

SUPPLEMENTAL MATERIAL

T. 9.b.

Memorandum Date: July 26, 2010, Supplement 4
Meeting Date: July 27, 2010

TO: Board of County Commissioners
DEPARTMENT: Public Works
PRESENTED BY: Celia Barry, Transportation Planning
AGENDA ITEM TITLE: IN THE MATTER OF AMENDING ORDER NO. 10-5-12-1 TO INCLUDE THE I-5 AT COBURG PROJECT IN THE PUBLIC WORKS CAPITAL IMPROVEMENT PROGRAM

Enclosed please find a letter and attachment from Sonny Chickering, Oregon Department of Transportation, providing ODOT's position on the amendments the Board is currently discussing regarding this project. To summarize, ODOT is supportive of amending all short range planning documents but not the two long range documents. The letter and its attachment provide reasons for ODOT's position.

Regarding the amended Intergovernmental Agreements and CIP, these documents are expected to be ready for County Administrator signature if you decide to direct staff to process them. They can be placed on an upcoming consent calendar, if so.

Attachment

1. July 24, 2010 ODOT letter to Board Chair Fleenor, and attachment



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

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July 24, 2010

Mr. Bill Fleenor, Chair
Lane County Board of Commissioners
125 East 8th Avenue
Eugene, OR 97401

Dear Chair Fleenor,

This letter is in response to the Board's stated direction to County staff on July 14th regarding modification of as many as eight documents related to the I-5 / Coburg Interchange project. I appreciate the Board's continued willingness to consider supporting the project, and to discussing your positions with our mutual Metropolitan Policy Committee (MPC) partners.

2011 Construction Project

As stated in prior discussions with the Board, ODOT is agreeable to modifying the following five documents to clarify that the 2011 construction project will include construction and related activities on the west side of the freeway only, and will not include any work to the freeway overpass bridge or any activities related to the east side of the freeway. My understanding is that draft versions of these modified documents will be available by your discussion on July 27th:

- Lane County CIP
- Lane County / ODOT Funding Match IGA
- Lane County / ODOT Construction IGA
- Lane County / ODOT Access Management IGA
- Lane County Facility Permits

ODOT would also support a County motion at the August 12th MPC meeting to modify the project description in the Draft 10 - 13 Metropolitan Transportation Improvement Program (MTIP) to clarify the scope of the project, and to match the revised description in the five documents above.

- Draft 10 - 13 Metropolitan Transportation Improvement Program (MTIP);

ODOT would also support a County motion at the August 12th MPC meeting to change the project description of the 2011 Interchange project in Table 1a of the Financially Constrained portion of the Regional Transportation Plan (RTP) to match the revised description in the first five documents discussed above, provided such a change can be processed administratively.

- Regional Transportation Plan (RTP), Table 1a - Financially Constrained

Long Range Documents

The documents discussed above are short term in nature, and address the immediate effects of the proposed 2011 project. The two remaining documents:

- Interchange Area Management Plan (IAMP)
- Regional Transportation Plan (RTP), Illustrative List;

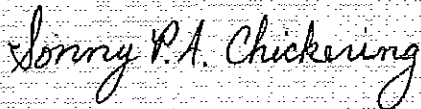
are distinctly different from those discussed above in that they address the need for improvements to the transportation network over a 20-year planning horizon. In these documents, references to long term improvements are based on detailed analyses of the City of Coburg's existing adopted Comprehensive Land Use Plan, the population and employment growth the Plan will support over the 20-year period, and the resulting affects on the capacity and operation of the I-5 / Coburg Interchange.

To date, no new data or analysis has been provided to warrant a change in the long-term population or employment forecasts upon which the travel forecasts and improvement recommendations of these documents are based. ODOT would not support amending the Coburg IAMP without new information that significantly changes this base data, and strong evidence that analysis of the revised data would result in different long-term recommendations. While ODOT is not the lead agency responsible for the RTP, we expect that the situation with that document is similar. Without new information that demonstrates the recommended improvements are no longer needed, removal of a long-term project recommendation from the RTP's illustrative project list is not appropriate. The attached memo provides a more technical and robust explanation of these issues.

In short, absent the City of Coburg updating their land use and transportation plans and determining that the recommended long-term interchange improvements in the IAMP are no longer needed, ODOT cannot support re-opening or revising the Coburg IAMP or removing the recommended long-term interchange improvements from the illustrative list of the RTP. It should be noted that the City of Coburg has recently begun a process to update their TSP and supporting elements of their Comprehensive Plan. Long-term transportation system needs will be re-evaluated through this process, and ODOT does expect to amend the IAMP in the future to be consistent with those revised documents.

I hope this letter and the accompanying memo provide a clear communication of ODOT's position regarding revision of these eight documents, and I look forward to continued discussion at your July 27th Work Session.

Sincerely,



Sonny Chickering
Area 5 (Lane County) Manager
Oregon Department of Transportation

CC: Judy Volta, Mayor, City of Coburg
Alan Zelenka, Chair, MPC
Celia Barry, Lane County Transportation Planning
Petra Schuetz, City of Coburg Planner
Paul Thompson, LCOG Transportation Planning

ATT: July 22, 2010 Memo regarding Potential Amendment of the I-5 / Coburg Interchange Area Management Plan (IAMP)

DATE: July 22, 2010
TO: Sonny Chickering, Area 5 Manager
FROM: Terry Cole, Savannah Crawford - Region 2 Planning
SUBJECT: Potential Amendment of the I-5 / Coburg Interchange Area Management Plan (IAMP)

The IAMP is a long-range plan that identifies facility needs within the 2030 planning horizon. The IAMP is not a programming or funding document. The important distinction is that this document merely provides a set of recommended improvements necessary to accommodate the travel demand forecasts associated with the adopted local Comprehensive Plans. Within the IAMP, there are improvements identified as 'short term' or 'long term.' However, these recommendations are not tied to a specific project phase or timeline. The short-term and long-term sections within the IAMP simply provide an estimate of when recommended improvements might best occur – usually based upon general expectations of need/priority and funding availability.

Amending the IAMP, specific to changes suggested by Lane County, would require new operational analysis to determine if, for some reason, the long-range need for improvements currently identified as needs in the IAMP no longer exists. This analysis would require City of Coburg, Lane County, and ODOT participation and, ultimately, agreement about an outcome different from what has previously been adopted by each jurisdiction in order for ODOT to amend the IAMP. Given the need for public process in this kind of effort and the logistic issues associated with multi-jurisdictional projects, this updated analysis would likely take a minimum of 12-18 months, not including the adoption process.

As stated earlier, IAMP's identify long-term facility need. As adopted, the Coburg IAMP is based upon Coburg's existing adopted Comprehensive Land Use Plan and an estimate of how much population and employment growth that Plan supports. As far as population growth is concerned, the existing adopted Plan provides for far less growth than that allocated to the City through the County's adopted, coordinated population forecasts. Coburg's existing Plan and its associated UGB are forecasted to support approximately 1,800 residents by 2030, based on zoning, available land, and infill potential. Even assuming this lower level of population growth, our previous analysis revealed failing interchange operations by 2030.

In contrast, the County's coordinated population forecast assigns Coburg approximately 3,300 residents by 2030. And while the recent economic downturn has relaxed and even reduced traffic demand in the near-term, the IAMP is a long-range document and ODOT continues to believe that it is reasonable to assume the available commercial and industrial land in Coburg will be developed and/or reutilized over the 20-year planning horizon. This leads ODOT to the understanding that (1) the likely increase in traffic demand from Coburg's County assigned 2030 population growth target is nearly double that which the IAMP is currently based on and (2) the traffic demand from Coburg commercial and industrial development is likely to rebound over the next 20-years to a level that is at least similar to that which is currently assumed in the IAMP. Based on this understanding, we believe it is highly unlikely that the need for interchange improvements or the associated adopted long-range IAMP recommendations would change unless changes to local planning documents result in traffic demand expectations that are significantly reduced compared to those in previous studies and analysis.

Adopted IAMP policies already address management of the interchange operations in light of the differences between the adopted Land Use Plan and the County assigned population forecast. This issue is addressed by conditional mobility standards and, in part, by recognition and anticipation of the need for future IAMP amendments in conjunction with changes/updates to the Coburg (or County) Comprehensive Plan and/or TSP. Currently, Coburg is in the process of updating the City TSP and is also expected to update their Land Use Plan to address needs defined by their urbanization study and the County's assigned population forecast as part of this process. ODOT is involved in this process and fully expects that amendments to the IAMP will be needed as a result of this work. However, the scope and nature of those amendments cannot be determined before the supporting analysis is conducted and accepted by the key participants.

ODOT firmly believes that changes to adopted IAMP improvement recommendations are best made in conjunction with comprehensive legislative updates to the local plans upon which they are based. The current Coburg TSP/Land Use Plan update process is such an opportunity, is already anticipated by the Coburg IAMP, and is the most efficient venue through which to consider possible changes to the IAMP. The current timeline for development of the TSP/Land Use Plan update is approximately 18 months, not including the time associated with the adoption process. ODOT will begin preparing appropriate amendments to the IAMP when the needs determined by Coburg's legislative process are defined and their path to City, County, and Regional acceptance is clear. Our objective would be to advance a comprehensive and coordinated package of updates/amendments to both the local plans and the IAMP simultaneously.