W.8.a.

Memorandum Date: January 11, 2010
Ordinance First Reading Date: January 27, 2010
Ordinance Second Reading/Public Hearing Date: February 10, 2010

TO:	Board of County Commissioners
DEPARTMENT:	Public Works
PRESENTED BY:	Mark Bernard, Transportation Planning & Traffic Division
AGENDA ITEM TITLE:	**Ordinance No. PA 1257**/In the Matter of Adopting the Junction City Highway 99 Refinement Plan as a Refinement to the Lane County Transportation System Plan, Amending the Lane County Transportation System Plan to incorporate the Refinement Plan by reference, and Co-Adopting the Plan as a Refinement Plan to the Junction City Transportation System Plan, and Adopting a Severability Clause.

I. MOTION

For January 27, 2010: Move approval of the first reading and set the second reading and public hearing on Ordinance No. PA 1257 for February 10, 2010, 1:30 p.m.

For February 10, 2010, or a subsequent work session: Move approval.

II. AGENDA ITEM SUMMARY

The Board is being asked to amend a Lane County Rural Comprehensive Plan component by co-adopting with Junction City and the Oregon Transportation Commission (OTC) the Junction City Highway 99 Refinement Plan (Refinement Plan) as a Refinement Plan to the Junction City and Lane County Transportation System Plans (TSP), and as an Oregon Department of Transportation (ODOT) Facility Plan. The Lane County TSP is a Special Purpose Plan of the Lane County Comprehensive Plan. The Refinement Plan includes lands that are within the city limits of Junction City, outside the city limits and inside the Junction City urban growth boundary (ugb), and outside the Junction City ugb on rural Lane County land.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

The Board co-adopted the Junction City Transportation System Plan (TSP) in 2000. The Junction City TSP identified Highway 99 (Hwy 99), a state facility, as a critical facility to the citizens of Junction City and projected the highway would reach capacity within the 2015 planning horizon. Policy T-37 in the Junction City TSP states that the City will work with the Oregon Department of Transportation (ODOT) to develop the Refinement Plan.

Lane County participated with a consultant, DKS Associates, state agencies, regional partners and local stakeholders in the development of the Refinement Plan. DKS Associates worked with a Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC)

developing several alternative scenarios for improving Hwy 99. The TAC was made up of staff from ODOT, the Department of Land Conservation and Development (DLCD), Lane Transit District, Lane County, and Junction City. DKS Associates provided engineering analysis to develop alternative solutions. After several meetings and two open houses, the TAC and CAC selected a preferred alternative in September 2007. The project involved extensive public outreach by the consultant.

An open house held in September 2007 was well attended, with about 80 people showing interest in the proposal. The project consultant presented the results of modeling analysis of three preferred alternatives that were filtered from a larger list by the TAC and the CAC: 1) Ivy/Juniper "couplet", 2) Ivy/Holly couplet, and 3) a bypass. The couplet design involves modifying the existing four lane, two way Hwy 99 alignment to accommodate southbound travel only along Ivy Street (Hwy 99), with northbound travel rerouted to a parallel street one block away. Separating the northbound and southbound traffic reduces turning conflicts at intersections and provides additional right-of-way for capacity and streetscape improvements. The couplet improves Hwy 99 through Junction City by providing better pedestrian, bicycle and transit facilities. The Refinement Plan indicates that all the alternatives performed similarly well with regard to operational performance and intersection functionality. The CAC, and the TAC unanimously endorsed the Ivy/Holly couplet as the preferred alternative because it will have relatively fewer impacts on surrounding existing land uses than other alternatives.

Adoption of the Refinement Plan requires that actions be taken by Junction City, Lane County and the OTC. The following actions have been taken towards adoption of the Refinement Plan.

A joint work session for the City Council and Planning Commission of Junction City was held on January 22, 2008. The consensus was to support the Refinement Plan and to have staff proceed with the formal adoption process, recommending the Ivy/Holly couplet as the preferred alternative (Minutes are in Attachment 5c).

The Lane County Roads Advisory Committee (RAC) received a briefing on the Refinement Plan on February 27, 2008. Members of the RAC present at the briefing voted unanimously to recommend to the Board its adoption based on technical merits (Minutes are in Attachment 3).

The Junction City Planning Commission held a public hearing concerning the Refinement Plan on March 18, 2008 and unanimously voted to recommend to the Junction City Council its adoption (Minutes are in Attachment 4c).

The Lane County Planning Commission (LCPC) held a work session to review the Refinement Plan on April 1, 2008 (Minutes are in Attachment 4b).

The LCPC held a public hearing regarding the Refinement Plan on April 15, 2008 and voted 6-2 (with Commissioners Arkin and Siekiel-Zdzienicki voting in opposition) to recommend to the Board its adoption. Concerns expressed by Commissioners Arkin and Siekiel-Zdzienicki included the construction of a new road segment through prime farmland to extend Prairie Road and that the plan did not adequately provide for public transportation. Ed Moore of DLCD testified that he felt the plan was solid; he stated that although the State was reluctant to see improvements to rural roads that serve urban areas, he was not certain any alternatives to extending of Prairie Road and Pitney Lane existed that would cause Hwy 99

to meet highway mobility standards. There was no public testimony at the public hearing (Minutes are in Attachment 4a).

The LCPC had concerns regarding the phasing of the project, particularly with the timing of proposed improvements to the intersection of Hwy 99 and 1st Street/River Road in Phase 2. Given the size of the intersection, the LCPC thought improvements to it would be more appropriately made in Phase 1. After the LCPC hearing, ODOT and the consultants revisited the preferred alternative to explore whether anticipated congestion at the intersection of Hwy 99 and 1st Street/River Road could be addressed through transportation improvements located entirely within the Junction City ugb. They concluded that improvements at the intersection could not be accommodated within the Junction City ugb absent significant modification of the adjacent rail line. The LCPC also had concerns regarding the timing of proposed improvements to Prairie Road and Pitney Lane, acknowledging their contribution to the smooth operation of the couplet design. Other issues raised by the LCPC during the April 15, 2008 public hearing included widening of Pitney Lane to meet collector standards, whether transportation improvements outside the ugb would encourage development, the timing of Junction City's periodic review and consideration of alternative modes of transportation. With regard to some of those concerns, including concerns about alternative transportation modes, it must be noted that the Refinement Plan only addresses the design of Hwy 99. The Junction City TSP does, in fact, address alternative transportation modes.

The Junction City Council held a work session on February 24, 2009 (Minutes are in Attachment 5b) and held a public hearing on March 10, 2009 to review and deliberate on the Refinement Plan (Minutes are in Attachment 5a). The Junction City Council voted 5-1 for adoption of the Refinement Plan, with Councilor Bruncheon opposed. Junction City staff indicated that Councilor Bruncheon may have been concerned about how ODOT's access management strategy might impact businesses along Hwy 99 through Junction City.

Any written testimony received will be presented to the Board either in supplementary materials or at the work session. The land use record for the Refinement Plan is kept in Land Management Division. A binder of the record is in the Board Office.

B. Policy Issues

The Lane County TSP lists goals and policies relevant to this action:

Goal 2: Promote a safe and efficient state highway system through the State Transportation Improvement Program and support of ODOT capital improvement projects.

> *Policy 2-a: Safe movement of vehicles on the State system and, where allowed, bicyclists and pedestrians shall be a priority. Lane County supports development and implementation of ODOT projects that improve the safety, operation, and structural characteristics of the State highway and bridge system, provided they are consistent with the TSP and applicable federal, state, and local regulations.*
>
> *Policy 2-b: The County shall coordinate, as appropriate, with ODOT in:*
> *(i) plan development;*
> *(ii) managing the existing State system; and*
> *(iii) designing and developing facility improvements on the State system in Lane County.*

Goal 6: Provide safe and convenient opportunities for bicycle and pedestrian travel throughout Lane County.

> *Policy 6-f: The County generally will support State projects that include bicycle and pedestrian facilities.*

Goal 7: Promote logical and efficient bicycle and pedestrian connections within the Lane County transportation system and between the County's and other jurisdictions' transportation systems.

> *Policy 7-a: In planning and implementing transportation system improvements, Lane County will coordinate with other affected jurisdictions to maximize bicycle and pedestrian route connectivity.*
>
> *Policy 7-b: The County will look for opportunities to partner with ODOT and City agencies on bicycle and pedestrian facilities when roads of different jurisdictions intersect, in order to provide adequately for bicycle and pedestrians travel to local destinations.*

Other policy issues concerning rural road improvements that serve urban uses are discussed in the analysis section below. All applicable Comprehensive Plan policies are addressed in the Findings and Conclusions in Exhibit B to the Ordinance.

C. Board Goals

The following Lane County Strategic Goals adopted by the Board for 2001-2005 relate to this item:

- *Provide opportunities for citizen participation in decision making, voting, volunteerism and civic and community involvement.*
- *Contribute to appropriate community development in the areas of transportation and telecommunications infrastructure, housing, growth management, and land development.*

D. Financial and/or Resource Considerations

Proposed transportation improvements articulated in the Refinement Plan will need to be included in the Statewide Transportation Improvement Program (STIP) to be funded. The Refinement Plan does not guarantee that improvements will be funded nor does it specify who will pay for improvements to county transportation facilities identified in the Refinement Plan. Funding options are listed in Chapter 7 of the Refinement Plan beginning on Page 20.

E. Analysis

The Refinement Plan is a refinement to the County TSP applying only to Hwy 99 and supporting transportation facilities. The purpose of the Refinement Plan is to determine how best to preserve the function of Hwy 99 through Junction City. To further that objective, improvements to facilities inside and outside the ugb that will reduce congestion on the highway are recommended. The Refinement Plan identifies a preferred alternative (the couplet design described in Section A above). Existing driveway spacing on Hwy 99 does not meet current standards. ODOT intends to consolidate access along Hwy 99 in accordance

with an Access Management Plan which is part of Chapter 6 of the Refinement Plan. The Access Management Plan identifies short, medium and long range access management actions in Table 6-4 and related maps beginning on page 40.

Ordinance No. PA 1257 Exhibit B, Findings and Conclusions, addresses all applicable approval criteria for adoption of the Refinement Plan.
The Ivy/Holly couplet design calls for one-way streets with two, 12 foot travel lanes, one, 6 foot bike lane, two, 11 foot sidewalks and on-street parking on one side for each direction through downtown Junction City (see Figure 7.1 for a cross section diagram). South of 1st Avenue the couplet design calls for one-way streets with two, 12 foot travel lanes, one, 6 foot bike lane, two, 7 foot sidewalks and two, 4 foot wide planter strips for each direction (see Figure 7.2 for a cross section diagram). Ivy Street is the street name for Hwy 99 in Junction City. Jurisdiction over Holly Street will be transferred from Junction City to ODOT as part of Refinement Plan implementation. The couplet design also involves improvements to the county road system around Junction City to relieve congestion on Hwy 99. These improvements are discussed in more detail with regard to urban-rural land use issues in Chapter 7, Page 15 (page 175 of 264) of the Refinement Plan and in the Goal 3 and Goal 12 findings contained in Exhibit B to the Ordinance.

The preferred alternative couplet design incorporates transportation demand management by providing for bike lanes, accommodating bus stops and making the Hwy 99 corridor through Junction City safer for pedestrians. The pedestrian environment will be improved with wider sidewalks, "bulb outs" at intersections for safe crossing, and landscaping and street furniture to make the corridor more walkable.

Several issues will have to be resolved in order to implement the Refinement Plan. The most significant are:

- construction of the preferred alternative will require the relocation of the Burlington Northern Santa Fe (BNSF) railroad line which currently runs down Holly Street. Negotiations between ODOT and BNSF concerning relocation of the rail line are ongoing.

- the intersection of 1st Avenue and Hwy 99 is expected to perform at Level of Service "F" or a volume to capacity (v/c) ratio greater than one (measures of operational failure) by 2026 under the no-build scenario. If the preferred alternative is constructed, the intersection is expected to operate adequately only through 2011 absent the extension of Prairie Road to River Road.

The Junction City area will see significant gains in employment over the next six years as the state prison and hospital facilities are opened. The Oregon Department of Corrections and the Oregon Department of Human Services announced in 2007 their plans to construct two state facilities, a prison and a hospital, in Junction City. The facilities will locate on 236 acres of vacant industrial land approximately 2½ miles south of the city limits of Junction City. Water and sewer facilities are being extended to serve the prison and hospital. Junction City submitted a land use application to Lane County on August 31, 2009 to bring the prison and hospital sites into its ugb. The 360 bed hospital facility is scheduled to open in 2013 and a 1,800 bed prison facility is planned for construction in late 2014. The hospital facility is expected to create approximately 1,300 jobs. These new uses were incorporated into the Hwy 99 alternatives analysis.

Challenges faced by the TAC and CAC in arriving at the preferred alternative involved preserving access for existing users along Hwy 99, pedestrian and bicycle considerations, the

proximity of two railroad lines to Hwy 99 and long term operational performance at the intersection of 1st Avenue and Hwy 99. Numerous accesses serving commercial properties along Hwy 99 through Junction City were assessed during the development of the Access Management Plan. Many of the accesses will remain until properties are redeveloped, at which time they will be modified, consolidated or closed. All property owners affected by the project were contacted and their concerns addressed, with some exceptions. A concern regarding the closing of alley access was expressed by Linda Van Orden, President of the Junction City Historical Society. Ms. Van Orden stated that both Junction City museums are accessed from alleys. The Access Management Plan in Chapter 6 of the Refinement Plan recognizes that existing development depends on current access location and design. The Access Management Plan provides for such cases by stating "modifications of access should be delayed until the site is redeveloped." Therefore, modification of access to both Junction City museums will likely be delayed until the properties redevelop.

Implementation of the Refinement Plan is scheduled in multiple phases (see Figure 7-5, Project Phasing, in Exhibit A to Ordinance No. PA 1257). Phase 1 involves construction of the north couplet from the Hwy 99E/99W split in the north to 1st Avenue and River Road in the south.

The Refinement Plan involves two Comprehensive Plans, Junction City's and Lane County's. The area lying outside the Junction City ugb is subject to Lane County Rural Comprehensive Plan land use requirements. The area within the ugb is subject to Junction City's Comprehensive Plan land use requirements, and Lane Code Chapter 10 with regard to those lands inside the ugb and outside the city limits (until they annex). There are a number of parcels of land (comprising approximately 267 acres) in the Refinement Plan study area which are within the ugb and outside the city limits.

Recalling information in Section II, Agenda Item Summary, another procedural layer relates to Special Purpose Plans. County adoption of a General Plan/Comprehensive Plan, Lane Code Chapter 12 and Lane Code Chapter 16 dictate that both Lane Code Chapters 12 and 16 be addressed when adopting refinements to Special Purpose Plans in order to apply such plans inside and outside ugbs. In more detail, Lane County adopted a Comprehensive Plan prior to adoption of state land use law, and adopted Lane Code Chapter 12, "Comprehensive Plan" to specify how to implement and amend it. LC Chapter 12 was first adopted in the 1970's or earlier. The first County TSP was adopted in 1980 (a Master Road Plan was adopted in the 1970s). The General Plan Policies document contains Chart One (Attachment 8). As shown in Chart One, Single Purpose Plans may include Metro, rural and small city areas. County Roads exist both in and outside of cities all over the County including in the Junction City Hwy 99 Refinement Plan area, and they are regulated by the County TSP which is implemented by Lane Code and Lane Manual Chapter 15. Lane County, however, has no land use or zoning authority within city limits.

As noted, in 1984 Lane County enacted a "Rural Comprehensive Plan" and adopted Lane Code Chapter 16 to implement it and comply with statewide land use law in areas outside of ugbs. LC Chapter 16 specifies that the TSP is a special purpose plan pursuant to Lane Code 16.400(4)(b)(i). This is equivalent to the "Single Purpose Plan" definition in Chart One of the Lane County Comprehensive Plan policies (which became "Rural" Comprehensive Plan policies with the enactment of statewide land use law, with each respective City having its own Comprehensive Plan, and Eugene-Springfield having a Metropolitan Area Plan, with no overlapping boundaries).

In summary, with adoption of "Single Purpose" and "Special Purpose" provisions in the Comprehensive Plan, the Rural Comprehensive Plan, and Lane Code Chapters 12 and 16, and with the Rural Comprehensive Plan applicable only outside of ugbs, it is necessary to adopt findings of consistency with both Lane Code Chapters 12 and 16 in order for such plans to apply to County facilities throughout the county, both inside and outside of ugbs. Also, by co-adopting the Refinement Plan with Junction City it becomes a component of the City Comprehensive Plan as well.

The Refinement Plan includes references to transportation facilities and uses outside the Junction City ugb. Transportation facilities referenced in Chapter 7 of the Refinement Plan under "local facility improvements" beginning on page 9 include the extension of Prairie Road, the realignment of Prairie Road to improve geometry at the Union Pacific Railroad crossing, the realignment of Pitney Lane to join Oaklea Drive at High Pass Road, the improvement of Pitney Lane to collector standards from Hwy 36 north to Bailey Lane and widening shoulders along River Road between Hwy 99 and Lovelake Road.

By definition lands outside of ugbs are not urban, but are "rural" under state land use law. OAR 660-012-0065 identifies transportation facilities and improvements that may be allowed on rural lands, consistent with Goal 3, 4, 11, and 14 without a goal exception. OAR 660-012-0070(1) states, "Transportation facilities and improvements which do not meet the requirements of OAR 660-012-0065 (Attachment 6) require an exception to be sited on rural lands." An exception to Goal 3 may be necessary prior to construction of these transportation facilities, depending on whether a ugb expansion were to occur first, and on other circumstances and land use law requirements in existence when future construction occurs. The necessity for an exception is most appropriately addressed during the improvement design process to account for circumstances and regulations in existence at the time improvements take place. This issue is discussed in the Refinement Plan in Chapter 1, page 8, Chapter 5, pages 4, and 26, Chapter 6, pages 3, 11, 23, 24, 32, 33, and 63, and Chapter 7, pages 15, 16, 17, and 18. It was also explicitly raised as an issue during the LCPC meetings on April 1, 2008 and April 15, 2008. Mr. Ed Moore, the DLCD Community Services Division South Willamette Valley Regional Representative, was present at the April 15, 2008 public hearing before the LCPC and his comments are reflected in the minutes of the work session preceding the public hearing (Attachment 4a). He stated, in part, that ODOT would support the couplet design and that the Refinement Plan included the necessary safeguards to assure additional planning work on County road improvements outside the ugb complies with statewide planning rules.

IV. Alternatives/Options

1. Approve the Ordinance.

2. Approve a revised version of the Ordinance.

3. Do not approve the Ordinance.

V. TIMING/IMPLEMENTATION

Proposed transportation improvements articulated in the Refinement Plan will need to be included in the Statewide Transportation Improvement Program (STIP) to be funded. Lane County projects listed in the STIP are recommended by the Board (or by a future Lane County Area Commission on Transportation) for approval by the Oregon Transportation Commission.

Any improvements to Pitney Lane, Prairie Road and River Road that are not fully funded in the STIP would need to be funded by the Road Fund through inclusion in the Lane County Capital Improvement Program (CIP) or some other revenue source.

If the Ordinance is enacted, local adoption of the Refinement Plan will be complete once a Notice of Adoption has been received by DLCD and the 21 day appeal period has expired.

VI. RECOMMENDATION

Staff recommends Option 1. This would be consistent with City co-adoption action and anticipated OTC action.

VII. FOLLOW-UP

If Option 2 is chosen, then it will be necessary to re-open discussions with ODOT and Junction City and determine whether any proposed changes can be supported by the respective jurisdictions. Depending on the significance of any revisions, additional City and County Planning Commission and City Council hearings may be necessary. We anticipate ODOT staff can be present to answer questions at the hearing or a subsequent work session.

Should the Board choose Option 3, an Order with findings setting forth the Board's reasons for denying the Ordinance would be prepared and returned to the Board for a third reading and adoption on a date certain set by the Board. The Board would need to articulate how the proposal is inconsistent with the approval criteria.

Notice of Board action will be provided to DLCD and all interested parties.

VIII. ATTACHMENTS

Attachments/Binder Contents:

Agenda Cover Memo

1. Ordinance No. PA 1257 and Exhibits
   Exhibit A, OR 99 Junction City Refinement Plan
   Exhibit B, Lane County TSP Text Amendment
   Exhibit C, Lane County Findings of Fact
   Exhibit D, Junction City Findings of Fact

2. Lane County Planning Commission Hearing Notice
   DLCD Notice of Proposed Amendment

3. Roads Advisory Committee (RAC), Update February 27, 2008 Minutes

4. Planning Commissions
4. a. Lane County Planning Commission, Public Hearing April 15, 2008 Minutes
4. b. Lane County Planning Commission, Work Session April 1, 2008 Minutes
4. c. Junction City Planning Commission, Public Hearing March 18, 2008 Minutes

5. City Council
5. a. Junction City Council March 10, 2009, Public Hearing Minutes, Agenda Item Summary

Report and Attachments

5. b. Junction City Council, Work Session February 24, 2009 Minutes

5. c. Joint Junction City Council and Planning Commission, Work Session January 22, 2008 Minutes

6. State Land Use Goal 12 "Transportation Planning Rule" Section 660-012-0065

7. Junction City Transportation System Plan

8. Chart One, Lane County General Plan/Lane County Rural Comprehensive Plan

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. PA 1257

) In the Matter of Adopting the Junction City Highway
) 99 Refinement Plan as a Refinement to the Lane
) County Transportation System Plan, Amending the
) Lane County Transportation System Plan to
) incorporate the Refinement Plan by reference, and
) Co-Adopting the Plan as a Refinement Plan to the
) Junction City Transportation System Plan, and
) Adopting a Severability Clause

WHEREAS, the Oregon Department of Transportation (ODOT), Lane County, and Junction City are contemplating improvements to state and local transportation facilities in and around the Highway 99 corridor through Junction City, to address safety, mobility, multi-modal travel, and substandard facility issues; and

WHEREAS, the Junction City Highway 99 Refinement Plan (Refinement Plan) describes in detail the improvements, and associated ODOT access control management, that ODOT, Lane County, and Junction City are contemplating; and

WHEREAS, the Board of County Commissioners (Board) is in support of constructing the proposed improvements; and

WHEREAS, adoption of the Refinement Plan as a refinement to the Lane County Transportation Plan and co-adoption as a refinement plan to the Junction City Transportation System Plan for the area within the jurisdiction of that plan is necessary prior to construction of the improvements; and

WHEREAS, the Board adopted the Lane County Rural Comprehensive Plan with Ordinance PA 883; and

WHEREAS, the Rural Comprehensive Plan describes the hierarchical relationship between that Plan and its components; and

WHEREAS, the Comprehensive Plan for Lane County includes the comprehensive plans for each of the cities within the county and special purpose plans such as transportation system plans; and

WHEREAS, the Board adopted the Lane County Transportation System Plan by Ordinance No. PA 1202, on May 5, 2004, and co-adopted the Junction City Transportation System Plan by Ordinance No. PA 1151, on November 1, 2000; and

WHEREAS, Lane Code 12.050 and 16.400 set forth procedures for amendments of components of the Comprehensive Plan for Lane County; and

WHEREAS, the Lane County Roads Advisory Committee received a briefing on the Refinement Plan on February 27, 2008 and unanimously voted to recommend to the Board its adoption based on technical merits; and

WHEREAS, the Junction City Planning Commission reviewed the Refinement Plan proposal and considered public testimony on March 18, 2008 in a public hearing and unanimously voted to recommend to the Junction City Council its adoption; and

WHEREAS, the Lane County Planning Commission reviewed the Refinement Plan proposal on April 1, 2008 and considered public testimony on April 15, 2008 in a public hearing, voting to recommend to the Board its adoption; and

WHEREAS, the Junction City Council reviewed the Refinement Plan proposal on February 24, 2009 and held a public hearing on March 10, 2009, voting to support adoption of the Refinement Plan as a refinement to the Junction City Transportation System Plan; and

WHEREAS, evidence within the record documents that the Refinement Plan meets the requirements of Lane Code Chapters 12 and 16, and the requirements of applicable state and local law; and

WHEREAS, on January 27, 2010 the Board conducted a 1st Reading on the Refinement Plan; and

WHEREAS, on February 10, 2010 the Board conducted a public hearing, considered all testimony, and is now ready to take action;

NOW, THEREFORE, the Board of County Commissioners of Lane County Ordains as follows:

Section 1. The Junction City Highway 99 Refinement Plan as set forth in Exhibit "A" attached hereto, and incorporated here by this reference, is adopted as a refinement plan to the Lane County Transportation System Plan and co-adopted with Junction City as a refinement plan to the Junction City Transportation System Plan.

Section 2. The Lane County Transportation System Plan, a Special Purpose Plan under the Lane County Rural Comprehensive Plan, as adopted by Ordinance No. PA 1202, is amended by repeal of the first sentence on Page 77 thereof and the addition of a reference to the adopted Junction City Highway 99 Refinement Plan as set forth in Exhibit "B".

FURTHER, although not a part of this Ordinance, the Board of County Commissioners adopts Lane County findings in support of this action as set forth in Exhibit "C" and Junction City findings in support of this action as set forth in Exhibit "D".

If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion is deemed a separate, distinct and independent provision, and such holding does not affect the validity of the remaining portions thereof.

ENACTED this _____ day of _____, 2010

William A. Fleenor, Chair
Lane County Board of Commissioners

Melissa Zimmer, Secretary
Lane County Board of Commissioners

APPROVED AS TO FORM
Date 1/20/10 Lane County
OFFICE OF LEGAL COUNSEL

OR 99
JUNCTION CITY
REFINEMENT PLAN

ADOPTED _____ , 2008

PREPARED FOR THE CITY OF JUNCTION CITY BY

LCOG
LANE COUNCIL OF GOVERNMENTS

DKS Associates
TRANSPORTATION SOLUTIONS

EXECUTIVE SUMMARY

Due to the growth in Junction City (City), recent changes in land uses, and a 3.22% average annual increase in travel every year since 1996, the OR 99 Refinement Plan (Refinement Plan), which includes an access management plan, is necessary to complete the City's Transportation System Plan (TSP). The purpose of this Plan is to determine how best to preserve the function of OR 99 through the City. This includes improvements to the surrounding local transportation system that combines the vision of the City's Downtown Plan with State, County and local transportation and land use planning efforts. The Plan aims to enhance the quality of life in Junction City by providing a project recommendation for improvements to OR 99 that meet the travel needs of the community.

With funding from the State's Transportation Growth Management (TGM) Program, the Plan was developed between July 2006 and January 2008. The scope of the project included several steps. First, extensive data collection, transportation computer modeling and mapping were developed into an existing conditions analysis. Second, a range of facility improvement alternatives were identified, then screened for feasibility and evaluated for operational performance that would lead to a long-term solution. The alternatives were then further analyzed and reduced to three. After significant input from several stakeholders, a preferred alternative was identified.

A project management team, technical advisory committee (TAC) and citizen advisory committee (CAC), and thoughtful participation from the public via open houses, written and emailed comments and countless conversations, generated diverse dialog which shaped this project's development at all levels.

The Refinement Plan contains several useful tools. First, a project – the preferred alternative – is recommended. Strong consensus indicated that the preferred design alternative for OR 99 is a couplet between OR 99 or Ivy Street (southbound) and Holly Street (northbound). In addition, an implementation phasing plan, an access management plan, and a funding analysis were developed for the preferred alternative. These tools provide the City with a framework for moving toward a design solution for OR 99 through Junction City that meets the needs of the State facility and the community.

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Chapter 6 - Refined Alternatives Evaluation

Chapter 7 - Preferred Alternative

Appendix [Printed as Separate Document]

ACKNOWLEDGEMENTS

City Administrator David Clyne
Planning Director Kay Bork

CITY COUNCIL

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Ethan Nelson, President
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Petra Schuetz, Project Manager, Lane Council of Governments
Celia Barry, Senior Planner, Lane County Public Works Transportation Division
Ed Moore, Area 5 Senior Planner, Oregon Department of Transportation
Kay Bork, Planning Director, Junction City
Sue Geniesse, TGM Project Manager, Oregon Department of Transportation

FUNDING

This project was funded by the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD). The TGM Program relies on funding from the federal Safe, Accountable, Flexible, Efficient, Transportation Enhancement Act – Legacy for Users (SAFETEA-LU) funding and the Oregon Lottery. The Refinement Plan scope was structured around State land use and transportation policies. While it is consistent with these policies, this Refinement Plan does not necessarily reflect all of the views and policies of the State of Oregon.

The identified preferred alternative in this Refinement Plan contains a project recommendation and future improvements to OR 99 within Junction City and a discussion of possible means of funding these improvements. The Refinement Plan does not, however, obligate or imply obligations of funds by any jurisdiction for project level planning or construction. The preferred alternative project is eligible for inclusion in State, County, and local documents such as the State Transportation Improvement Program (STIP) and the Lane County Capital Improvements Program (CIP). Further, if Junction City is incorporated into a Metropolitan Planning Organization (MPO) in the future, the proposed project would be eligible for inclusion into regional planning documents. Inclusion into such documents is contingent upon State, County, and local efforts to prioritize, champion, identify and secure funding.

It is also important to note that the recommended projects on the State of Oregon transportation system cannot be considered to be reasonably likely to be constructed during the identified planning horizon as defined by Oregon Administrative Rule 660-0012-0060. Consequently, these projects cannot be relied upon to support plan amendments or zone changes and achieve compliance with Oregon Administrative Rule 660-0012-0060 unless or until they are included in an adopted State Transportation Improvement Program or a specific funding source is identified and supported by ODOT in writing or a specific funding plan that is supported by ODOT in writing is developed. The projects on the State of Oregon transportation system recommended in this document simply represent state and local agreement about State transportation system needs in Junction City that have been identified through this planning process. The process of funding the recommended projects on the State of Oregon transportation system through the STIP is discussed in greater detail in the Funding section of this Plan.

Chapter 1
Background, Policy, and Study Review

Introduction

Project Description

Due to growth in Junction City, Oregon, recent changes in land uses, and a 3.22% increase in travel per year on OR 99 since 1996; OR 99 through Junction City needs to be improved. State and local officials have developed a common understanding that an OR 99 refinement plan and access management plan are necessary to complete the City's Transportation System Plan (TSP) and protect long term functionality of this vital transportation corridor.

The purpose of this OR 99 Refinement Plan (Refinement Plan) is to determine how best to preserve the function of OR 99, including improvements to the surrounding local system that will reduce pressure on the state facility. Further, it is acknowledged that existing access spacing is less than current standards. Spacing deviations are examined to minimize impacts to property while improving long term safety and operations and an access management plan is incorporated into this document to address access issues. Overall project recommendations encompass a combination of measures aimed at improving efficiency, including access management policies, actions, and treatments, intersection improvements, and local street connections.

Project Objectives

The Refinement Plan accomplished the following objectives:

- Identify roadway facility needs, both on the highway and on the surrounding local system
- Solve short and long term problems associated with the safe operation of the highway through the city, including access management and pedestrian and bicycle crossing issues
- Identify decision thresholds for implementing the plan
- Adopt the Refinement Plan through a public process as an amendment to the Junction City TSP

Planning Process

The overall work approach for this analysis included several steps and numerous participants. First, the project management team developed a participation structure, defined the project decision making process, and developed a schedule. The Refinement Plan preferred alternative relied heavily on the participation of several bodies.

Project Management Team (PMT)

The PMT was comprised of representatives from Junction City, ODOT, the consultant – DKS Associates, Lane Council of Governments, and later, Lane County. This team met monthly between June 2006 and January 2008 to fulfill the contracted requirements of the project, provide peer feedback, and participate in the technical and public outreach efforts.

Technical Advisory Committee (TAC)

The TAC provided technical guidance for the Refinement Plan. TAC membership included the PMT, Federal Highway Administration, Transportation Planning Analysis Unit (TPAU), ODOT Access Management, Department of Land Conservation and Development (DLCD), Lane County (County), Lane Transit District, Junction City School District, railroad operators, and additional Junction City Staff. Four formal meetings were held to review project deliverables by the TAC prior to taking them to the Citizen Advisory Committee for feedback. Consensus was found in choosing both the broader design alternatives and, ultimately, the preferred alternative.

Citizen Advisory Committee (CAC)

A 20-person Citizen Advisory Committee (CAC) was formed to provide input on project process. The membership consisted of several diverse stakeholders including, but not limited to the Lane County Roads Advisory Committee (RAC), a "through user", adjacent property owners, bike and pedestrian users, and business owners. Four formal meetings were attended by this committee. The CAC provided important feedback throughout the development of the Refinement Plan. Consensus within the CAC was found in choosing both the broader design alternatives and, ultimately, the preferred alternative. These decisions also reflected, in large part, the TAC decisions.

Extended Public Outreach

The PMT also developed a public involvement program to solicit participation in transportation planning in Junction City. Draft documents were available at Junction City Hall; notices to public open houses were printed in the regional newspaper and distributed throughout the community with flyers. The City website reflected project progress, and City staff and project managers were accessible by email, phone, and written correspondence throughout the project. Significant one-on-one dialog between project managers and citizens catalyzed the relatively high public participation at open houses as well as minimal negative feedback about the chosen design alternatives and the preferred alternative. A qualitative assessment of written and verbal feedback throughout the project characterized the pubic outreach efforts as inclusive and fair. In particular, the one-on-one effort that DKS invested into discussions with property owners about access management issues was beneficial to the project's success.

Adoption Process

Within the scope of the TGM program, two open houses focused on the community at large. Both events attracted several people, with diverse backgrounds and opinions. The second open house, which concentrated on a final access management plan and the selection of a preferred alternative, drew over 90 participants (including staff).

The adoption of the Refinement Plan took several steps and provided several additional opportunities for public input. Many decision-making bodies reviewed the Refinement Plan prior to adoption. Public hearings, work sessions and meetings included:

- Joint Session between the Junction City Planning Commission and City Council
- Recommendation by Lane County Roads Advisory Committee
- Recommendation by Lane County Planning Commission
- Recommendation by Junction City Planning Commission
- Adoption by Junction City City Council
- Adoption by Lane County Board of Commissioners
- Adoption by Oregon Transportation Commission

The additional steps of the project are detailed in the Refinement Plan including:

- *Data Collection* – review of new documentation relating to OR 99 operations, traffic counts, coordinated transportation modeling conditions, and GIS mapping.
- *Existing Conditions Analysis* – analysis and validation of existing safety, operating and geometric conditions, future year traffic volumes, and future operating conditions.
- *Alternatives Identification* – identification of a range of facility management and improvement alternatives and conducted a qualitative/quantitative screening process to select the most feasible alternatives for comprehensive operational and geometric evaluation.
- *Alternatives Evaluation* – evaluating the operational performance and geometric feasibility of the selected alternative scenarios using the future traffic volumes. In addition, a threshold analyses is conducted to determine the points at which various recommended improvements will be required (in terms of both time and demand), and development of phasing concepts that could be implemented as a series of short term improvements that lead to successfully implementing the recommended long-range solution.
- *Plan & Implementation Package* – preparation of the Refinement Plan with a recommended implementation package, including a list of short- and long-range or phased improvements, complementary local system improvements and management strategies, and an analysis of financing mechanisms for projects identified in the Capital Improvement Plan.
- *TSP Amendment Adoption* – facilitation of adoption of the Refinement Plan as a component of the Junction City TSP.

Policy Review

The first step in developing the Refinement Plan is to identify and analyze updates to major long-range planning documents since the adoption of the Junction City TSP on 2000 to ensure consistency between statewide and local planning processes. Several policy refinements were been made during this period both at the State and County level. The Oregon State Transportation Planning Rule (TPR), for example, experienced an entire overall. Other documents, such as the Oregon Highway Plan (OHP) amended specific actions. It is both

unrealistic and unnecessary to describe the breadth of each change in this Refinement Plan. However, a substantial effort was made to highlight the amendments most relevant to the Junction City TSP Update. The remaining portion of this chapter outlines the changes to State and County planning requirements that provided guidance for the development of the Refinement Plan.

State

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan for Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation and railroads. The OTP establishes policies, strategies and initiatives for addressing the challenges and opportunities in the next 25 years and guides transportation investment decisions. An OTP update was adopted by the Oregon Transportation Commission (OTC) October 2006. Key updates/changes to the plan since 2002 that are relevant to the Junction City TSP Update include, but are not limited to, the following basic principles:

- Investments will weigh heavily on maintaining the existing transportation infrastructure and to use those facilities more efficiently.
- More language is incorporated to emphasize the importance of mode choice.
- Increased prioritization of safety issues and projects.
- Emphasis on freight mobility.
- Capacity building projects should make the following considerations:
  - Ensure that strategic investments balance maintenance and preservation needs with critical capacity enhancements and operations
  - Recognize that safety may be a strategic investment
  - Address key bottlenecks where feasible. This encompasses driver behavior and places where constricted movements are creating delay for passenger or goods movements including interchanges, tunnels, bridges, rail yards, transit malls and other hubs where existing capacity is overwhelmed by transportation movements.
  - Support investments where congestion obstructs or impedes movements on key segments of the system.
  - Balance inter-modal investment considering return on investment, all modes and advancement of modal choice.
  - Enhance inter-modal areas which foster the integration of service delivery or provide for more efficient service delivery.
  - Assist in the promotion of job development and retention in areas such as industrial/employment centers.
  - Support the optimal use of technology to resolve issues or improve the effectiveness or integration of transportation elements.
  - Make investments that further the long-term functioning of the system as a whole.
  - Promote appropriate allocation and coordination of jurisdictional responsibility.
  - Support regional and local land use plans.
- Additional work on refining criteria for strategic investments should occur in the multimodal and modal/topic plans that implement the OTP as well as during Statewide Transportation Improvement Program (STIP) development and funding allocations.

These refinements will vary by mode and change over time as the transportation system faces new issues.

Transportation Planning Rule (2007)
The Transportation Planning Rule (TPR) are the administrative rules implemented at the local level that provide agencies a process for considering short range land use actions, long range transportation plans and changes to zoning. On June 29, 2006 the Land Conservation and Development Commission (LCDC) adopted proposed amendments to the TPR. . Key updates/changes to the plan include, but are not limited to, the following areas:

- A Revised the "purpose statement" to more accurately express the overall policy consistent with Goal 12.
- Update requirements for metropolitan area planning (does not directly affect the Junction City planning process).
- Revised rule provisions for "transportation project development" to clarify that decisions made in Transportation System Plans (TSPs) need not be revisited as projects undergo detailed design and approval.
- Consolidated requirements for goal exceptions for transportation projects into the TPR. (Currently exceptions must address the Exceptions Rule as well as the TPR).
- A series of minor and housekeeping amendments were also adopted.

Oregon Highway Plan (2006)
There have been many amendments to the OHP in the last four years. Several do not directly affect the Junction City project. However, there have been amendments to both policy and technical language that could affect the Junction City TSP refinement approach. The follow summarizes the relevant amendments. A full list of amendments made to the OHP since May 29, 2002 can be found in Appendix A.

Technical Corrections
These amendments changed the way that approach spacing standards are administrated in several ways.

- The amendments removed the distinction between "minor" and "major" deviations to the standards. Now there are only "deviations". Deviation review is now automatic when spacing standards can not be met. Several OR 99 access points do not meet the current spacing standards. Deviation review will be part of implementation for the Refinement Plan.
- Division 51 no longer requires that Technical Advisory Committees be convened as advisors for spacing deviation decisions.
- The "M" dimension was one of several measurements used to determine spacing for approaches for freeways with multi-lane crossroads. It is no longer considered to be a useful measurement.

Policies
OR 99 is a state freight route and, therefore, the changes to the freight policies (Policy 4A – Freight Routes) affect the Refinement Plan development.

Policy 1B
Policy 1B implements the OHP Accessibility Policy. More specifically, this policy addresses Highway Segment Designations. Several changes have been made to this policy including an emphasis on developing more compact development patterns with Special Transportation Areas (STAs), Urban Business Areas (UBAs), and Commercial Center (CC) designations. Junction City is not currently designated and is, therefore, considered a 'Non-Designated Urban Highway' (Urban Highway) area. Urban Highway areas have their own set of standards outside the aforementioned designations.

The objective of a non-designated Urban Highway segment is to efficiently move through traffic while also meeting the access needs of nearby properties. Access can be provided to and from individual properties abutting an urban segment consistent with the highway access permitting criteria set forth in OAR 734-051. Transit turnouts, sidewalks, and bicycle lanes are accommodated. OAR Chapter 734, Division 51, establishes spacing standards for Urban Highway segments consistent with the OHP objectives. Non-designated Urban Highways traverse many different types of land use areas, from urban fringe and suburban areas to developed areas and traditional downtown or central business districts. The ODOT Highway Design Manual establishes design standards for these different development patterns along Urban highways, as well as design standards for Expressways, STAs, UBAs and Commercial Centers.

Highway Segment Designations provide benefits to the community including more lenient spacing standards; allowing a lower mobility standard, and providing more opportunity for context sensitive design considerations.

Implementing a highway segment designation was considered with the operational analysis alternatives and is included in Chapter 8.

Policy 1C and 4A
In August 2005, amendments were made to Policy 1C and 4A, which addresses the State Highway Freight System. The Junction City section of OR 99 was designated a freight route; therefore the amendments have an affect on the OR 99 analysis. The changes to these policies can be summarized by the following:

- More emphasis was placed on the importance of providing efficient and reliable movement through a designated freight system.
- Freight routes will be managed according to their highway classification. The OR 99 section through Junction City is a district freight route.
- Management plans will be developed that combine local land use planning needs while recognizing the special significance of the freight route designation. Improvements associated with designated freight routes will impact highway design elements such as roadway section widths, median barriers and intersection design. Statewide Freight Routes in general have higher mobility standards than other highways of the same classification.
- Recognize National Highway System Intermodal connectors as part of the freight network in transportation planning and funding considerations. Manage state-owned Intermodal connectors according to their state highway classification as Regional or District Highways.

- Recognize that local truck routes are important linkages in the movement of freight throughout the state. ODOT will consider requests to establish local government designated truck routes that will serve to detour trucks off the state highway system. ODOT will coordinate with local jurisdictions when designating, managing and constructing a project on a local freight route.

- Develop an amendment process for the identification of additional routes or modifications to the State Highway Freight System.

- Appendix C was updated with new spacing standards.

Lane County

Transportation System Plan

Lane County Transportation System Plan (TSP) was adopted May 2004 (effective June 2004). It was a complete rewrite of the1980 plan. The Lane County and Junction City TSPs are required by the TPR to be mutually consistent. The project list in the Lane County TSP includes projects from the Junction City July 2000 TSP, as follows:

Table 1.

Lane County Transportation System Plan 20-Year Project List Projects on Lane County Roads - Sorted by TSP								
Project Number	Road Name	Limits	Begin Milepost	End Milepost	Length	Source	Description	Estimated Cost
24	High Pass Road Modernization	Hwy 99 to Oaklea Drive	0.000	0.859	0.859	Junction City	Urban Standards, 2-3 lane with curb, gutter, sidewalks, and bike lanes. Need and location of turn lanes to be determined., #5	$1,200,000
25	High Pass Road Modernization (Future)	Oaklea Drive to UGB	0.859	1.520	0.661	Junction City	Urban Standards, 2-3 lane with curb, gutter, sidewalks, and bike lanes. Need and location of turn lanes to be determined., #5	$900,000
21	Oaklea Drive Modernization	19th Ave West to High Pass Rd	1.512	2.534	1.022	Junction City	Urban Standards, 2-3 lane with curb, gutter, sidewalks, and bike lanes. Need and location of turn lanes to be determined., #7	$1,400,000
17	Pitney Lane North	UGB to High Pass Road	1.370	1.509	0.139	Junction City	Urban Standards, 2 lane with curb, gutter, sidewalks, and bike lanes, #11	$200,000
19	Prairie Road Modernization	Highway 99 to High Pass Road	8.030	9.250	1.220	Junction City	Urban Standards, 2-3 lane with curb, gutter, sidewalks, and bike lanes. Need and location of turn lanes to be determined., #8	$1,700,000
26	Prairie Road Widening (Future)	UGB to End (near Hwy 99)	7.300	8.030	0.730	Junction City	Rural Modernization. Widen shoulders. Discussion of prison siting, #9	$1,000,000
27	River Road Modernization*	Hwy 99 to vicinity of Strome Ln	0.000	0.694	0.694	Junction City	Urban Standards, 2-3 lane with curb, gutter, sidewalks, and bike lanes. Need and location of turn lanes to be determined., #10	$970,000
23	5th Avenue West	City Limits to Oaklea Drive	0.000	0.330	0.330	Junction City	Bike-Ped, add sidewalks, restripe to add bike lanes and possibly turn lanes at intersections, #1	$50,000
22	10th Avenue West	Rose Street South to Oaklea Dr	0.000	0.346	0.346	Junction City	Bike-Ped, add sidewalks, restripe to add bike lanes and possibly turn lanes at intersections., #2	$50,000
18	18th Avenue East & Deal St Modernization	Highway 99E to Dane Lane	0.000	0.509	0.509	Junction City	Urban Standards, 2 lane with curb, gutter, sidewalks, bike lanes, and possibly turn lanes at intersections., #4	$700,000
20	18th Avenue West Modernization	Hwy 99W to Oaklea Drive	0.000	0.854	0.954	Junction City	Urban Standards, 2 lane with curb, gutter, sidewalks, bike lanes, and possibly turn lanes at intersections such as Oaklea Dr and Rose Street., #3	$1,200,000

Source: Lane County Transportation System Plan (2004)

The above table represents the current adopted TSP, but note that Project #22, 10th Avenue West, is no longer a County road. Therefore, this project will become a Junction City project during a future Junction City TSP update.

Capital Improvement Program (CIP)
The Lane County Capital Improvement Program (CIP) is a 5-year plan for capital improvements to Lane County's transportation network. In this 5-year plan a number of modernization projects identified in previous CIP cycles had to be cut so that the 07-11 Program would be fiscally representative of current budget projections. Goal 24, Policy 24-a in the Lane County Transportation System Plan (TSP) gives priority to preservation and maintenance (Core Program) of the County road and bridge system.

In the 2008-2012 CIP, there is one County project currently identified for Junction City:

PRAIRIE ROAD
Bailey Lane to High Pass Road
Category: GENERAL CONSTRUCTION
Scope: Two Lane Urban Facility
Justification: Total construction and right of way will be funded by the City of Junction City. The City has also committed to accepting this section of Prairie Road as a City Street. Lane County will provide design and construction services.
Programmed for FY 08/09: Cost: 1,000,000, R/W: 100,000, TOTAL: 1,000,000

Junction City
System Development Charge Update
System Development Charges (SDCs) are often a primary funding tool for transportation February 2005 Resolution (Res. 851), brought an update to the Junction City System Development Charge (SDC) system including Article 3: Streets. The city can charge for non-assessable costs associated with collector and arterial streets. The primary component in calculating street SDCs is vehicle trip ends generated by development at full build out. The Junction City Planning Commission and City Council considered amending the SDC methodology to include state facilities to the collector and arterial street classifications as eligible projects. However, there was general consensus not to amend the methodology to include state facilities at this time. See Chapter 8 for recommendations associated with the Junction City SDCs.

Rail Lines
There have been no substantial changes to the rail companies or maintenance agreements between the City and the rail companies since 2002. At the time this Refinement Plan was adopted, Junction City and rail companies were negotiating both maintenance and franchise agreements. Currently, Burlington Northern Railroad (BN) operates and maintains, but leases to Willamette and Pacific, one track line through Junction City between W. 2nd Avenue and W. 17th. Its primary purpose continues to be for freight movement. In the past 10 years, but more intensely in 2007, there has been a dialog regarding the potential relocation of the BN line along the existing Southern Pacific in order to free the BN right-of-way for local street use. Union Pacific (UP) owns and maintains the second track with its Valley Main Line. This line continues to be the more heavily used line. The passenger train, Amtrak Coast Starlight, continues to operate from UP.

In order for the preferred alternative to move into future planning steps, the rail line on Holly Street would need to be relocated to a different corridor.

Correctional Facility

In November 2002, Kittelson and Associates, Inc. prepared the Transportation Impact Analysis (TIA) for the potential Junction City Correctional Facility (Project No. 3884.03) for the Oregon Department of Corrections (ODOC). This report was completed under the assumption that the facility was to begin construction in 2004. Site decisions have not been made. Funding for this project will not be pursued in the 2007 legislature. Therefore, the tentative planning schedule for this facility has changed from the following: fiscal years 2007-'2009 planning, 2009-2011 construction, and completion in 2012. According to ODOC officials, work completed in the TIA remains the most accurate source for predicting potential traffic impact and planned mitigation if and when the facility is built. The 2002 plan includes plans to construct 1,700-bed minimum and medium security correctional facility. The first phase of the project would construct 400 minimum security beds. The facility would be located approximately 2.5 miles south of the current Junction City city limits. Primary access to the facility is anticipated to be provided via Milliron Road, with possible secondary emergency access available via Highway 99. The findings of the operational analysis include both ODOT and Lane County intersections. Both tables, below, present 2002 traffic conditions, forecast future conditions with and without site development, and the corresponding 2002 operating standard that must be maintained at each intersection

Table 2.

Summary of ODOT Study Intersection Operations
(Peak 15-Minute Intersection Volume-to-Capacity Ratio Operational Analysis Findings)

Intersection	Time of Day	Year 2002 Existing Traffic V/C Ratio	Year 2005 Traffic Conditions V/C Ratio		Year 2010 Traffic Conditions V/C Ratio		ODOT Maximum V/C Standard
			Without Site	With Site	Without Site	With Site	
Meadowview Road/ Highway 99*	AM Peak	0.02	0.02	0.02	0.03	0.03	0.70
	PM Peak	0.04	0.05	0.05	0.06	0.06	0.70
Milliron Road/ Highway 99*	AM Peak	0.01	0.01	0.03	0.03	0.10	0.70
	PM Peak	0.01	0.01	0.02	0.02	0.02	0.70
Highway 36/ Highway 99	AM Peak	0.44	0.53	0.53	0.59	0.60	0.75
	PM Peak	0.63	0.67	0.67	0.70	0.70	0.75
1st Ave/River Road/ Highway 99	AM Peak	0.61	0.60	0.60	0.65	0.67	0.80
	PM Peak	0.93	0.72	0.72	0.79	0.79	0.80
6th Avenue/ Highway 99	AM Peak	0.47	0.53	0.54	0.59	0.61	0.80
	PM Peak	0.68	0.82	0.82	0.91	0.91	0.80
10th Avenue/ Highway 99	AM Peak	0.46	0.54	0.54	0.60	0.61	0.80
	PM Peak	0.62	0.66	0.67	0.72	0.73	0.80
Highway 99E/ Highway 99W	AM Peak	0.34	0.41	0.41	0.45	0.45	0.80
	PM Peak	0.43	0.51	0.51	0.55	0.56	0.80

V/C = Volume-to-Capacity Ratio
ODOT= Oregon Department of Transportation
*Note: Intersection V/C ratio represents operations of the critical movement on the state highway only.

Table 3.

Summary of Lane County Study Intersection Operations
(Peak 15-Minute Intersection Level of Service Operational Analysis Findings)

Intersection	Time of Day	Year 2002 Existing Traffic LOS	Year 2005 Traffic Conditions LOS		Year 2010 Traffic Conditions LOS		Lane County Maximum LOS Standard
			Without Site	With Site	Without Site	With Site	
Prairie Road / Milliron Road*	AM Peak	A	B	B	B	B	D
	PM Peak	B	B	B	B	B	D
Milliron Road/ Site-Access Drwy.*	AM Peak			A	A	A	D
	PM Peak			A	A	A	D

LOS = Level of Service

*Note: Intersection LOS represents operations of critical movement only.

Two study intersections were improved to meet local operating standards, the 1st Avenue/River Road/OR 99 intersection and the 6th Avenue/OR 99 intersection. The 1st Avenue/River Road/OR 99 intersection did not meet ODOT operating standards 2002. In 2004, turn lanes were added. Further, left turn signals are a planned improvement in the STIP.

The 6th Avenue/OR 99 intersection is not forecast to meet ODOT's operating standards under forecast 2005 and 2010 traffic conditions regardless of whether or not the correctional facility is developed as planned. Accordingly, it was recommended that ODOT and Junction City monitor operations of the 6th Avenue/OR 99 intersection and provide appropriate turn lane striping improvements at such time as conditions warrant. When warranted, separate left-turn lanes could be striped on the eastbound and westbound intersection approaches to improve the intersection to an acceptable volume-to-capacity ratio. The projected traffic volumes at the 6th Avenue/OR 99 intersection assume full build-out of the Oaklea Subdivision and property. As a result, it may not be necessary to provide the left-turn striping improvements in the near-term. Based on the results of this study, the planned correctional facility can be developed while maintaining acceptable traffic operations and safety at the study intersections within the site vicinity. The following maintenance and site development improvements were pulled directly from the executive summary of the study to enhance intersection operations and safety.

In conjunction with site development, it is recommended that the following improvements be made:

- A northbound right turn lane with 100 feet of storage should be provided at the intersection of Milliron Road/Highway 99.
- If a new site-access roadway is developed via Milliron Road and the existing north-south right-of-way easement, it should be constructed such that it aligns with the access road serving the former Swanson-Superior Forest Products wood processing facility located on the north side of Milliron Road.
- Separate left- and right-turn lanes should be constructed on the northbound approach of the new site-access roadway at its intersection with Milliron Road.
- A new stop sign should be placed on the northbound approach to the Milliron Road/Site-Access Driveway intersection.

- A "DO NOT STOP ON TRACKS" (R8-8) sign should be installed on Milliron Road on the westbound approach to the BNSF railroad crossing.
  The westbound lane of Milliron Road should be flared between the BNSF tracks and Highway 99 to facilitate right turn movements.

- ODOC could enhance safety by coordinating with their staff and delivery providers to route large vehicles (inmate transfer buses, large panel trucks, tractor trailers, etc.) to and from the site via Prairie Road until such time that the BNSF grade crossing is improved and a traffic signal is provided on Highway 99 at Milliron Road.

- ODOC should consider working cooperatively with Blachley-Lane Electric Coop to secure permission to use the existing BLEC crossing of the BNSF Railroad as an emergency access route to the ODOC property. In the future, as properties located south of the ODOC property are redeveloped, ODOC may wish to consider opportunities to pursue a secondary access arrangement offering a connection to Meadowview Road.
- Any landscaping provided along the site frontage should be maintained to ensure adequate sight distance at the site-access driveway.

- ODOT and Junction City should monitor operations of the 6th Avenue/Highway 99 intersection and provide appropriate left-turn lane striping on the east and west approaches to the intersection at such time as conditions warrant.

- Lane County and ODOT should monitor traffic volumes at the Milliron Road/Highway 99 intersection as future development occurs in the area. As the area is brought into the City limits and traffic volumes rise to the point that signal warrants are met, a traffic signal should be installed at the intersection in conjunction with appropriate interconnect to new active grade crossing devices at the BNSF railroad crossing (refer to pages 45 and 48 of this report for further details and explanation).

- Lane County and ODOT should ensure that existing shrubbery is properly maintained along the westbound approach of Milliron Road at the Burlington Northern Santa Fe railroad grade crossing (heading toward Highway 99) to ensure the continued availability of adequate sight distance looking south.

Additional details of the study methodology, findings, and recommendations are provided within the report.

Land Needs Assessment for Comprehensive Plan Amendments
The last major Comprehensive Plan Amendment depended on a significant land needs assessment and buildable lands inventory developed in 1999 by ECONorthwest, LCOG, and Winterowd Consulting. This 1999 data will be used by staff modelers to develop the updated model for the 2007 Update. Following is a summary of this process and data that developed into the Year 2020 Land Needs Assessment. The document updated the *Junction City Comprehensive Plan*, pp. 36, 37, 40-44 and 75-107, specifically:

- The Population Growth Projections (pp. 36, 37);

- The Economic Development Element trend analysis (pp. 40-44);

- The 1982 "Junction City Buildable Lands Inventory" (pp. 75-79);

- Appendix I, which includes Appendix A "Tables" and Appendix B "Meeting Low Income and Regional Needs for Housing" (pp. 80-89);
- The "Goal 14: Urbanization, Analysis" (pp. 90-97); and
- Appendix II, which includes additional information adopted by the City in 1983, in order to comply with Statewide Planning Goals (pp. 98-107).

Population

The population projections and land needs analysis in the acknowledged Junction City Comprehensive Plan are nearly 20 years old. The revised Year 2020 population projection of 8,130 represents an average annual growth rate of 1.9%. This projection was derived from the draft *Junction City Transportation Systems Plan,* which has been coordinated with Lane County.

Buildable Lands

The updated buildable lands inventory is based on LCOG data. The land need analysis was based on 1999 socio-economic and development trends in Junction City and was modified to be consistent with the draft Junction City TSP. Following is a summary of conclusions for this analysis and amendment process.

In 1998, the Junction City UGB had a total of 2,252 dwelling units. About 57% of the 2,252 units were considered single-family. Based on recent development trends, there is need for about 1,578 new dwelling units between 1998 and 2020. Junction City has a deficit of about 135 gross acres of buildable residential land within its 1999 UGB.

In 1999, Junction City included approximately 1,738 total acres within its Urban Growth Boundary (UGB). Of those, an estimated 813 were developed and 925 were vacant. Of total vacant acres, about 198 acres were constrained by wetlands leaving a total of 727 vacant buildable acres. Of the 727 vacant buildable acres within the Junction City UGB, more than one-third (273 acres) are in the Professional/Technical designation. Another 198 acres have an Industrial designation. About 205 acres are in Residential designations, and the remaining 52 acres are in Commercial designations.

Less than one half of all land within the Junction City UGB was developed in 1999.

The distribution of buildable land by plan designation is significantly different from that of developed land, primarily because of the large inventory of buildable land designated for Professional-Technical uses. A significant portion (273 acres) of the land in Professional-Technical designation is buildable. Over 36% (about 330 acres) of the vacant land inside the UGB is in this designation; all the Professional-Technical land is outside the City Limits. About 27% of buildable land is designated Industrial, while only 21% of vacant land is designated for residential uses.

Based on historic development trends, the City has over-allocated lands in Professional-Technical and Industrial designations. These two designations make up nearly 65% of the City's vacant buildable land, but account for only 22% of developed land.

The majority of constrained land is on land designated for industrial and professional/technical use; 167 of the 198 acres of constrained land are designated for these two uses.

Land Use Actions

There have been a relatively few number of land use actions between 2002 and the present that affect the Refinement Plan transportation modeling efforts. Zone changes, annexations, vacations, and developments were incorporated into the updated Junction City model. A comprehensive list of major land use actions are listed in Appendix G. Notably, the correctional facility and state hospital has acquired 250 acres. In addition to the information included in the buildable lands inventory, there have been two additional comprehensive plan amendments to incorporate the Country Coach expansion and the Oaklea Master Plan. All of these amendments were manually allocated into the transportation model.

Chapter 2
Existing Conditions

This chapter provides a description of existing conditions within the study area, including an overview of the surrounding environment, an inventory of existing transportation facilities, an evaluation of the recent crash history, and an analysis of operating conditions. The assessment of existing conditions provides a baseline for comparison to the future conditions analysis to be completed later and aids in the identification of opportunities and constraints when developing improvement alternatives to mitigate future deficiencies.

Study Area

The City of Junction City is located near the southern end of the Willamette Valley, approximately five miles northwest of Eugene and 26 miles south of Corvallis. OR 99 runs from north to south through the center of the city, splitting into OR 99W and OR 99E near the north city limits. Between 1st Avenue and 18th Avenue, OR 99 is also known as Ivy Street. OR 99 to the south creates a direct connection to the Eugene/Springfield area, Interstate 5, and the McKenzie Highway, which provides access to the Willamette National Forest and destinations in central Oregon. To the north, OR 99W parallels Interstate 5 for over 100 miles and connects Junction City to Corvallis and several other cities before terminating in Portland. OR 99E connects Junction City to Harrisburg and Albany and provides a route to Interstate 5 for travelers destined to the north. In addition, OR 36 intersects OR 99 near the south end of town and provides a connection to the coast and other destinations to the west.

Two railroad lines, owned by Union Pacific (UPRR) and Burlington Northern Santa Fe (BNSF), parallel OR 99 to the east through Junction City. The BNSF line, which is leased to Willamette & Pacific, runs through the middle of Holly Street while in town and stays within 100 feet of OR 99 as it continues to the south. The UPRR line, which carries a much higher volume of traffic, runs approximately 600 feet to the east of the BNSF line through most of the area, but diverges to the east near the southern urban growth boundary. The presence of these lines create barriers to the downtown area, reduce east-west connectivity, and limit access to the industrial lands between them south of town.

Study Area Land Use

The central area of the city, including lands immediately adjacent to OR 99, is currently zoned for commercial uses. Additional commercial land is located in and around the downtown area, roughly bounded by 4th Avenue, Front Street, 8th Avenue, and the alley between OR 99 and Juniper Street. To the west of this area, most of the land within the city is zoned for residential uses, with some areas set aside as public lands. Industrial lands are located in the northeast and southeast corners of the city, with additional residential land in between these areas.

The city is currently experiencing a lot of new development (mainly residential subdivisions) on the west side of town, which is where much of the developable land within the urban growth boundary (UGB) lies. More developable land, zoned for industrial uses, is located to the northeast and southeast. In addition, an undeveloped triangle of commercial land lies between OR 99E and OR 99W at the north end of the city.

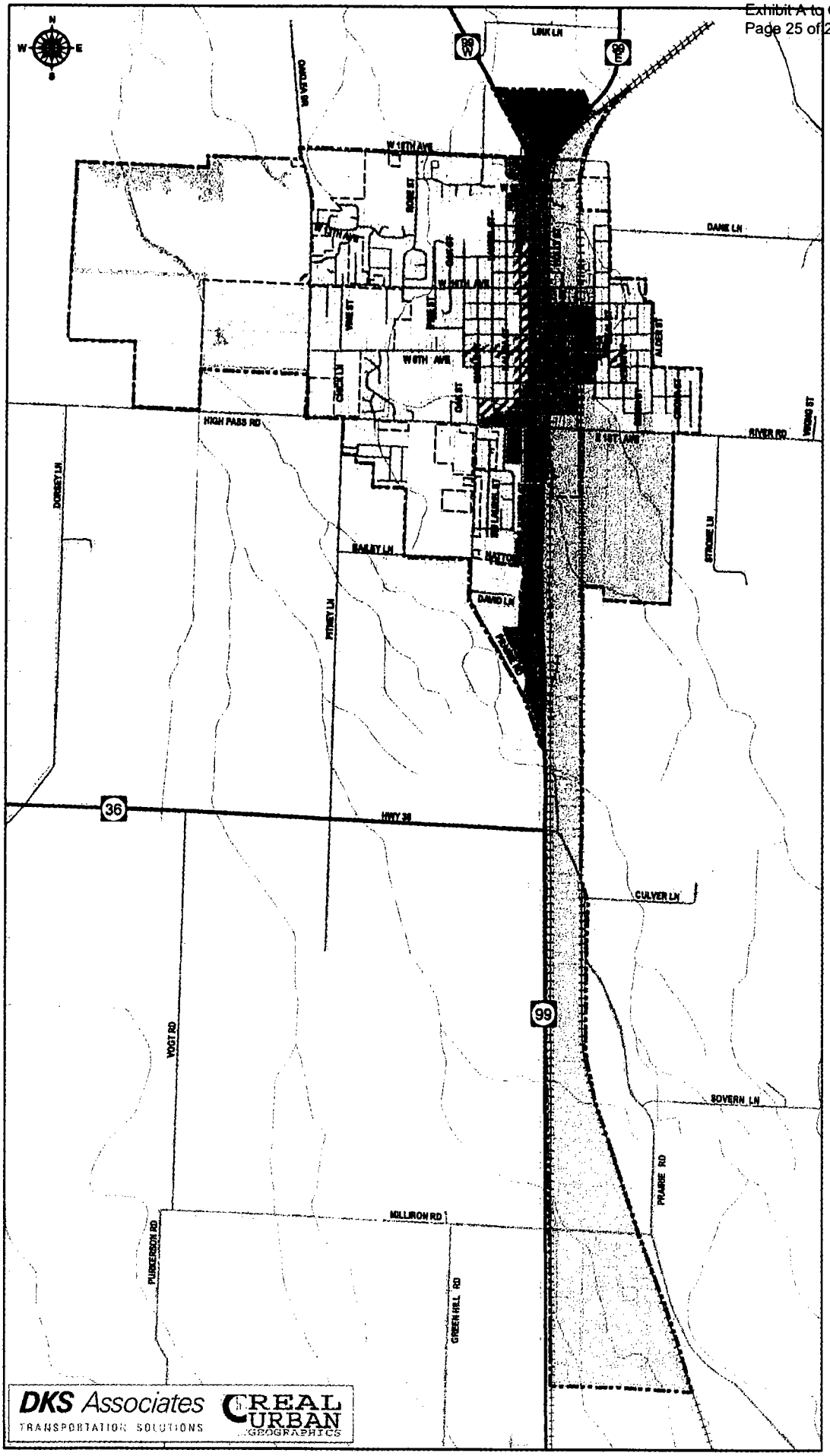
The City's comprehensive plan identifies essentially the same zoning as existing conditions within the urban growth boundary and follows a similar pattern for lands outside of the urban growth boundary, with the exception of approximately five acres of professional technical land on the west side of town and a large strip of industrial property paralleling OR 99 to the southeast. Figure 2-1 displays the comprehensive plan zoning of property within the urban growth boundary and how it relates to the existing transportation system. For comparison purposes, current land uses on area properties are shown in Figure 2-2.

Study Area Boundaries

The focus of this study will be on assessing the operation of OR 99 through the year 2026 and examining alternatives to preserve its ability to function in accordance with adopted standards. Considering observations made during a project area tour and the intent of this study, the study area boundaries will generally follow the existing City urban growth boundary limits, with some exceptions. On the west side, south of 1st Avenue, Pitney Lane will be included because of its potential for use as an alternate north-south route to OR 99.

To the south, the study area will be limited to the OR 99/OR 36 intersection for operational analysis purposes. While the City urban growth boundary extends well beyond this point, it is anticipated that OR 99 will have adequate capacity through this area, as it is already built out to five lanes and is protected from direct access by the adjacent railroad line.

A separate sub-area including the southern portion of the urban growth boundary bounded by the BNSF and UPRR railroads from 1st Avenue to the southern urban growth boundary (including the entire future prison site) will also be addressed with the goal of identifying a conceptual access plan to facilitate the orderly and timely construction of transportation facilities and potential new and/or consolidated railroad crossings as properties in this area develop. No operational analysis will be conducted for the sub-area.



OR 99
Junction City
Refinement Plan

FIGURE 2-1

Study Area Map

Legend

Comprehensive Plan Zone

- COMMERCIAL
- COMMERCIAL/RESIDENTIAL
- INDUSTRIAL
- LOW DENSITY RESIDENTIAL
- MED. DENSITY RESIDENTIAL
- OPEN SPACE/WETLANDS
- PROFESSIONAL/TECHNICAL
- PUBLIC

- HIGHWAY
- ROAD
- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOTS
- RAILROAD
- STREAM

0 1,000 2,000 4,000 Feet

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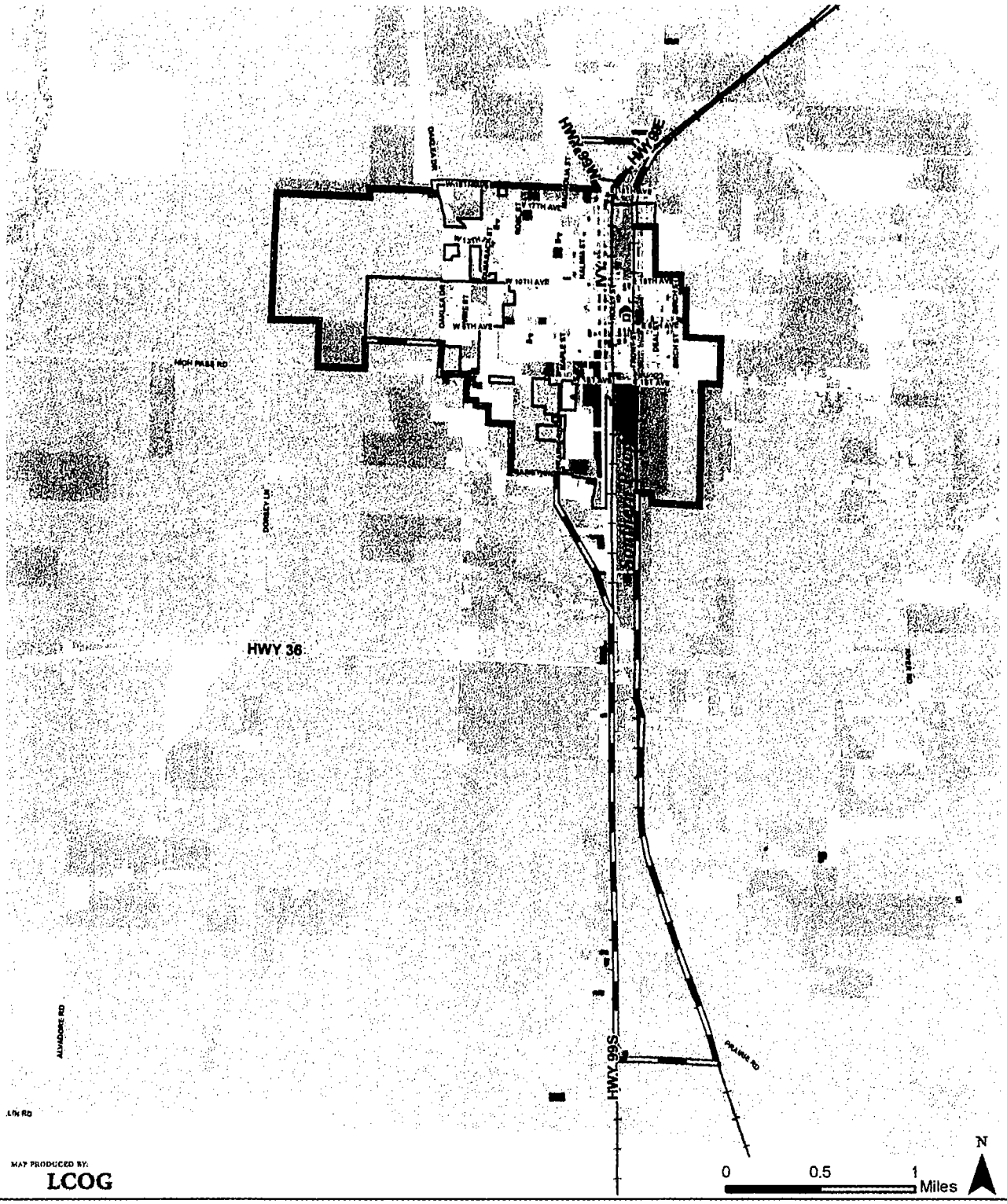
OR 99
Junction City
Refinement Plan

FIGURE 2-2
Existing Land Use



MAP PRODUCED BY:
LCOG

Legend

- Urban Growth Boundary
- City Limits

Land Use

Agriculture	Transportation Related	Mobile Home Park	Park	Utilities
Railroad	Government	Recreation	Group Quarters	Vacant
Communications	Wholesale	Multi-Family	Retail	Water
Duplex	Industrial	Mobile Home on Lot	Single Family	Alleyways, Walkways, Bikepaths
Education	Religious / Charitable	General	Timber	Road

Physical Condition

Roadway and Intersection Geometry

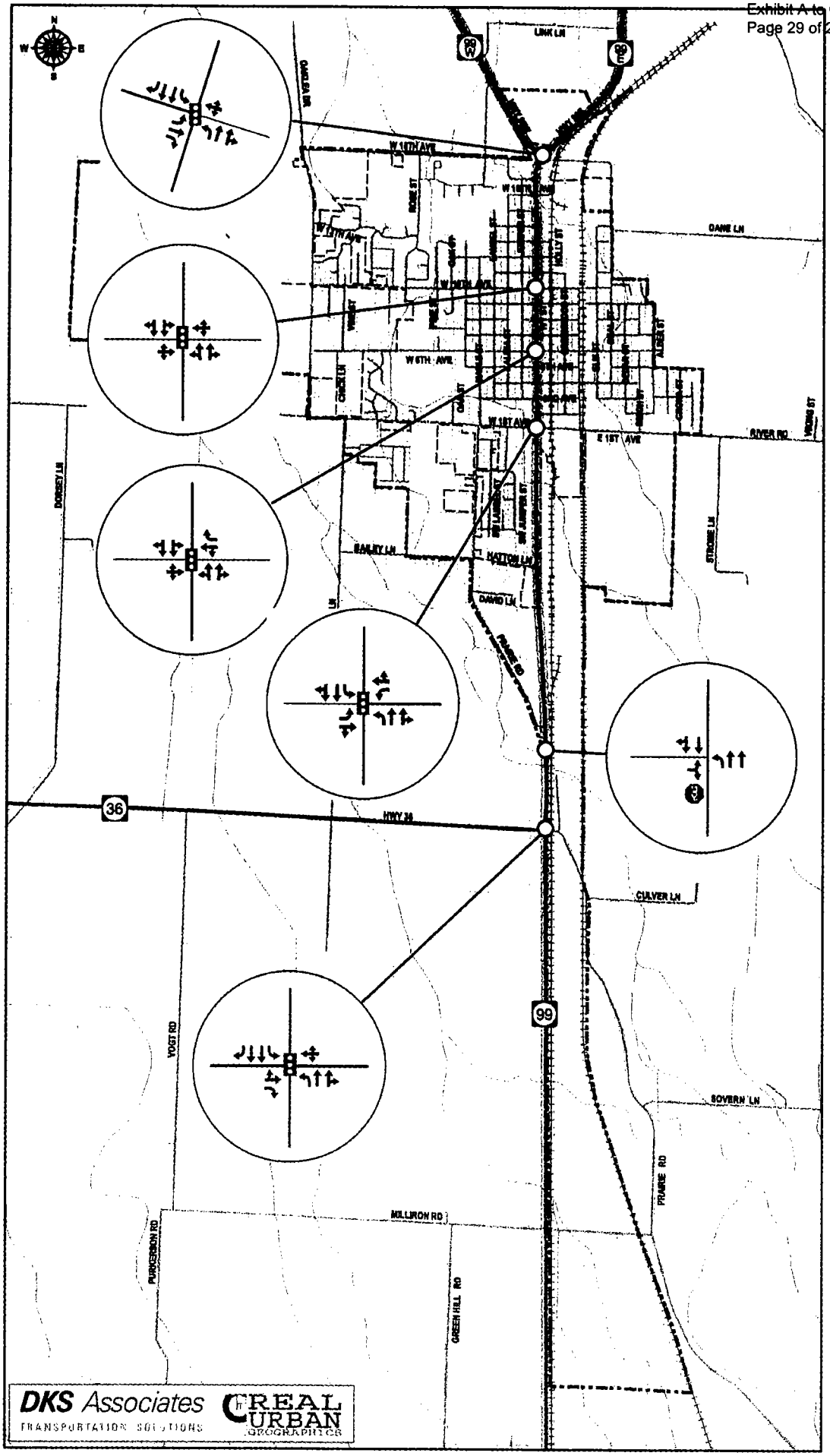
Approaching from the north, OR 99W and OR 99E are both two-lane highways with paved shoulders varying from 5 to 6 feet wide on OR 99W and from 3 to 4 feet wide on OR 99E. From this junction, OR 99 quickly reduces from a 5-lane cross-section to a 4-lane cross-section before crossing the Flat Creek Bridge. From this point (approximately 15th Avenue), the highway maintains a four-lane, 48-foot cross-section with no turn lanes to 3rd Avenue, where it widens to a five-lane cross-section through the remainder of the study area. Between 3rd Avenue and 1st Avenue, shoulder widths vary from 4 to 5 feet, but from 1st Avenue to the south they maintain an 8-foot width.

The restricted roadway width between the OR 99W/OR 99E intersection and 3rd Avenue, where no turn lanes are available, appears to be due to two constraints: 1) the existing width of the Flat Creek Bridge (approximately 70 feet), and 2) the presence of buildings on highway-adjacent properties that have been constructed in close proximity to the right-of-way line. Improvement alternatives that include widening this corridor will need to address both issues.

For the assessment of operations along the OR 99 corridor, the following intersections were selected for analysis.

- OR 99W at OR 99E
- OR 99 at 10th Avenue
- OR 99 at 6th Avenue
- OR 99 at 1st Avenue
- OR 99 at Prairie Road
- OR 99 at OR 36

The lane geometry and traffic controls present at each intersection, as well as the changes in highway cross-section through the corridor, are displayed in Figure 2-3. It should be noted that the proximity of the BNSF railroad to the east may impact the ability to modify these intersections in the future. To supplement this information, a roadway functional class and posted speed map for the city has been included in Figure 2-4.



OR 99
Junction City
Refinement Plan

FIGURE 2-3

Existing
OR 99
Lane Configurations
& Traffic Controls

Legend

Lane Configurations

- 2 LANES
- 4 LANES
- 5 LANES

- HIGHWAY
- ROAD
- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOTS
- RAILROAD
- STREAM

0 1,000 2,000 4,000 Feet

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REAL URBAN GEOGRAPHICS

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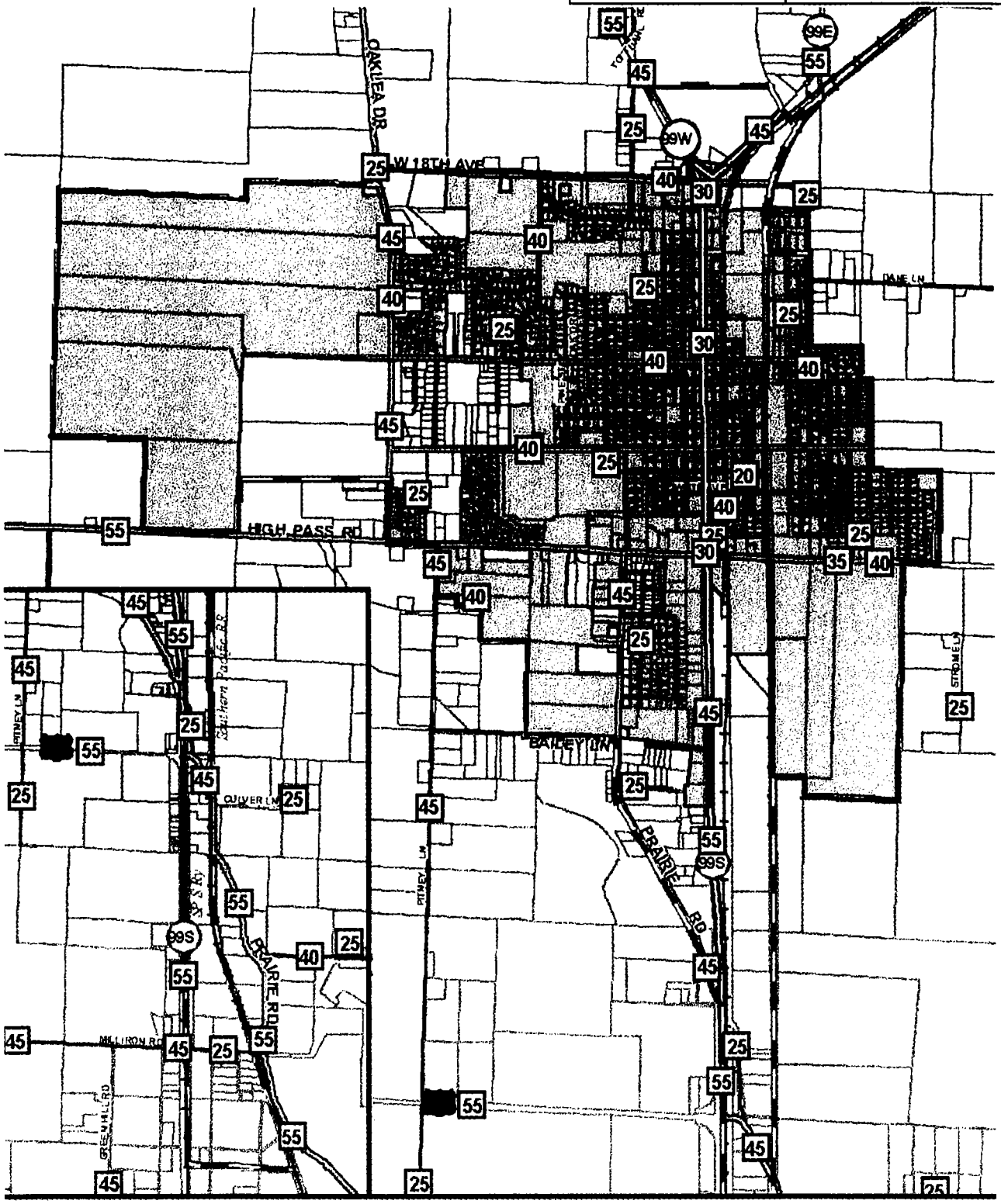
OR 99
Junction City
Refinement Plan

FIGURE 2-4
Roadway Functional Class & Speed



Legend

- Urban Growth Boundary
- City Limits

Functional Class

- Major Arterial
- Major Collector
- Minor Collector
- Local Roads

55 Road Speed

0 1,000 2,000 Feet

N

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Printing Date: April 11, 2007

Sidewalks and Bike Lanes

The locations of sidewalks and bike lanes along OR 99 were inventoried and have been mapped on Figure 2-5. Through the study area, sidewalks are available on both sides of the highway between the OR 99W/OR 99E junction and 1st Avenue, with additional sidewalk on the west side from 1st Avenue to a point approximately 800 feet to the south.

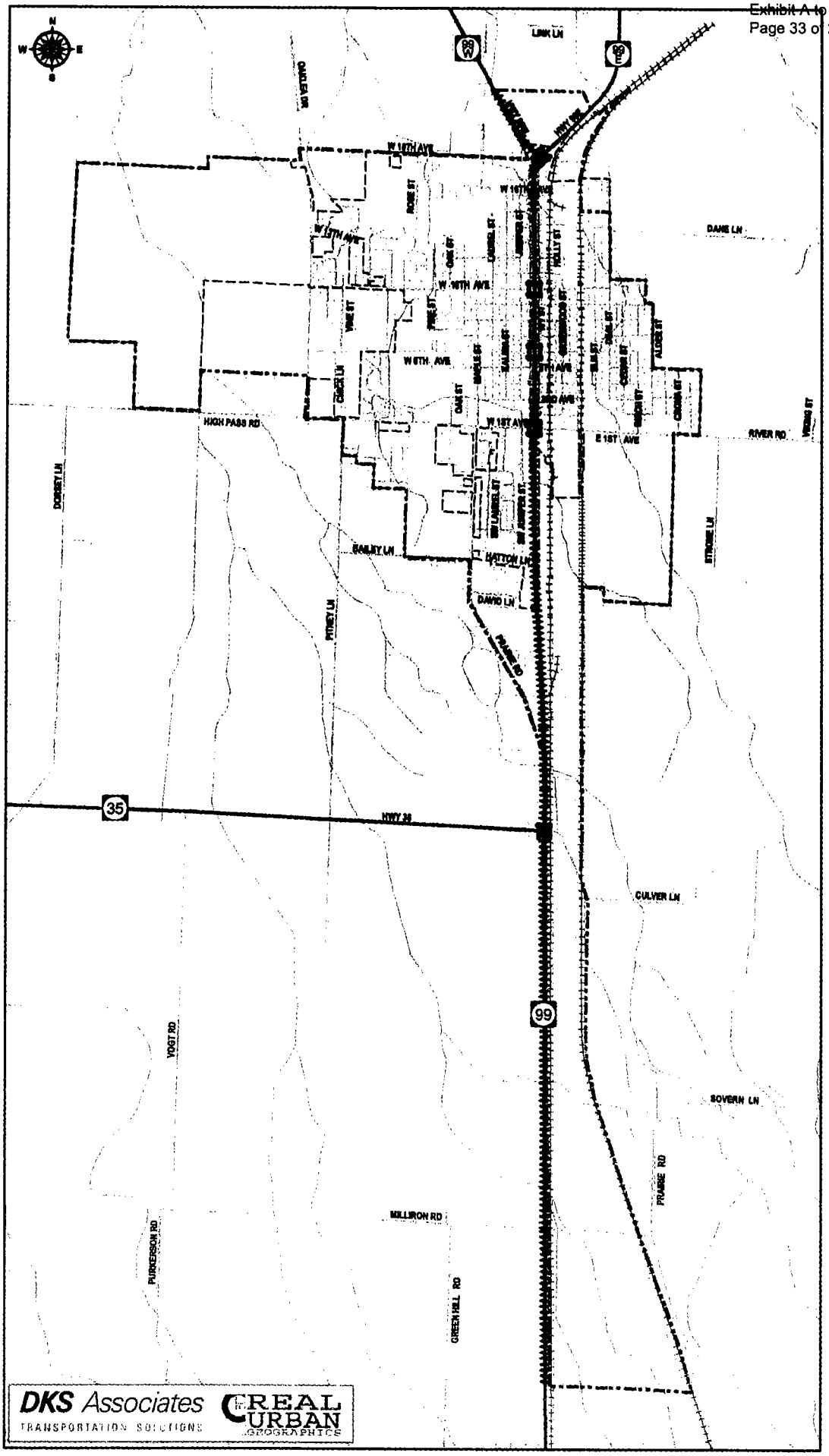
Marked crosswalks on OR 99 are located at the intersections of OR 99W/OR 99E, OR 99/10th Avenue, OR 99/6th Avenue, OR 99/1st Avenue, and OR 99/OR 36. Crosswalks are present on all approaches with the exception of the OR 99W/OR 99E intersection, which does not maintain a crosswalk on the southwest (OR 99) approach and the OR 99/OR 36 intersection, which does not maintain a crosswalk on the south approach.

There are no marked bike lanes on OR 99 within the City, but as previously indicated, there are some segments of highway maintaining adequate shoulder widths for bicycle use. On OR 99W and OR 99E, most of the shoulder is wide enough to be used as a shoulder bikeway, however, the 3-foot widths sometimes seen on OR 99E should be considered inadequate for bicycle use. From the OR 99W/OR 99E junction, adequate shoulders are available for bicycle use through the Flat Creek bridge. However, from the end of the bridge to 3rd Avenue, there are no shoulders or separate bicycle facilities available. Once past 3rd Avenue, the shoulders widen and are again adequate for bicycle use through the remainder of the study area to the south.

Transit

The Lane Transit District (LTD) serves Junction City with two bus routes that provide connections throughout the Eugene-Springfield area. The 95X Junction City Express travels between Junction City and Eugene via OR 99, circulating through town to pick up and drop off passengers. Service is only available on weekdays, with one trip made in the morning between 6:30 and 7:00 a.m. and three trips in the afternoon between 3:00 and 7:00 p.m.

The 95 Junction City route travels between Junction City and Eugene via River Road. This route provides service on both weekdays and Saturdays, with three weekday trips in the morning between 6:00 a.m. and 1:00 p.m. and three weekday trips in the afternoon between 2:00 and 6:00 p.m. On Saturdays, one a.m. trip is made between 9:00 and 10:00 a.m. and one p.m. trip is made between 4:30 and 5:30 p.m. Figure 2-6 displays the locations of these bus routes within the study area, as well as the locations of designated bus stops.



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REAL URBAN GEOGRAPHICS

OR 99

Junction City

Refinement Plan

FIGURE 2-5

Existing
OR 99
Pedestrian &
Bicycle Facilities

Legend

- EXISTING MARKED CROSSWALK (signalized)
- EXISTING SHOULDER BIKEWAY
- EXISTING SIDEWALK
- HIGHWAY
- ROAD
- CITY LIMITS
- URBAN GROWTH BOUNDARY
- TAX LOTS
- RAILROAD
- STREAM

0 1,000 2,000 4,000 Feet

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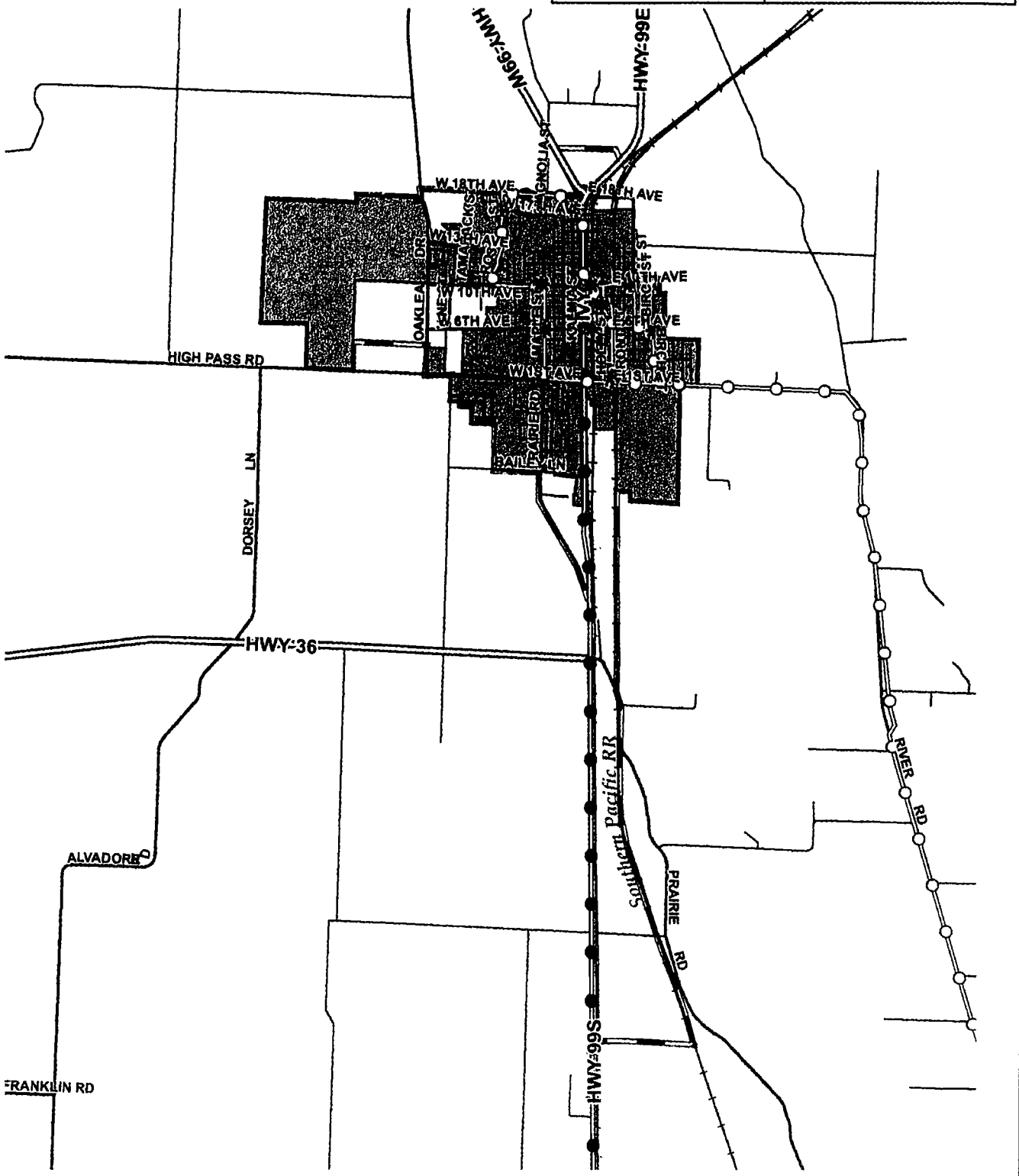
OR 99
Junction City
Refinement Plan

FIGURE 2-6
Existing LTD Bus Routes



Legend

- Urban Growth Boundary
- City Limits
- BusStops_LTD_05
- Bus Routes (LTD 2005)
  - 95
  - 95x

0 0.5 1 Miles

N

MAP PRODUCED BY:
LCOG

Pavement Conditions

ODOT evaluates highway pavement conditions for all highways under state jurisdiction using a pavement condition index to rate conditions considering the amount of rutting, cracking, and other damage found to be present. This index, which uses a scale from 100 to 1, is then used to assign a qualitative grade for sections of highways, indicating that pavement conditions are "Very Good" to "Very Poor".

Figure 2-7 illustrates the state highway pavement condition ratings from 2004 for all highways within the study area. As shown, all pavement has been rated as, "Good", with the exception of the segment between 15th Street and 3rd Street on OR 99, which was recently paved in 2003 and rated as, "Very Good".

Bridges

Within the study limits, there are seven bridges on OR 99W and OR 99E. According to ODOT Bridge Inspection Reports, all bridges were inspected in 2005 and rated as "Not Deficient", with sufficiency ratings between 80 and 100 (note that inspection records for the bridge on OR 99W at mile point 108.32 could not be found).

Bridge sufficiency ratings are an indication of structural condition and are made on a scale from 1 to 100, with a rating of 1 being extremely poor and 100 being excellent. While all decisions on the future of bridges are dependant on engineering studies, in general, ratings of 50 or greater indicate that a bridge is in good condition, while ratings under 30 indicate that replacement or rehabilitation may be needed.

All bridges and their corresponding sufficiency ratings are shown on Figure 2-7.