allow use of ODOT right of way on the north end of the project (57th to Mt. Vernon Rd.

A September 2006 letter (See Attachment 3) from Jane Lee, ODOT Area Manager, discussed jurisdictional transfer and estimated that a future interchange project at the Hwy 126/Main intersection that would bring the performance back into standards will cost a minimum of \$40 million. The Expressway Management Plan will have a third phase that will further define alternatives and costs at Hwy 126/Main. ODOT has raised the issue of local participation in the cost of the interchange and has suggested that a 25% local match may be required. New development in the Natron area will use Bob Straub Parkway to access Main St. and the Hwy 126 freeway in the future.

Lane County staff has continued to discuss jurisdictional transfer ideas with ODOT. The following represents our summary of a recent ODOT proposal. While writing this memorandum, we learned that, after review of easement documents already granted to Lane County, ODOT staff may modify their proposal. They are investigating shortening the proposed transfer by eliminating the Parkway Road segment (mp 5 to mp 8). We will report on this proposal at the Board meeting on March 14th. Below are the key points on jurisdictional transfer as we understand them now:

- Lane County would accept jurisdiction of the Springfield-Creswell Highway from mp 0.80 (City has taken mp 0 to 0.80) to mp 8.0 at Hwy 58. ODOT would retain ownership and responsibility for the three bridges on Parkway Road (includes the main steel truss over the river at mp 5.20).
- The jurisdictional transfer would not relieve Lane County (or the City of Springfield) from future local match requirements that might come up as a condition of future State Transportation Improvement Program (STIP) funding proposals for the Hwy 126/ Main Interchange.
- ODOT would complete its planned 2008 Safety project on Jasper Road from mp 1.27 to mp 5.10.
- At the southern end of the county project, ODOT permits would not be required since the county would be connecting a new county facility to a county road.
- ODOT would issue a new or amended access permit for connection to Hwy 126/Main without requiring further Traffic Impact Analysis or other studies.

Neighborhood Concerns

During public comment at the February 14, 2007 Board meeting, several questions were asked about the design of the Bob Straub Parkway at the southern end of the project. Here is some information on those issues.

- **Width of the railroad crossing.** The width of the pavement at the railroad crossing for improvement of the at-grade crossing at Brand S Road is 60 ft. This width includes two travel lanes, a left turn lane, shoulders and "shy" distance from the guardrails. The width of the right-of-way at the crossing is 200 ft. This width will accommodate a future grade separation over the railroad at some point in the future. The maximum right-of-way width is 250 feet in the vicinity of the Wildish access road.
- **Width and height of the fill.** The new roadway will match grade at the railroad.

As the new road swings to the west and south, it will be about 2 ft above the existing Springfield-Creswell Highway at Brand S. As the adjacent land to the west falls away, the fill height will increase to about 25 feet at its highest point. As the road turns south and reconnects to the existing road, the fill will gradually be reduced to zero. The fill is designed to accommodate two travel lanes and the northbound left turn lane. The design includes steep fill slopes (2 to 1) that will require guardrail protection. The fill is approximately 140 feet wide at the base for much of its length.

- **Cost of the Fill.** The steep slopes minimize the cost of the fill. Engineering studies have been done to investigate foundation conditions to maximize the cost-effectiveness of the fill construction. Narrower fills would require retaining walls or bridges and would be more expensive. The original design included "4 to 1" fill slopes (flatter), which would have increased the fill width by 60 feet. Staff value-engineered the design to reduce the fill slopes to "2 to 1" and added guardrails. The "2 to 1" fill slopes are the maximum allowable.
- **Four lane road.** Two additional travel lanes are planned on the city side of the railroad tracks to carry traffic to/from the north as future development occurs within the city. There is no project in the transportation plan for four lanes south of Brand S Road. Given ODOT's desire to abandon this road, an ODOT plan for four lanes seems very unlikely. Lane County has no plans for this kind of facility.
- **Is it too late to change the design (to narrow the fill)?** Although we have already stated that the fill design is appropriate and does not warrant a change, here is a general comment on design changes. At this point in the project, with almost all permits obtained for the current proposal, any significant change in the project design would mean substantial permit delays, redesign delays, and project cost escalation. The project has been designed to address property access, design and safety issues for the road and rail crossing, constructability, environmental constraints, and grade conditions presented by the site. Staff believes that, given the current financial situation, a substantial redesign would mean cancellation of the project.

F. Alternatives/Options

Option 1. Make this project a priority for use of the existing Road Fund balance in the FY 07/08 budget. Direct staff to work toward an IGA with ODOT accepting their jurisdictional transfer proposal.

Option 2. Make this project a priority for use of Road Fund Reserves in the FY 07/08 budget. Continue to negotiate with ODOT on a revised jurisdictional transfer agreement.

Option 3. Put the project on hold. Put the plans and specifications "on the shelf" until funding can be obtained. Direct staff to remove the project from the draft FY 08-12 CIP and FY 07/08 budget.

Option 4. Cancel the project. Direct staff to remove the project from the draft FY 08-12 CIP and FY 07/08 budget.

IV. TIMING/IMPLEMENTATION

This project has been scheduled for bidding this year, but will not go to contract this year if remaining issues are not resolved quickly. It has also been listed in the January 31, 2007 draft of the FY 08-12 CIP. Since that time, it has been included on a list of projects that may be removed from the CIP as part of the Budget #2 process. If funding is restored and ODOT issues resolved, this project would be bid in June 2007 and would take two construction seasons to complete.

V. RECOMMENDATION

Option 1.

VI. FOLLOW-UP

As directed by the Board.

VII. ATTACHMENTS

Attachment 1 Design Concept Order 98-12-9-19
Attachment 2 County staff proposal to ODOT January 10, 2006
Attachment 3 September 20, 2006 letter from Jane Lee, ODOT Area Manager
Attachment 4 Project Area Photo with Alignment
Attachment 5 Map of Jurisdictional Transfer Proposal from ODOT

**IN THE BOARD OF COMMISSIONERS OF LANE COUNTY
STATE OF OREGON**

**ORDER
AND
RESOLUTION NO.**

98-12-9-19

**) IN THE MATTER OF APPROVING A PROJECT
) DESIGN CONCEPT AND ACQUIRING FEE OR
) OTHER INTERESTS IN PORTIONS OF CERTAIN
) REAL PROPERTIES FOR IMPROVEMENT OF
) JASPER ROAD EXTENSION BETWEEN MAIN
) STREET AND JASPER ROAD.**

WHEREAS, improvement of Jasper Road Extension has been approved for funding through adoption of the FY 1999-2003 Capital Improvement Program, and

WHEREAS, Lane Manual 15.580 establishes a process for citizen involvement for individual road improvement projects, and

WHEREAS, a public hearing was held on 29 April 1998, at Mt. Vernon Elementary School to consider the alignment and design for a new road in the Springfield Urban Growth Boundary between Main Street and Jasper Road, and

WHEREAS, on 26 August 1998 the Roads Advisory Committee reviewed the report prepared by Public Works staff, then adopted the recommendation and findings specifying a design concept for the new Jasper Road Extension, and

WHEREAS, the Board decided to hold an additional public hearing on the project on 9 December 1998, and

WHEREAS, the Board met again on 16 December 1998 for discussion and action on the Jasper Road Extension project, and

WHEREAS, the Board has determined it necessary and in the public interest to acquire fee or other interests in portions of certain real properties as listed in Exhibit B, attached hereto and made part hereof, from owners and others as their interests may appear of record to serve the needs of Lane County, and that the public welfare will be benefited by the improvement of said improvement and the Board being fully advised, and

WHEREAS, the current project budget is predicated on the dedication of right-of-way for the project between Mt. Vernon Road and Jasper Road, and

WHEREAS, the Board has concurred in the necessity of the improvement and believes that the proposed project is compatible with the greatest public good and the least private injury, NOW THEREFORE, BE IT

ORDERED, that the Board approve the project design concept identified in Exhibit A for the alignment and design of Jasper Road Extension, from Main Street to Jasper Road, based on the findings in Exhibit B, **AND BE IT**

ORDERED, that the findings of the Roads Advisory Committee in Exhibit B be supplemented by an additional finding, Exhibit D, emphasizing the need for right-of-way dedication south of Mt. Vernon Road, **AND BE IT**

ORDERED, that construction of Jasper Road Extension is contingent upon Lane County receiving title to right-of-way between Mt. Vernon Road and Jasper Road from the owners of tax lot 501, assessor's map 18-02-03; tax lot 100, assessor's map 18-02-09; and tax lots 200, 900 and 1301, assessor's map 18-02-10 at no cost to Lane County, **AND BE IT**

ORDERED, that the Board delegates authority for determination of all other project design standards (and exceptions to those standards) not specifically identified in the project design concept for improvement of Jasper Road Extension to the County Engineer, consistent with this Order, **AND BE IT**

ORDERED, that Public Works staff prepare a right-of-way plan necessary to construct the road; pursue all necessary planning actions; acquire right-of-way and prepare plans and specifications for construction of Jasper Road Extension pursuant to this Order, **AND BE IT**

ORDERED, that the Lane County Administrator is authorized to execute agreements regarding the commitment to dedicate needed right-of-way, **AND BE IT**

RESOLVED, that under authority granted in ORS Chapter 35 and consistent with ORS Chapter 281, that there exists a necessity to acquire and immediately occupy the real property in order to make improvements to serve the needs of Lane County for the general use and benefit of Lane County, **AND FURTHER BE IT**

RESOLVED AND ORDERED, that if Lane County is unable by negotiations to reach an agreement for the acquisition of necessary real property from the list of parcels in Exhibit C, the Office of Legal Counsel of Lane County is hereby authorized to commence and prosecute in the Circuit Court of Lane County, in the name of Lane County, any necessary proceedings for the condemnation and immediate possession of necessary real property and the assessment of damages for the taking thereof, **AND FURTHER BE IT**

DATED this 16th day of December 1998.

APPROVED AND TO FORM

Date 12-16-98 Lane County
Stephen J. Carlson
OFFICE OF LEGAL COUNSEL


Chair, Lane County Board of Commissioners

**LANE COUNTY ROADS ADVISORY COMMITTEE
RECOMMENDED DESIGN CONCEPT AND FINDINGS**

for

Jasper Road Extension

Main Street to Jasper Road

August 26, 1998 Revised 12/16/98

RECOMMENDED DESIGN CONCEPT

Jasper Road Extension is a new roadway planned in the southeast corner of Springfield beginning at the intersection of Main Street (Highway 126) and the Eugene-Springfield Highway. It would extend to the south and east connecting with Jasper Road about two miles south. It would bypass the existing county road route through the area (Mt. Vernon Road and 57th Street). The road will remove through traffic from these two collector streets and provide a safer, more convenient route through the area. It will provide additional capacity in the corridor that connects directly to the Eugene-Springfield Highway/McKenzie Highway (Main Street) intersection. It will also provide access to undeveloped lands within the Springfield UGB area for mixed use development, including industrial, commercial, and residential development. The construction of this roadway will be phased because of financial constraints and because development has yet to occur in the area at the southern end of the project.

Design Features

- * Project will be phased to deal with budget constraints and to provide a near term connection to Jasper Road bypassing the current S 57th/Mt. Vernon Road route. The project planned for construction in 2000 includes the following improvements:
- * **Section 1, Main Street to S 57th:** Four lane urban section with median/turn lane area, on-street bicycle lanes, and sidewalks setback from the roadway. (see typical section)
- * **Section 2, S 57th to Mt. Vernon:** Two lane rural section with bike/ped path off roadway with turn lanes at intersections. (see typical section). Future phase adds two additional travel lanes and urban improvements (multi-use sidewalks and curbs).
- * **Section 3, Mt. Vernon to Jasper road:** Two lane rural section with turn lanes at intersections. Future phase adds two lanes and separated bike/pedestrian facilities.
- * **Section 4, Jasper Road Intersection:** An improved at-grade signalized railroad crossing will be included at the new intersection with Jasper Road.
- * Access will be limited on the facility. No driveway access will be allowed. Street planning in the area will be based on 1/2 mile intersection spacing. A traffic signal will be installed at the South 57th Street intersection. Conduits for a future signal will be installed at Mt. Vernon and the intersection will be monitored. Turn lanes are planned for all intersections.
- * Soundwalls and associated landscaping are not included in the project at this time.

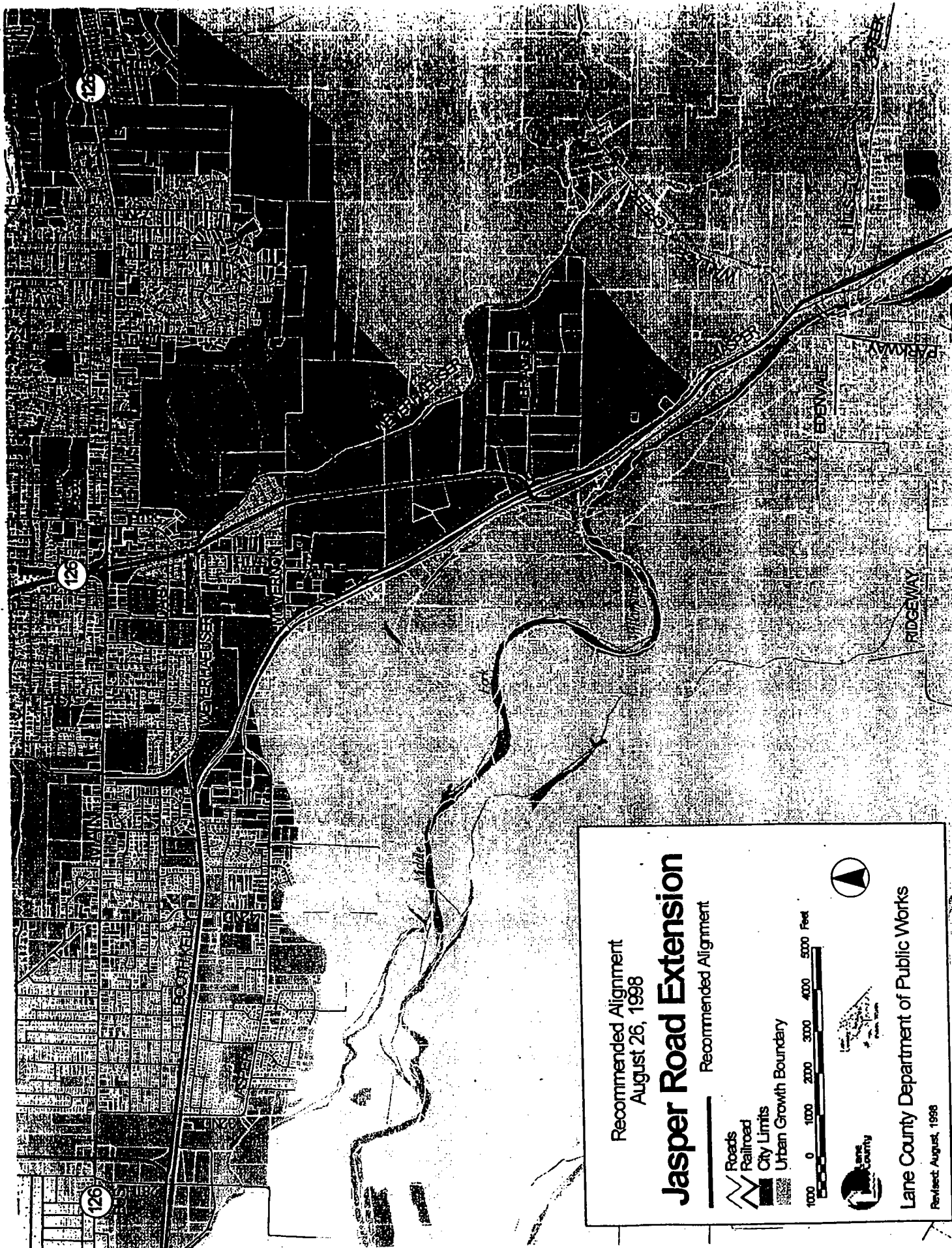
- * Drainage on the north end of the project will be accomplished by connection to city storm pipe systems.

- * Alignment D2 is the selected alignment. This alignment is based generally on a 55 mph design speed. It intersects Jasper Road in the vicinity of the existing Brand S Road intersection (see attached alignment map and detail map showing a preliminary intersection design at Jasper Road.) The intersection at Jasper Road will not be designed for 55 mph and will require a specific design exception. Slower speed curves for this intersection are needed because of the following factors: Need to make the new roadway intersect the railroad line as close to perpendicular as possible; need to reduce impact on the area west of Jasper Road near the river; and need to keep right-of-way contiguous with future grade separation design. As part of this design approval, the Board also selects this intersection location (as shown on the attached detail map) as the location of the future railroad grade separation.

- * Speed zones on the project will be established upon completion. It is expected the section north of Mt. Vernon will be zoned in the 40-45 mph range and that the road south of Mt. Vernon will initially be zoned at 55 mph. It is also expected that this speed zone on the south end of the project will be modified by the State Speed Control Board as development along the new route occurs.

- * See attached typical sections for urban and rural designs.





- * Basic right-of-way width for the project is 200 feet. Additional right-of-way, up to a total width of 250 feet approximately, may be required for grading, drainage, cut/fill, utilities, environmental mitigation, or other facilities.



Recommended Alignment
August 26, 1998

Jasper Road Extension

Recommended Alignment

-  Roads
-  Railroad
-  City Limits
-  Urban Growth Boundary

1000 0 1000 2000 3000 4000 5000 Feet



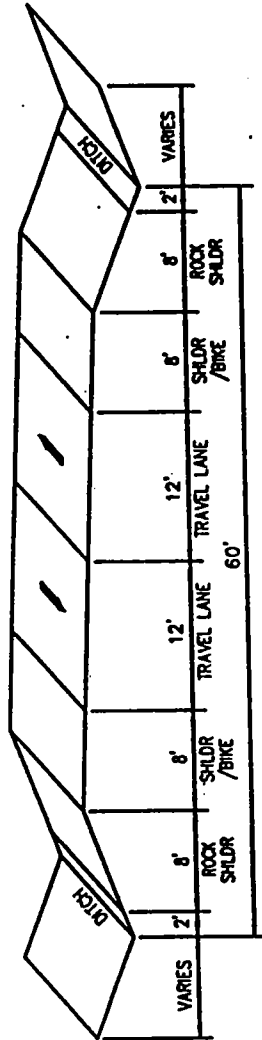
Lane County Department of Public Works

Revised August, 1998

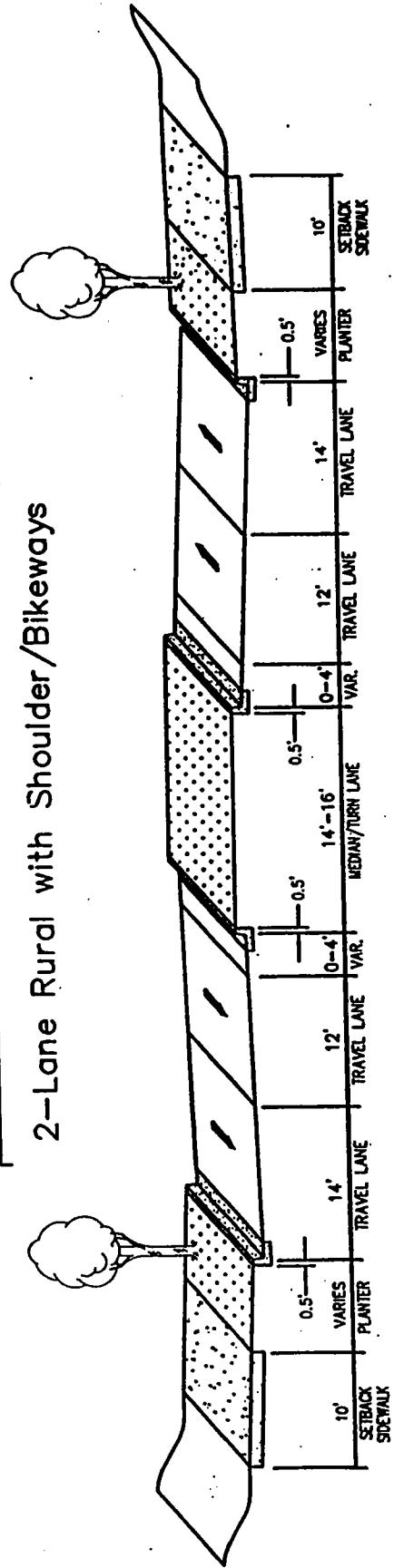
JASPER ROAD EXTENSION

TYPICAL SECTIONS

No Scale

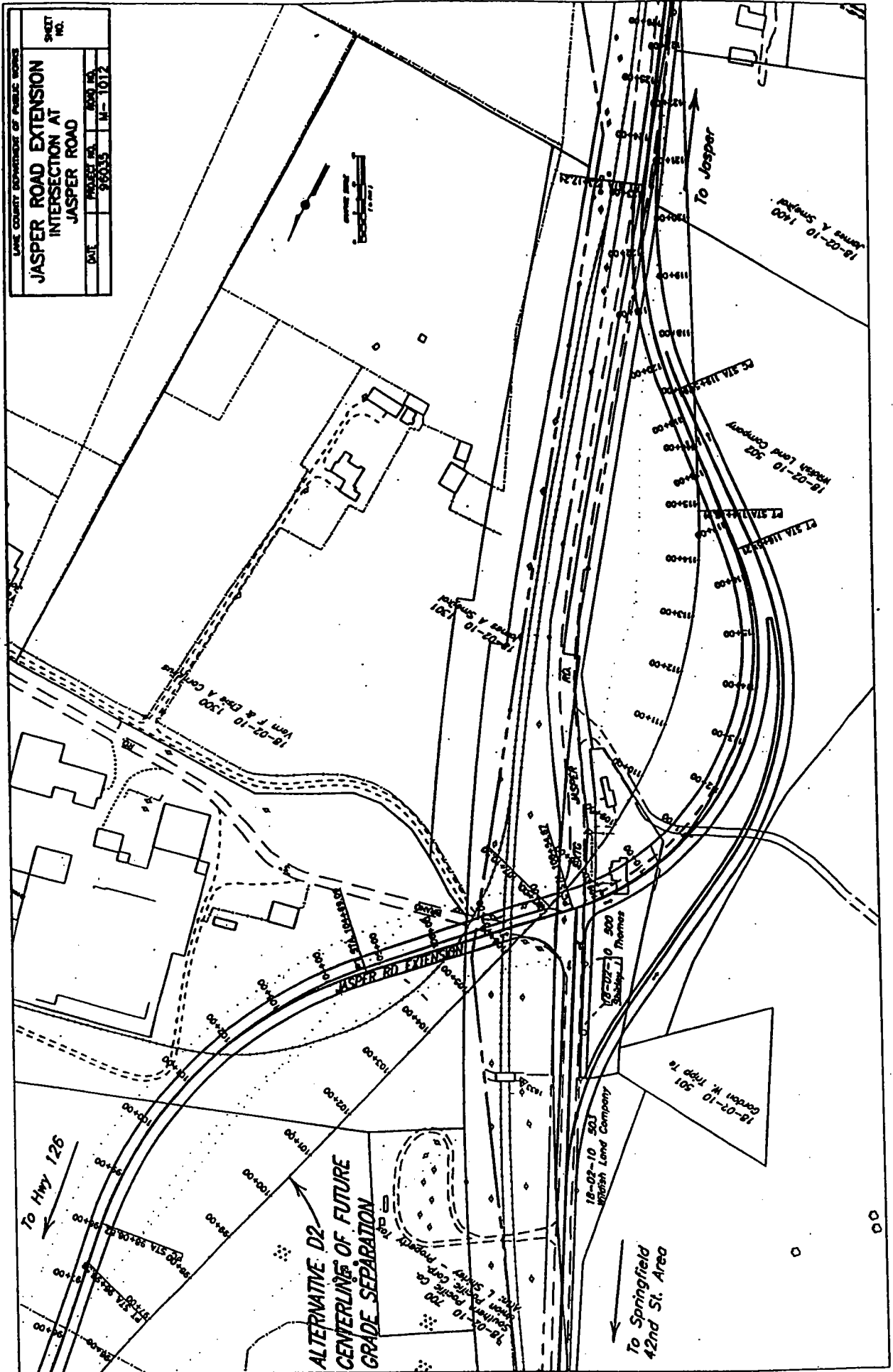


2-Lane Rural with Shoulder/Bikeways



4-Lane Urban

LAKE COUNTY DEPARTMENT OF PUBLIC WORKS		SHEET NO.	
JASPER ROAD EXTENSION INTERSECTION AT JASPER ROAD			
DATE	PROJECT NO.	DATE	PROJECT NO.
	95035		95035
		11-1012	



Summary of Findings

An attachment to this report entitled "Issues and Findings" contains findings in support of this proposal by Lane County Public Works to construct a new road in southeast Springfield between Main Street and Jasper Road. Here are the highlights of those findings:

1. The proposed Jasper Road Extension is listed in the Lane County Capital Improvement Program (CIP), most recently adopted by the Board of Commissioners on 12 May 1998. Identified as CIP project 96035, it is scheduled for construction in the year 2000, at a cost of \$3.2 million.
2. The proposed Jasper Road Extension is intended to accommodate future travel demand that is predicted to more than double in the TransPlan planning period (2015). Future demand will consist mainly of local trips generated within Springfield's Urban Growth Boundary (UGB), however some increase may also be attributed to regional trips that originate in Jasper, Pleasant Hill and other places to the south. Currently there are 7,800 average daily trips (ADT) on Jasper Road. Based on their computer modeling, Lane Council of Governments (LCOG) forecasts future travel demand in excess of 20,000 ADT, as vacant land inside the UGB is developed. Much of that traffic will find its way onto the local street system if this new arterial is not built.
3. The recommended alignment for the proposed Jasper Road Extension, alternative D2, was selected for a number of reasons. Short of constructing a costly overpass, alternative D2 provides the best option for the railroad crossing and merger with Jasper Road. Based on preliminary analysis, it is also expected to have the least amount of impact on the surrounding environment.
4. The proposed Jasper Road Extension is consistent with all procedural requirements of the Oregon Transportation Planning Rule. It has been authorized in an adopted transportation plan, it is being designed to meet all applicable safety and engineering standards, and it has been presented to the public by way of a process that promotes their direct involvement. That process included a Stakeholder's Group that participated in the evolution of the recommended design concept, a series of neighborhood meetings, and a public hearing conducted by the Roads Advisory Committee.
5. The proposed Jasper Road Extension is in compliance with applicable policies of the Eugene-Springfield MetroPlan dealing with Growth Management, Residential Land Use, and Economic Development because it will provide access to an extensive undeveloped area within the Urban Growth Boundary and accommodate regional travel demand on a facility specifically designed for that purpose.

6. The proposed Jasper Road Extension is consistent with other policies of the Eugene-Springfield MetroPlan dealing with Transportation by reference to TransPlan, the regional transportation plan for the Eugene-Springfield Metropolitan area. TransPlan both authorizes construction of this project and contains land use policies that promote an arterial street system in order to remove traffic from local streets.
7. The proposed Jasper Road Extension is supported by the City of Springfield, the Springfield Chamber of Commerce, owners of undeveloped land in its path, and about three dozen individuals who participated in a public hearing before the Lane County Roads Advisory Committee. It is opposed by a like number of people for a variety of reasons. Some contend that the project is not ambitious enough, since all 4 lanes will not be constructed initially and it will not extend across the Willamette River to Jasper. Others oppose it because of environmental considerations, neighborhood impacts, impacts to individual properties or increased traffic and development in the vicinity.
8. The proposed Jasper Road Extension has been modified from the original concept in a number of ways in response to concerns expressed by the public. For example, the northern segment has been realigned to prevent the displacement of existing homes, and to avoid closure of Daisy Street. The terminus with Jasper Road has been redesigned to provide a safer intersection with Jasper Road.
9. After considering cost, potential effectiveness, aesthetics and the matter of precedent the Roads Advisory Committee recommends to the Board of County Commissioners that soundwalls not be included as part of the conceptual design. The Oregon Department of Transportation has presented an array of potential designs, the least expensive of which would add at least \$1.2 million to the project cost. Their appearance could be improved by landscaping, but that would add upwards of \$300 thousand more cost to the project. The current budget does not include either expense. The Roads Advisory Committee regards this issue as a matter of countywide policy, which until now has not included soundwalls as a component in the design of new roads.

Jasper Road Extension Issues and Findings 26 August 1998

This proposal to construct a new road southeast of Springfield between Main Street and Jasper Road is subject to compliance with procedural requirements of the Oregon Transportation Planning Rule and applicable policies of the Eugene-Springfield Metro Area General Plan and its transportation element, TransPlan. Based on evidence contained in the record, and testimony presented to the Roads Advisory Committee, Lane County Public Works staff finds the recommended design satisfies these standards as follows:

Compliance with the Oregon Transportation Planning Rule

In 1991, the Oregon Transportation Commission (OTC) and the Land Conservation and Development Commission (LCDC) adopted a series of administrative rules to implement Statewide Planning Goal 12. As originally adopted years before, this goal was to provide and encourage a safe, convenient and economic transportation system. The rules, codified as Oregon Administrative Rules (OAR) 660-12, specify certain design and procedural standards that must be incorporated into local and regional Transportation System Plans such as TransPlan.

OAR 660-12-010 (1) states "...transportation planning shall be divided into two phases: transportation system planning and transportation project development..." The former establishes land use controls and a network of facilities. The latter implements the TSP by determining the precise location, alignment and preliminary design of individual projects.

The proposed road is consistent with OAR 660-12-025(1) because it is a facility authorized by the 1986 update of the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan). The proposed facility is identified on the TransPlan Street and Highway System Map as project No. 322, a two or three lane arterial between Main Street and Jasper Road. Therefore, as defined by this provision of the rule, the need for this facility has been established and the land use decision authorizing construction has been made.

The project is also included in the draft TransPlan update, which is currently being reviewed by the metropolitan area Planning Commissions and the Roads Advisory Committee. They will be formulating their recommendation to the elected officials in the fall of 1998, with final adoption of the plan anticipated in the spring of 1999. The description of the Jasper Road Extension in the draft update is consistent with the project now being recommended. In the update it is described as a four-lane roadway with an improved at-grade railroad crossing in the initial phase. Eventually, when funding permits, that crossing would be replaced by an overpass.

OAR 660-12-050(2) prescribes the process local governments are to follow in the Transportation Project Development process. It is supposed to include:

- a) Designation of a lead agency to prepare and coordinate project development.**
- b) A process for citizen involvement, including public notice and hearing, if the project involves land use decision making. The process shall include notice to affected transportation facility and service providers, MPOs, and ODOT.**
- c) A process for developing and adopting findings of compliance with applicable statewide planning goals, if any. This shall include a process to allow amendments to acknowledged comprehensive plans where such amendments are necessary to accomodate the project.**
- d) A process for developing and adopting findings of compliance with applicable acknowledged comprehensive plan policies and land use regulations of individual local governments, if any. This shall include a process to allow amendments to acknowledged comprehensive plans or land use regulations where such amendments are necessary to accomodate the project.**

The proposed road is consistent with OAR 660-12-050 because all four procedural requirements specified by that provision of the rule have been met. The Department of Public Works has been designated by the Lane County Capital Improvement Program (CIP) as the lead agency to coordinate project development; and over a fifteen month period has undertaken a process for involving citizens, public agencies and service providers. This process culminated in a public hearing by the Lane County Roads Advisory Committee, in which they received testimony from 27 individuals. Subsequent findings respond to all of the issues raised at this hearing or submitted in writing until the record was closed on 15 May, as well as compliance with applicable statewide goals and comprehensive plan policies. After reviewing all of the proposed findings in this report the Roads Advisory Committee may decide to recommend that the Board of County Commissioners formally adopt them. They may also choose to amend the staff's findings or substitute those of their own, based on their understanding of information in the record.

In summary, the proposed road satisfies Statewide Planning Goal 12 because it meets all standards of the administrative rule enacted to implement the goal. In particular, the proposed road has been authorized in an adopted transportation plan, it is being designed to meet all applicable safety and engineering standards, and it has been presented to the public by way of a process that promotes their direct involvement.

Compliance with the Eugene-Springfield MetroPlan

The Eugene-Springfield Metro Area General Plan, originally adopted in 1980 and updated in 1987, established a series of metropolitan goals. Growth management, jurisdictional responsibilities, and future land use are the main focus of the plan. More detailed elements pertain to urban service areas, residential land use and the housing element, the regional economy, environmental resources, the Willamette Greenway, environmental design, transportation, and citizen involvement. Each element of the plan begins with a technical explanation that leads into detailed objectives and policies. Most policies have no bearing on the proposed Jasper Road Extension, however a number of them do:

Growth Management Policy 1 The urban service area concept and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The planning, programming, and financing for provision of all urban services shall be concentrated inside the projected urban service area.

The proposed road is consistent with MetroPlan Growth Management Policy 1 because all but the southern terminus would be built within the Springfield urban growth boundary. The recommended design for the southern terminus, where the new road meets Jasper Road, would be realigned about 450 feet west of the current roadbed in order to provide a safer intersection and a safer railroad crossing. Jasper Road serves as the urban growth boundary, so the area west of the road is beyond the urbanizable area. However, realignments of existing rural roads are among the types of projects permitted by the Transportation Planning Rule, particularly when they accomplish other important objectives such as improving highway safety.

Growth Management Policy 2 Control of location, timing, and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.

The proposed road is consistent with MetroPlan Growth Management Policy 2 because it has been derived from TransPlan, the adopted regional transportation plan. The 1986 TransPlan update classified the Jasper Road Extension as a long range project, to be built a decade or so after the plan was adopted. The scheduling of this project is consistent with that timeline.

Residential Land Use Policy 1 Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks.

The proposed road is consistent with MetroPlan Residential Land Use Policy 1 because it will serve as the primary means of access to a large undeveloped area slated for residential use by the plan. The City of Springfield is using the proposed alignment of this project as the backbone for a system of local streets that will provide direct access to this new neighborhood.

Economic Policy 15 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the Eugene-Springfield Metropolitan Area Transportation Plan.

The proposed road is consistent with MetroPlan Economic Policy 15 because the new route will facilitate access to Springfield's commercial and industrial districts from the south. Presently, freight trucks entering or leaving the city via Jasper Road must use 42nd Street, an indirect route that passes through two school zones. Jasper Road is designated as a Major Collector by the Lane County Master Road Plan, but hilly terrain and a curving alignment make it less than ideal for a major entrance to the city. By contrast, the proposed route provides a direct connection with the eastern terminus of the Eugene-Springfield Highway at Main Street on a road that will be designed to serve that purpose.

Prior to reconstruction of 57th Street a weight limit restricted truck movements in this part of Springfield. If the Jasper Road Extension is not constructed 57th Street and Mt. Vernon Road will serve as the main route for trucks bound for the Eugene-Springfield or McKenzie Highways, even though they pass through a residential neighborhood and must negotiate two sharp turns. Lane County rebuilt these roads as two-lane facilities, anticipating that additional capacity in the corridor would be accommodated on the new Jasper Road Extension.

Willamette Greenway Policy 13 The taking of an exception shall be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback.

The proposed road would be built considerable distance from the the Willamette River, however any realignment of Jasper Road to form a new intersection would extend into the setback established by the Lane County Rural Comprehensive Plan. Staff will have more to report once the Land Management Division has advised on the procedure for complying with this policy.

Environmental Design Policy 3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the urban growth boundary.

The proposed road is consistent with MetroPlan Environmental Design Policy 3 to the extent that the planting of street trees along some portions of the road will be included in the section of the project north of 57th Street that will be built to urban standards. Street trees will be deferred until additional lanes are added in the section of the project south of 57th Street. The design of the second phase has not been determined, and it won't be for some time. Construction would be expected to commence in a matter of years, just when any trees planted today would be reaching maturity. Rather than try to guess on the eventual design, and have to remove dozens of well established trees, the long term intent of Environmental Design Policy 3 may be

better served by deferring the installation of some street trees to the next phase of construction.

Environmental Design Policy 4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

The proposed road is consistent with MetroPlan Environmental Design Policy 4 because it has been designed to fit in its surroundings to the greatest extent possible. The northern half of the road will be constructed in an existing right-of-way that was reserved for this purpose before the existing neighborhood formed around it. The intersection of 57th, 58th and Daisy Streets was designed incrementally and it has operational problems. One of the benefits of the proposed project will be to redesign this intersection, making it more functional to those who already reside in the neighborhood. The southern half of the proposed road will be constructed across undeveloped land, where a major objective of the designers has been to avoid sensitive wetlands and steep terrain.

Environmental Resources Policy 33 Design of new street, highway, and transit facilities shall consider noise mitigation measures where appropriate.

Environmental Resources Policy 34 Design and construction of new noise-sensitive development in the vicinity of existing and future streets and highways with potential to exceed general highway noise levels shall include consideration of mitigating measures, such as acoustical building modifications, noise barriers, and acoustical site planning. The application of these mitigating measures must be balanced with other design considerations and housing costs.

The Noise Study Report prepared by the Oregon Department of Transportation monitored existing noise levels at 10 locations between Main Street and Mt. Vernon Road, east and west of the proposed road. The results were used to predict future noise levels at these and 23 other locations. Presently, none of the monitored sites has noise levels exceeding 55 dBA. On opening day noise levels at 15 out of the 33 sites are expected to be within the standard threshold, 65 dBA. Based on TransPlan traffic volume forecasts, by the year 2015 noise levels at all but six of the sites will exceed that threshold.

The ODOT study compares various sizes and types of soundwalls to determine the most cost effective treatment for this application. Five of the seven are recommended; two are not. The least expensive recommendation would employ a combination of berms and 10 foot high post and panel walls, at an estimated cost of \$1,012,100. The most expensive option is 12 foot high cast in place walls, at an estimated cost of \$2,420,600. Since the April public hearing staff and the Roads Advisory Committee have been evaluating the full range of sound abatement techniques. Based on the additional cost of more than a million dollars, visual impact, and the lack of consistent county policy regarding soundwalls, a majority of the committee decided that noise mitigation would not be appropriate for this project.

Transportation Policy 1 The goals, objectives, policies, facilities, and services contained in the adopted Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) shall serve as the basis for guiding surface transportation improvements in the metropolitan area. TransPlan is adopted as public policy by reference in this Plan, but specifically excluded as public policy are the following: phasing, cost estimates, and project justification contained in the project lists and the Financial Section. Those parts of TransPlan are informational only and are not adopted as policy in TransPlan or by reference to this plan.

The proposed road is consistent with MetroPlan Transportation Policy 1 because it was authorized by the 1986 update of TransPlan, and as indicated in the findings that follow, it has been designed to be consistent with all applicable policies of that plan. The TransPlan update description of the Jasper Road Extension is consistent with the project concept now being proposed.

Compliance with TransPlan

The 1986 TransPlan update was designed to accomplish two goals:

- Provide for a more balanced transportation system to give mobility to all segments of the community.
- Serve the existing and future arrangement of land uses with efficient, safe, convenient, and economic transportation systems for the movement of people.

The objectives that were identified to fulfill these goals pertain to land use and development patterns, transportation system management, planning and coordination, implementation, funding, parking, alternate modes, and intercity travel. Each objective was met with corresponding policies that remain in effect until the next TransPlan update is formally adopted by city and county elected officials. Those relevant to the proposed new road include:

Land Use Policy 1 Encourage land development patterns which minimize direct access onto collector and arterial roads.

The proposed road is consistent with TranPlan Land Use Policy 1 because access to the facility will be limited to a few predetermined locations. Homes located in the residential neighborhoods near the northern segment of the project already receive access from other local streets, and that would not change as a result of this new road. South of Mt. Vernon Cemetery Road most of the land is undeveloped, so the local street system can be designed to limit direct access onto Jasper Road Extension to a few predetermined locations.

Land Use Policy 3 Obtain sufficient right-of-way or building setbacks to provide for future capacity in transportation corridors.

The proposed road is consistent with TransPlan Land Use Policy 3 because the Public Works Department intends to obtain enough right-of-way during the first phase of construction to accommodate the next and final phase.

Land Use Policy 4 Develop an arterial street system which will attract through automobiles and trucks off local streets.

The proposed road is consistent with TransPlan Land Use Policy 4 because it would be designed to serve as the main arterial leading into Springfield from the southeast. As a consequence, much of the automobile and truck traffic that must now use Jasper Road, 42nd or Mt. Vernon Road to enter the city will be diverted to the new road. Inside and outside the UGB Jasper Road is classified as a Major Collector. Irregular alignment, hilly terrain and surrounding roadside conditions make it less than ideal for accommodating more and more vehicles entering the city. Mt. Vernon Road and 57th Street were rebuilt as two lane roads in 1997 in anticipation of adding capacity for through trips on the new Jasper Road Extension. As of the last traffic count in 1997, the number of average daily trips (ADT) on Jasper Road was 7,800. According to forecasts, Jasper Road and 57th/58th would each carry about 18,000 vehicles per day if the Jasper Road Extension is not built.

Land Use Policy 5 Minimize the adverse impact of the automobile on local residential streets through the selective use of alternative street designs and application of traffic management techniques. Implementation strategies for discouraging traffic in local residential streets include provision of adequate arterial and collector streets, restricted turning movements, traffic diverters, landscaped or narrowed entrances, traffic circles, truck restricted areas or weight limitations, woonerf areas or zones, and narrower street designs or cul-de-sac.

The proposed road is consistent with TransPlan Land Use Policy 5 because it will augment Springfield's network of arterial streets, in an area that is designated for conversion to urban use by the Eugene-Springfield MetroPlan. At present Jasper Road is the only route into Springfield from the south. It is a two lane road, designated as a Major Collector by the Lane County Master Road Plan. Once inside the urban area it joins 42nd Street and eventually leads to Highway 126. The other entry into Springfield from the south is Mt. Vernon Road and 57th Street. Motorists destined for locations east of 42nd Street frequently turn onto Mt. Vernon Road, reaching Highway 126 by way of 58th Street. Mt. Vernon Road is also designated as a Major Collector by the Master Road Plan, however the connection to Main Street via 58th Street is an indirect out-of-direction route that was never intended to accommodate regional traffic movements. The proposed Jasper Road Extension will be designed for that purpose.

Planning and Coordination Policy 5 Ensure that all transportation modes are considered and addressed in transportation projects and land development proposals. Implementation strategies include consulting with appropriate agencies and committees when developing plans for new or reconstructed streets, especially in regard to bicycle lanes, bus pullouts, stops and shelters, pedestrian connectors, landscaping and street furniture...

The proposed road is consistent with TransPlan Planning and Coordination Policy 5 because all modes of travel have been taken into account in the proposed design. Lane Transit District has been represented on the Stakeholder's Group, and in the process of reviewing design alternatives they have suggested ways of providing transit service to future neighborhoods south of Mt. Vernon Road. Once this land is developed buses could circulate through the area on local streets, as opposed to forcing patrons to walk a longer distance to get to bus stops on Jasper Road Extension.

LTD has recently opened a new transit station on the south side of Main Street at 57th, which is expected to be the eastern terminus for the proposed Bus Rapid Transit system. Until such time as the vacant land south of Mt. Vernon Road is developed they propose local feeder routes utilizing Daisy Street, the northern segment of Jasper Road Extension and new roads that will be built to provide access to Mountaingate subdivision. Once the area south of Mt. Vernon Road is developed, and the local street system is established, additional feeder routes may be designated.

Implementation Policy 3 Consider projects for implementation based upon the following criteria: to provide adequate street capacity; to correct safety, maintenance or operational problems; to construct streets to city standards; to provide access to undeveloped land within the urban growth boundary; to reroute traffic; to implement bicycle or pedestrian facilities to promote the use of alternative modes; to improve aesthetics; to enhance environmental quality; to provide system continuity; to coordinate construction with public works activities (e.g. sewer projects); and to promote economic diversification efforts.

The proposed road is consistent with TransPlan Implementation Policy 3 because the 1986 TransPlan update has determined that this facility will be needed to accommodate future travel demand in southeast Springfield. The rationale for the Jasper Road Extension is the synthesis of all the criteria cited in Policy 3, but in particular it is a project that will help fulfill three important regional objectives. It will provide all motorists with a more convenient and efficient route into Springfield from southeast; it will alleviate existing traffic in the vicinity of Jasper Road and Mt. Vernon Road, between 42nd and 58th Streets; and it will serve as the primary arterial for an emerging residential neighborhood at the edge of the Springfield urban growth boundary.

Response to public testimony

Supporters of the proposed Jasper Road Extension testified that this new road will help fulfill other community objectives by improving access for commercial and industrial development and thereby enhance employment prospects for Springfield residents. Written comments submitted until the record was closed on 15 May were more or less evenly divided among those who support the proposed interim project, those who support a more ambitious project, and those opposed to building anything at all. Owners of the large developable tracts south of Mt. Vernon road are among those in support of the interim project.

The City of Springfield Public Works Director supports the proposed project generally, as well as certain aspects of the design such as a four-lane section between Main Street and Mt. Vernon Road. On behalf of the city, the Director also opposes closure of Daisy Street where it would cross the new road, since it is designated by Springfield's Local Street Plan as a collector street that provides one of the few alternatives to Main Street.

Lane Transit District supports the proposed project, and certain aspects of the design such as the need for sidewalks and bike paths in the urban portion of the project. They also oppose closure of Daisy Street where it would cross the proposed road, and recommend that a no-build analysis be conducted of several key intersections in the area.

The Springfield Chamber of Commerce supports the proposed project because it will improve access to land designated for future industrial development. They do not support the construction of a grade separation over the railroad at this time because of the added cost.

The following issues were raised by opponents or those holding a neutral view:

Rationale for selecting the recommended plan over other alternatives The recommended plan was chosen from an array of other alternatives by way of an interactive process between professional staff and the public. An 18 member Stakeholder's Committee composed of neighborhood representatives and other interest groups met over the course of a year to consider technical aspects of the project. Staff presented an overview of considerations such as functional classification, alignment, and preliminary design. Pitfalls as well as benefits were discussed, then the committee was asked to select their preferences. The choices they made gave shape to the recommended design.

The rationale for building a two-lane road as an interim solution The choice of whether to build a two-lane or a four-lane road is influenced by three different factors: planning authorization, anticipated need, and additional cost. The authorization for the Jasper Road Extension project comes from the most recently adopted update of TransPlan, which describes it as a 2-3 lane arterial. The update now being considered for adoption in 1999 includes an updated project list that describes the need for a four-lane roadway in the future as a second phase of construction.

Travel demand for the northern segment between Main Street and Mt. Vernon may be sufficient to warrant 4 lanes now, however south of Mt. Vernon Road a road of this size would be premature. This area is designated for residential, commercial and industrial development by MetroPlan, but no change in land use will occur until such time as the City of Springfield serves it with sanitary sewers. Even then, it will be many more years before the entire area is built out. The construction of additional travel lanes on the south end of the project will be deferred since the difference in preliminary construction estimates amount to at least \$1.2 million.

Effects on access to adjoining properties The Lane County Department of Public Works routinely designs its road improvement projects to cause the least amount of disruption to existing travel patterns, however in this case the problem is compounded by a succession of planning decisions that have produced the street pattern north of Mt. Vernon Road. ODOT acquired right-of-way for the northern portion of the Jasper Road Extension project in the late 1960s, and in the years that followed subdivision plats were approved east and west of the right-of-way. Those subdivision plats determined the location of nearby streets and the intersections they now form, and from a traffic engineering point of view they are less than ideal.

However, depending on the design that eventually emerges from this process, only minor changes to the local circulation system should be necessary. They include relocation of the entrance to Emerald Isle Mobile Home Park, where the entry will be realigned to join 57th Street; a new connector between 57th and 58th Streets; and reconfiguration of Brand S Road. In all other instances property owners will continue to gain access to their property as they do now.

Relocation of existing homes The Lane County Department of Public Works attempts to design its road projects to avoid the dislocation of homes. When relocation is inevitable due to terrain, design standards or other constraints Lane County has adopted a policy that "...requires that no family or individual be required to vacate any dwelling until such displacee has found or been offered comparable replacement housing". The policy anticipates every aspect of relocation including moving expenses and storage of personal property. However, in this instance the fact that right-of-way for the northern half of the project was acquired more than twenty years ago and land near the southern half of the project is undeveloped means that no more than a few homes will be effected along the 2 mile length of the project. Given the size and complexity of this project, the number of homes that may have to be displaced will be comparatively low.

Requirement for Environmental Impact Statement or Environmental Assessment The terms "Environmental Impact Statement" and "Environmental Assessment" refer to formal documents required for federally funded projects. No federal funds will be used in this project so the federal EIS process need not be employed. However, as a matter of routine, the Lane County Department of Public Works conducts a similar analysis of environmental considerations such as wetlands, floodplains, wildlife habitat and cultural resources for all major road improvement projects. Results of this analysis will be part of the findings that will be presented to the Board of County Commissioners when they consider the final design. The findings will be available for public review prior to that time, and the public will have an opportunity to comment on them at a public hearing. No date for the hearing has been set, but all parties of record will be notified 10 days in advance.

Potential hazards associated with the Weyerhaeuser waste disposal site This site is located east of the Weyerhaeuser haul road, approximately 500 feet from the proposed alignment for Jasper Road Extension. The landfill was created more than 30 years ago by damming a gully that originated on Potato Hill and drained west towards the Willamette River. For years it was used to dispose of wood waste and sludge from paper making. In the mid 1980's the City of Springfield recognized the environmental threat the site posed for neighboring landowners, even though it was outside the city limits. The city agreed to annex the site and extend a sanitary sewer line to receive the outfall. The Department of Environmental Quality has monitored the area regularly since then, and have been unable to detect any off-site contamination.

Potential effects on air quality The Lane County Regional Air Pollution Authority (LRAPA) was established in response to the Federal Clean Air Act of 1970. Since its inception LRAPA has monitored Carbon Monoxide levels in downtown Eugene, and over the years has expanded its air quality sampling program to include ozone and particulates. Federal air quality standards promulgated by the Environmental Protection Agency (EPA) also include Sulfur Dioxide, Nitrogen Dioxide and lead, however these are not routinely measured by EPA in Lane County because existing levels are well below the standards. Of the three constituents that must be measured, Carbon Monoxide and Ozone are attributable to motor vehicle emissions.

The process EPA has approved as part of its certification for metropolitan Eugene-Springfield requires an initial determination by the LCOG Transportation Planning Committee whether a proposed road improvement project is regionally significant. If the answer is no the project may proceed to construction. If the answer is yes, the committee must then determine whether the project was grandfathered as part of EPA's original certification, whether it is exempt from the the regional emissions analysis, or whether it is authorized by a conforming Transportation Improvement Program. In addition, Lane County will be required to obtain an Indirect Source Permit from LRAPA.

Provision for pedestrians, non-motorized vehicles, school buses and transit Provisions have been made for bicycles and pedestrians in each of the sections of the project described in the Design Concept. Between Main Street and 57th Street bicyclists will be accommodated with on-street bikelanes. Setback sidewalks on both sides of the road will be provided for pedestrians and youngsters on bikes. From 57th Street to Mt. Vernon Road a setback multi-use path will be built on the east side of the two-lane roadway, to augment the paved shoulders. A portion of south 57th Street that parallels this route has already been rebuilt to provide sidewalks and bikelanes that also serve this need. South of Mt. Vernon Road a two lane rural design with 8 foot wide paved bike shoulders is proposed.

Relationship of this proposal to needed improvements on Jasper Road and 42nd Street As it was originally conceived more than two decades ago, the purpose of this new road would be to divert increasing volumes of traffic in southeast Springfield from these inadequate streets. Jasper Road is designated as a Major Collector by the Lane County Master Road Plan, which means that it was never intended to serve as the

main route into and Springfield from the south. Jasper Road Extension is being designed specifically to serve that need. Much of the increased traffic on the Jasper Road Extension will be generated by new development inside Springfield's UGB; without the new road it would have to be accommodated on existing roads.

Need for signalized intersections At this stage of the design process it is anticipated that traffic signals will be installed at the 58th Street intersection. They will also be considered for the Mt. Vernon Road intersection if and when traffic volumes warrant them.

Future demand and the need for additional improvements to Springfield-Creswell Highway and Jasper bridge Springfield-Creswell Road already accommodates some traffic that originates along Highway 58, and that pattern is expected to remain the same whether this new road is built or not. Unless the motorist's destination is in east Springfield, travel time to the metropolitan area from Dexter or Pleasant Hill is more favorable via Highway 58 and I-5. The Jasper Road Extension will not change that fact. The proposed project is authorized in TransPlan, the transportation plan for Metropolitan Eugene-Springfield. Improvements to Jasper Road further to the south have not been authorized in any formally adopted plan.

Impact on railroad operations and the need for a grade separation now This is another unresolved aspect of the Jasper Road Extension project. The constraint is simply a matter of money; an elevated crossing would cost at least \$4.5 million, and that amount of money has not been appropriated for this project. The Roads Advisory Committee may choose to recommend a grade separation to the Board of Commissioners, but that does not solve the fundamental problem. There is currently no source for this money. Even without a grade separation, the new crossing will be an improvement over the existing one at Mt. Vernon Road due to better alignment and grade and longer storage areas. This interim design features storage lanes on Jasper Road, signalized crossing protection, and the elimination of stopped vehicles between the tracks and the existing stop sign to make a much safer situation than at present.

Sight distance problems at Brand "S" Road The most recent revision to the proposed interim design eliminates this problem by modifying the grade line on Jasper Road.

Potential impact from the MountainGate subdivision The most recent traffic analysis for MountainGate subdivision indicates that 2 out of 3 trips generated by the 800 proposed new homes will wind up on Main Street rather than Jasper Road Extension. Traffic projections that were prepared by McKenney Engineering and approved by the City of Springfield Traffic Engineer indicate 182 vehicles will use this access to the subdivision during the morning peak hour. In the evening peak hour 247 vehicles are forecast. Redesign of the Daisy/57th/58th intersection to accommodate this additional volume is one of the indirect benefits of the Jasper Road Extension project.

Competition with South Thurston area for infrastructure investment There are always plenty of worthy projects competing for limited resources, and that is certainly true throughout metropolitan Eugene-Springfield. The annual update of the Capital

Improvement Program (CIP) is the institutional method for setting priorities, and in the end it is the elected officials who must make the difficult choices. The Jasper Road Extension has been identified in TransPlan, the regional transportation plan, for more than a decade. Because of its ranking in TransPlan this project has been in Lane County's CIP for the past two years, with the expectation that by 1999 the public will have reached agreement on the final design. The timing of this project provides an opportunity to establish the corridor for the Jasper Road Extension before development occurs, thereby limiting future alignment options.

The process is moving too quickly to make well-reasoned decisions Following the 29 April public hearing Public Works staff proceeded with the expectation that all remaining issues could be resolved the summer of 1998, so that the design could be finalized, bids could be let, and ground could be broken during the 1999 construction season. However, on 27 May 1998 the Roads Advisory Committee concurred with Commissioners Cornacchia and Weeldreyer that the project development process should be slowed, to allow for a more deliberative process. The new timetable calls for adoption of findings by the Roads Advisory Committee in August 1998, a 30 public comment period, and a public hearing by the Board of County Commissioners that will be scheduled in October or November 1998.

**REAL PROPERTY, OR PORTION(S) THEREOF, TO BE ACQUIRED FOR
JASPER ROAD EXTENSION IMPROVEMENT PROJECT
HIGHWAY 126 TO JASPER ROAD**

<u>TAX MAP</u>	<u>TAX LOT</u>	<u>TAX MAP</u>	<u>TAX LOT</u>
17-02-33-44	1300	18-02-03-23	6000
17-02-33-44	1307	18-02-03-23	6100
17-02-33-44	1500	18-02-03-23	6200
18-02-03	501	18-02-03-23	6300
18-02-03	700	18-02-03-23	6400
18-02-03-22	500	18-02-03-23	6500
18-02-03-22	600	18-02-03-23	6600
18-02-03-22	700	18-02-03-23	6700
18-02-03-23	4700	18-02-03-23	6800
18-02-03-23	4800	18-02-03-23	6900
18-02-03-23	4900	18-02-03-23	7000
18-02-03-23	5100	18-02-03-23	7100
18-02-03-23	5200	18-02-03-23	7700
18-02-03-23	5300	18-02-04	200
18-02-03-23	5400	18-02-04	3100
18-02-03-23	5500	18-02-04-11	105
18-02-03-23	5600	18-02-04-11	108
18-02-03-23	5700	18-02-04-11	300
18-02-03-23	5800	18-02-04-11	401
18-02-03-23	5900	18-02-04-11	402

TAXMAP TAXLOT

18-02-04-11 4600

18-02-04-11 4700

18-02-04-11 5100

18-02-04-11 5400

18-02-04-11 5500

18-02-04-11 5600

18-02-04-11 5700

18-02-04-11 5800

18-02-04-11 5900

18-02-04-11 6000

18-02-04-14 1400

18-02-04-14 1500

18-02-04-14 1600

18-02-04-14 1700

18-02-04-14 1800

18-02-04-14 1900

18-02-09 100

18-02-09 900

18-02-10 100

18-02-10 200

18-02-10 500

18-02-10 501

18-02-10 502

18-02-10 503

TAXMAP TAXLOT

18-02-10 700

18-02-10 900

18-02-10 1300

18-02-10 1301

18-02-10 1400

18-02-10 1500

18-02-10 1508

Jasper Road Extension Supplemental Finding

Need for dedication of right-of-way south of Mt. Vernon Road The funding for Jasper Road Extension in the current Lane County Capital Improvement Program is not sufficient to construct the road and acquire needed right-of-way south of Mt. Vernon Road. Dedication of needed right-of-way by the owners of tax lot 501, assessor's map 18-02-03; tax lot 100, assessor's map 18-02-09; and tax lots 200, 900 and 1301, assessor's map 18-02-10 will help bring the cost of the project in line with the authorized budget. At the same time it will facilitate development of the Jasper -Natron area and thereby enhance the value of these properties. If Lane County does not receive a binding agreement to offer the needed dedication soon after the Board's anticipated approval of the design concept, it is not likely that the Department of Public Works will be able to begin construction on schedule in the year 2000.

Response to Issue (1) Alternatives Analysis

Attachment 6 of Application Supplement 4 (dated May 1, 2000) briefly describes the extensive process used to select our preferred alignment for the Jasper Rd. Extension. Although the format of Attachment 6 likely differs from alternative analyses prepared under a NEPA process, the information contained in the document is valid. A formal NEPA document has not been prepared because federal funds will not be expended in construction of the proposed roadway. To aid in your review of our alternatives analysis, however, I have summarized the information in Attachment 6 in a format which more closely resembles a NEPA document. A reference map labeled Attachment 5 of Application Supplement 4 is also attached.

Through a protracted stakeholders process, eight "reasonable alternatives" and the "no action" alternative were identified and evaluated to determine whether they were "practicable" as defined in section 404 of the Clean Water Act. A summary of the evaluation follows.

Criteria A: The "no action" alternative was eliminated because it did not meet three of the four identified project purposes and needs.

Criteria B: The ODOT alignment, and alignments C and D were eliminated due to their excessive cost of construction. Specifically, the ODOT alignment is nearly 2/3 of a mile longer than the other alternatives and would include a new bridge over the Willamette River. Alignments C and D would traverse very hilly and rugged terrain, requiring extensive and expensive earthwork.

Criteria C: No alternatives were eliminated due to severe operational or safety problems, however, the "no action" alternative (previously eliminated) would have failed this criteria as well.

Criteria D: The Weyerhaeuser alignment, and alignments A and B were eliminated due to unacceptable adverse socioeconomic impacts. First, these alignments preclude use of nodal development patterns currently advocated by the Oregon DLCD, the Eugene-Springfield MPO and the City of Springfield. Second, because these alignments all run along the base of the eastern hillsides and along the edge of the developable land area, many parcels would be left unbuildable due to steep terrain, lack of access, or isolation from the new roadway. Finally, because of the negative features already mentioned, there is very little community or political support for the Weyerhaeuser alignment or alignments A and B.

Although already eliminated under Criteria B due to excessive cost, the ODOT alignment and alignments A and B would have failed Criteria D as well due to their impact on Oregon Chub habitat.

Criteria E: No alternatives were eliminated due to serious community disruption.

Criteria F: No alternatives were eliminated due to unsuitable demographics for mass transportation modes.

Criteria G: No alternatives were eliminated due to logistical or technical constraints.

As a result of this evaluation, only alignments D2 and D3 were identified as "reasonable and practicable" alternatives. Neither alternative impacts sensitive species, but both have significant impact to wetland areas. Since neither alternative avoids all impacts to wetlands, alignment D2 has been selected as the preferred alternative in recognition of its reduced wetland impact.

Alignment Alternatives

AltAnalysis.xls

Project Criteria	No Action	ODOT	Weyerhaeuser	A	B	C	D	D2	D3
Reduce Traffic Volumes on South 57th St.	Good	Excellent	Excellent	Excellent	Excellent	Excellent	Excellent	Excellent	Excellent
Thru Connection from Hwy. 126 (Main St.) to Community of Jasper	Fair	Good	Fair	Good	Good	Excellent	Excellent	Very Good	Very Good
Provide Access to Undeveloped Land Within the UGB	Good	Excellent	Good	Fair	Good	Good	Excellent	Very Good	Very Good
Relieve Congestion and Improve Level of Service at Intersection of 58th and Main St.	Good	Good	Good	Good	Good	Good	Good	Good	Good
Construction Cost	Very Low	Good	High	Low	High			Medium	High
Roadway Crossing Perpendicular to Existing Tracks or With Grade Separation.	Good	Grade Sep.	Fair	Fair	Fair	Grade Sep.	Grade Sep.	Good	Grade Sep.
Preserve Spatial Separation and Integrity of Exist. Neighborhoods	Excellent	Good	Fair	Good	Good	Good	Good	Good	Good
Ability to Create Nodal Development Patterns, Oregon DLCD	Good	Good	Good	Good	Good		Good	Fair	Fair

Project Criteria	No Action	ODOT	Weyerhaeuser	A	B	C	D	D2	D3
Local Community and Political Acceptance							Good	Good	Fair
Home / Business Displacements	None	Low < 5	Low < 5	None	None	None	None	Low <5	Low <5
No. of Economically Unbuildable or Isolated Parcels of Land Inside the UGB.		Low					Medium	Medium	Medium
Wetland Impacts	None		Approx. 5 Acres	5.21 Acres	7.97 Acres	8.89 Acres		9.6 Acres	9 - 11 Acres
Associated Sensitive Species Impacted	None		None	None	None			None	None

Alternatives analyses in the RTP can arise in two ways:

- a. from system alternatives considered in the RTP environmental analysis. These include: facilities, demand management, systems management and land use.
- b. from alternatives considered in corridor and subarea studies. These include modal choice, general alignment, and the development of the project concept and scope used in the emissions analysis.

Impacts to wetlands and other special aquatic sites can be most effectively avoided during Transportation Planning. Any reasonable actions or alignments which avoid adverse impacts to waters of the U.S. and *associated sensitive species* (see glossary) should be rigorously examined. If it is not possible to entirely avoid rivers, streams, and other linear waters of the U.S., crossings should be located to minimize impacts to aquatic resources. This could include such actions as shifting the alignment to reduce the footprint of the transportation facility on the aquatic resource.

2. Criteria for Identifying Practicable Alternatives

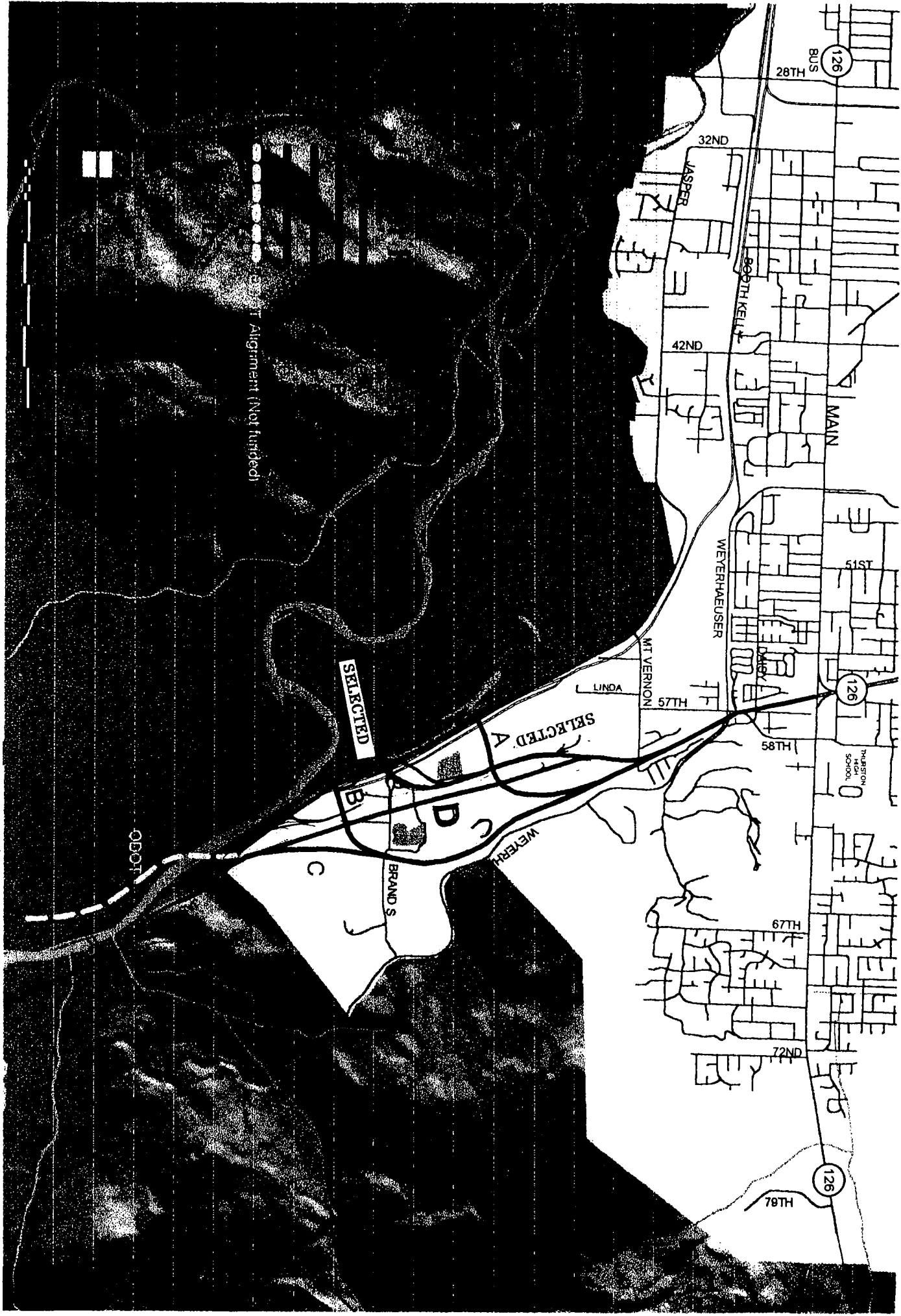
MPO's can eliminate from consideration project alternatives that are not practicable if they carefully document their reasons. The following practicability constraints may be used to carry out the initial selection of alternatives:

- a. Not meeting the project purpose and need (formulated according to Purpose and Need Guidance),
- b. Excessive cost of construction (including all mitigation),
- c. Severe operational or safety problems,
- d. Unacceptable adverse social, economic or environmental impacts,
- e. Serious community disruption,
- f. Unsuitable demographics (for mass transportation modes), and
- g. Logistical and technical constraints

The transportation agency must provide detailed documentation to demonstrate that rejected less-damaging alternatives considered are not practicable. Refer to section III.B. of this guidance paper.

3. Example

The following example illustrates the alternative selection process at the planning stage. An MPO has identified a need to reduce congestion. The objective is to achieve/maintain at least "satisfactory" operating conditions (level of service "D") and the resource and regulatory agencies have concurred with objective. The MPO is only able to reasonably identify approximately \$300 million with which to achieve this objective. Studies indicate that unless action is taken, operating conditions will deteriorate to "poor" (level of service "F"). The three alternatives identified by the MPO are described in the following chart.



Attachment 2
Elements of a Springfield/Creswell Hwy Jurisdictional Transfer Proposal
Between ODOT and Lane County
January 10, 2006

Note: This is a first attempt by Lane County staff to begin discussions with ODOT staff on the possibility of a jurisdictional transfer of a section of the Springfield/Creswell Highway to resolve issues involving the construction of a new facility (currently called the Jasper Road Extension) connecting Highway 126 and Highway 222. This proposal has been developed within the Public Works Department and has not been discussed by the Lane County Board of Commissioners at this point.

County Shall:

1. Construct the new section of the Jasper Road Extension, including a two lane road (with a curbed median and left turn lanes at 57th and Mt. Vernon Rd) to Mt. Vernon Rd; a two lane road from Mt. Vernon to Spfd-Creswell Hwy near the Brand S intersection (approx mp 3.5); a new at-grade rail crossing at the UPRR mainline (and associated realignment of the Springfield-Creswell Hwy #222 near the crossing) as approved by ODOT Rail; and a new intersection of the Jasper Road Extension with Hwy #222. The road would include the two identified future intersections between Mt. Vernon and Jasper Road, with left turn lanes on the mainline included.
2. Apply for, and obtain, all necessary environmental and ODOT permits for the construction of this project. Lane County shall also mitigate for wetland or other environmental impacts as required by these permits.
3. Accept jurisdiction of the Spfd-Creswell Hwy (#222) from 42nd (mp 0.80) to the junction with the new Jasper Road Extension intersection near Brand S rd (mp 3.5 or so). Details to be determined, but it is the intention here that Lane County would maintain the intersection of the existing Hwy #222 with the Jasper Road Extension and the rail crossing.
4. Accept jurisdiction of all transferred ODOT right-of-way south of 57th St on the new Jasper Road Extension alignment.

ODOT Shall:

1. Transfer jurisdiction to Lane County of the Spfd-Creswell Hwy (Hwy #222) from MP 0.80 (Spfd) to MP 3.50 approximately. Details to be determined. It is the intention that Lane County would own and maintain the intersection of Hwy #222 and the new Jasper Road Extension. ODOT would transfer ownership to Lane County of any bypassed or redesigned sections of the existing highway within the project area.

2. Issue construction permits, ODOT Rail permits, and any other necessary permissions for construction of the new project, from 57th St to Spfd-Creswell Hwy and a new intersection to connect to Spfd-Creswell Hwy (#222).
3. Retain jurisdiction of Spfd-Creswell Hwy (Hwy #222) from MP 3.50 to the south.
4. Transfer to Lane County all ODOT r/w or land along the new alignment of the Jasper Road Extension south of 57th Street at no cost to Lane County.
5. Release Lane County from Phase 1 permit requirements to perform additional traffic studies (primarily related to performance of the Hwy 126/Main intersection) prior to extension of the new roadway south of 57th Street. Further, ODOT will retain jurisdiction of Hwy 126 (Expressway) in Spfd, Hwy 126B (Main St), and Hwy 126 (McKenzie Highway) and retain responsibility for future modernization projects on these ODOT facilities.
6. Improve substandard conditions on the section of Hwy 222 to be transferred to Lane County, including potential ditch, culvert, or other drainage improvements. The exact level of these improvements, repairs, or rehabilitation to be determined.



Oregon

Theodore R. Kulungoski, Governor

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September 20, 2006

Oliver Snowden
Lane County Public Works Director
3040 N. Delta
Eugene, OR 97408

Dear Mr. Snowden:

Thank you for your email dated Sept 15, 2006. In response to your question concerning the next steps, I agree that we will need a meeting, I suggest sooner rather than later as we believe there are a number of issues yet to be resolved.

In our meetings held on April 5th and 24th, 2006, we discussed ODOT's response to your proposed Jurisdictional Transfer of a portion of the Springfield-Creswell Highway in return for ODOT deeding real property and ROW along the JRE alignment and release of responsibility for future interchange improvements at Hwy 126b and Main St.

At those meetings, ODOT proposed that the plan would likely be acceptable if the portion of the Springfield-Creswell Highway to be transferred to Lane County extended to at least MP 8.0.

It was agreed that you would research this "counter-proposal" with the Lane County Board of Commissioners to determine their interest in pursuing this proposal. We have not heard from the county from late April until the latest communications of mid September. Our understanding is that an IGA would take at least 90 days from draft to execution which has not been started since we have not reached verbal agreement on this matter to begin the formulation of an IGA. However, your email indicates that the County is prepared to go to bid at the end of September, less than 2 weeks away.

Our initial response to your revised proposal outlined in the email dated September 15, 2006 is negative. We continue to desire reaching a jurisdictional transfer of the highway to the County.

If this portion of the Springfield-Creswell Highway is not transferred to Lane County, an access permit will be required in addition to the construction permit mentioned in the email. Access permits take at least 90 days to process from submission of a completed application. In addition, ODOT would not be willing to reduce any future liability/obligation at Highway 126b and Main St.

JRE – Snowden
September 22, 2006
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Preliminary costs for the future interchange are estimated at 40 million dollars. This is extremely preliminary and not based on a design. However, the number can be used to gauge the approximate future responsibility expected from the County by the Oregon Transportation Commission (OTC). The OTC generally expects at least a 25% local contribution for modernization projects.

We believe that our offer which included transfer of the Springfield-Creswell Highway to at least MP 8.0 was fair especially when you consider the recent and programmed improvements to this highway by ODOT in recent years.

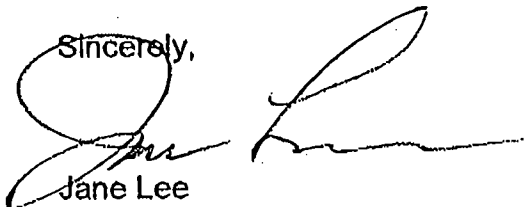
1. In 2002, ODOT completed a pavement overlay from MP 1.38 to MP 8.0, an investment of \$814,000.
2. In 2007, ODOT will begin construction of a \$3,078,000 safety improvement project from MP 1.27 to MP 5.10. This project will replace culverts and remove trees or other fixed objects in the right of way.
3. The current STIP has programmed a painting and structural improvement project for the Middle Fork Bridge at a cost of \$578,000.

The total of these three projects is nearly 4 million dollars. With these recent and ongoing significant investments in the highway, it is certainly hard to imagine a more opportune time to take jurisdiction.

Your email indicates that the Jasper Neighborhood Association is actively engaged in the process and the problematic situation of taking over the highway at this time. However, ODOT plans to continue to work with the association and its leadership to resolve the concerns regarding the ODOT project raised by their members and has not cancelled the project but delayed it one year to allow time to reach resolution.

In conclusion, it is unfortunate that active negotiations concerning the elements of the JRE Transfer Agreement did not continue over the summer. However, ODOT is more than willing to meet with the County to discuss the next steps in moving your project forward. In scheduling the meetings, please note that Ramona Cline, Assistant District 5 Manager, will be working with me to resolve the remaining issues.

Sincerely,



Jane Lee
Area 5 Manager

C Jeff Scheick, ODOT Region 2 Manager
Ramona Cline, ODOT Assistant District 5 Manager
Jeff Lange, ODOT Area 5 Project Leader
File



