

W. S. C.

AGENDA COVER MEMO

DATE: SEPTEMBER 22, 2004

TO: Lane County Board of Commissioners

FROM: Public Works, Engineering Administration

PRESENTED BY: Sonny P. A. Chickering, County Engineer

AGENDA ITEM TITLE: IN THE MATTER OF AMENDING THE DESIGN CONCEPT AND FINDINGS FOR STAGECOACH ROAD, MP 0.00 TO MP 0.70, AND AMENDING THE 05-09 CAPITAL IMPROVEMENT PROGRAM TO INCLUDE SAID PROJECT UNDER SAFETY IMPROVEMENTS FOR \$1,100,000 IN FY 04-05.

I. MOTION

MOVE APPROVAL OF THE ORDER.

II. ISSUE OR PROBLEM

Should the Board amend the design concept for Stagecoach Road, MP 0.00 TO MP 0.70?

III. DISCUSSION

A Background.

This project is intended to address a slide area that is causing the outside edge of the roadway to fall away, presenting a hazardous situation for road users.

The Board had approved expenditure of road fund monies in the amount of \$1,100,000 for construction through adoption of the FY 2002-03 through FY 2006-07 Capital Improvement Program (CIP).

The Board approved a design concept on September 10, 2003 and final preparations were made for constructing the project. Bids were opened for the project on May 21, 2004.

County procedure for projects that receive apparent low bids that are higher than the CIP published amount require presentation to the Board of Commissioners for approval.

The Board considered awarding the contract on June 2, 2004, but directed staff to rescope the project to bring construction costs within the approved CIP amount.

Other issues arose related to the proposed 60-day road closure. Staff met with residents on three separate occasions over the months of May, June and July in an effort to address local concerns.

An amended design concept was presented to the Roads Advisory Committee at their July 28, 2004 meeting and received general approval.

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Stagecoach Road Amended Design Concept**

B. Analysis.

Revised Design Concept

Exhibit 1 to the attached Board Order amends the Design Concept and Findings for said project adopted by the Board on September 10, 2003.

Upon direction from the Board to rescope the project to fall within the adopted CIP amount of \$1,100,000, staff is recommending the design concept be amended as follows.

- **Reduce Project Limits from MP 0.00 to MP 0.70 to MP 0.22 to 0.53 -**
This reduced project length focuses on the slide area and reduces excavation work related to the project.
- **Reduce Typical Section Width –**
The typical section is being modified to reduce the amount of excavation work, yet accomplish the goal of providing a safer two-lane travel surface. Essentially, the modified typical section does away with the Rock Fallout Area in favor of a standard roadside ditch. The hillside side slope was also steepened slightly from 4:1 to 3:1. This reduces the typical section width by 8 feet.

While the Rock Fallout Area is not a required standard that necessitates a design exception, it is a safety feature and its removal will increase the chance for roadside debris to fall onto the road surface.

Staff will use a bid alternate again to address opening the road during certain times as discussed with residents during the recent public meetings.

Also, staff will continue to work with Fire District #1 and other area agencies on a short-term Emergency Management Plan for the Stagecoach Road project.

C. Alternatives/Options.

1. Adopt Board Order as submitted.

Adopting the Board order will amend the design concept for Stagecoach Road MP 0.00 to MP 0.70 and amend the 05-09 CIP to include Stagecoach Road under Safety Improvements for \$1,100,000 in FY 04-05.

2. Modify Board Order as Board sees fit.

D. Recommendation.

Alternative/Option 1.

Agenda Cover Memo – September 8, 2004
Stagecoach Road Amended Design Concept

IV. IMPLEMENTATION/FOLLOW-UP

Upon approval by the Board, Public Works will refine the final design to reflect the amended design concept and prepare for bidding in early 2005.

ATTACHMENTS

Board Order

Exhibit 1 – Amended Design Concept and Findings for Stagecoach Road

IN THE BOARD OF COMMISSIONERS OF LANE COUNTY
STATE OF OREGON

ORDER NO.) IN THE MATTER OF AMENDING THE DESIGN CONCEPT
) AND FINDINGS FOR STAGECOACH ROAD, MP 0.00 TO
) MP 0.70, AND AMENDING THE 05-09 CAPITAL
) IMPROVEMENT PROGRAM TO INCLUDE SAID PROJECT
) UNDER SAFETY IMPROVEMENTS FOR \$1,100,000 IN FY
) 04-05.
)

WHEREAS, the Stagecoach Road slide repair had been approved for \$1,100,000 in funding through adoption of the FY 2002-03 through FY 2006-07 Capital Improvement Program; and

WHEREAS, on April 2, 2003 the Roads Advisory Committee held a public hearing to consider the report prepared by County staff, and adopted a recommendation specifying a design concept for repairing Stagecoach Road; and

WHEREAS, the Board adopted a design concept for said project on September 10, 2003; and

WHEREAS, bids were opened for the project on May 21, 2004 with an apparent low bid of \$1,748,995 submitted by Oakridge Sand & Gravel, Inc. ; and

WHEREAS, per County procedure for projects that receive apparent low bids that are higher than the CIP published amount, the Board of Commissioners considered the award of the contract on June 2, 2004, but directed staff to rescope the project to bring construction costs within the approved CIP amount; and

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

ORDERED, that the Board amend the project design concept as identified in EXHIBIT A for repair of Stagecoach Road, based on the findings in EXHIBIT A; **AND, BE IT**


ORDERED, that the Public Works 05-09 Capital Improvement Program be amended to include Stagecoach Road under Safety Improvements for \$1,100,000 in FY 04-05; **AND, BE IT**

ORDERED, that the Board delegates authority for determination of all other project design standards not identified in the amended design concept, and exceptions to design standards, to the County Engineer consistent with this Order.

DATED this _____ day of _____ 2004.

APPROVED AS TO FORM

Date 9-9-04 Lane County


COUNTY ENGINEER

Bobby Green, Chair
Lane County Board of Commissioners

LANE COUNTY BOARD OF COUNTY COMMISSIONERS
AMENDED DESIGN CONCEPT AND FINDINGS

Stagecoach Road Slide Repair

September 15, 2004

(Amending Design Concept adopted July 28, 2004)

BACKGROUND

Stagecoach Road is a Rural Minor Collector approximately 11.5 miles in length, from Richardson Road, near State Highway 126, to State Highway 36. Near Richardson Road, the proposed project section of Stagecoach Road possesses a steep road grade, a 16-foot paved width carved into a hillside, and steep side slopes on both sides of road. The road has experienced slope stability problems requiring on-going maintenance and continuing safety concern for road users. The primary failure area appears to have occurred as a result of the deterioration of a large timber used to shore up the road. Slope failure has caused about 2 feet of the paved roadway to fall away, leaving a near vertical edge.

The goal of the proposed project is to provide a safe two-lane travel surface and address the specific slide area between MP 0.25 and MP 0.50.

On September 10, 2003, the Board of Commissioners adopted the Design Concept and Findings for the project between MP 0.00 and MP 0.70.

On May 21, 2004, Public Works opened bids for the project. Oakridge Sand & Gravel submitted the apparent low bid for \$1,750,000.

On June 2, 2004, the Board directed staff to re-evaluate the scope of the project to meet the approved funding level of \$1,100,000.

On July 8, 2004 staff met with the community and discussed this amended design concept. What follows is an amended design concept intended to reduce project costs based on the recent bid amounts and to address public concerns. This document is addendum to the original design concept and findings adopted by the Board in September 2003. Amendment text is *italicized*.

DESIGN CONCEPT

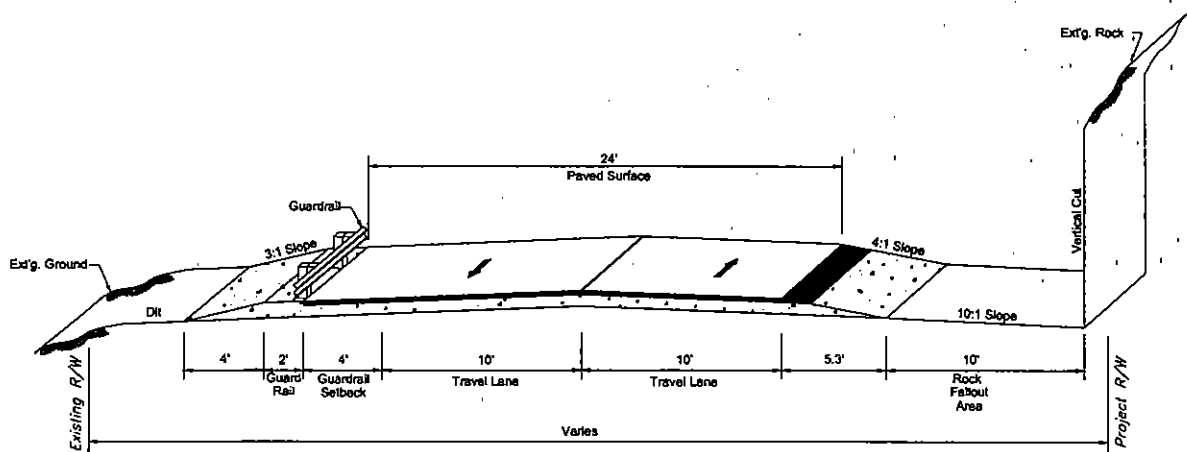
• **Alignment**

The project alignment generally follows the existing centerline, with a 6-foot shift to the east to accommodate the typical section below without impacting the railroad tracks adjacent to the project.

The alignment shift will remain as proposed. The project limits, however, are being reduced from the original limits, MP 0.00 to MP 0.70 to MP 0.22 to MP 0.53. The reduced limits save costs, focus on the slide area and follows public opinion.

- **Typical Section**

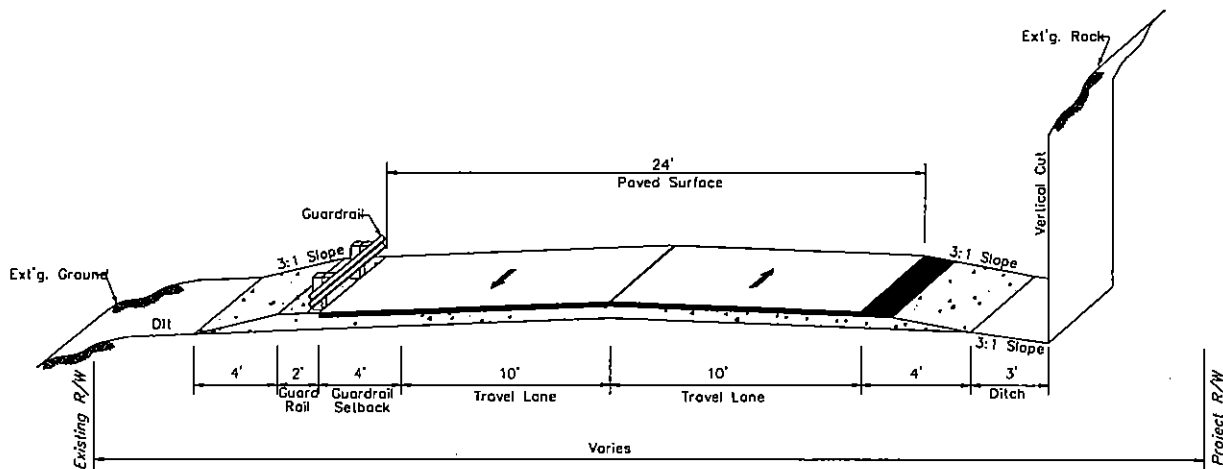
The previously adopted typical section was as follows:



- Two 10-foot wide paved travel lanes
- One 4-foot shy distance from face of guardrail
- One 10-foot Rock Fallout Area

The typical section is being modified to reduce the amount of excavation work, yet accomplish the goal of the project to provide a safe two-lane travel surface. Essentially, the modified typical section does away with the Rock Fallout Area in favor of a standard roadside ditch. The hillside side slope was also steepened slightly from 4:1 to 3:1. This reduces the typical section width by 8 feet.

While the Rock Fallout Area is not a required standard that necessitates a design exception, it is a safety feature and its removal will increase the chance for roadside debris to fall onto the road surface.



- **Right-of-Way Widths**

All right-of-way needed for the project has been acquired.

FINDINGS

The design concept for this project is being amended in an effort to reduce the scope of the project to meet the approved funding level and address testimony provided by the community.

The proposal is to reduce the project length and width that ultimately reduces the amount of earthwork for the project. Earthwork was the single highest bid item for the original project.

The following findings are supplemental to the original presented in the adopted Design Concept and Findings document.

- **Public Involvement**

After the Board's adoption of the design concept and findings, staff finalized the design and began preparations for bidding the proposed project. A part of these preparations was the determination to close the roadway during construction, which was estimated to be 60 days. As a matter of course, survey crews were onsite and were approached by a resident curious about the project. The resident was informed of the 60-day closure and proceeded to contact the Department with his concerns stating that the duration of the closure would cause undue inconvenience to him and his neighbors. The local Fire Chief was contacted as well and was also concerned. In response, the Department took several steps.

Public Meetings - *Originally, bids were scheduled to be opened on April 30, 2004 with anticipated cost differences between the CIP published amount and the apparent low bid amount in line with the Engineer's Estimate. Neighborhood concern over the proposed 60-day closure of Stagecoach Road in the vicinity of the project prompted Public Works to delay the bid opening. Delaying the bid opening allowed time for a considered change in the contract and issuance of a subsequent addendum prior to opening bids.*

Over the course of the months of May, June and July, the Department held three separate public meetings in Walton at the Lane County Rural Fire Protection District #1 Fire Station.

The first meeting was held on May 4, 2004 and was intended to understand all the issues and discuss possible solutions regarding the road closure. Approximately 35 people attended the meeting and identified five major issues:

- 1. Neighbors had not yet been informed that a 60-day closure was proposed.*
- 2. Neighbors were concerned about the extra time and cost for out-of-direction travel to and from Eugene.*
- 3. Concern for additional response time for emergency services.*
- 4. Concern for the possible effect on mail delivery service during the closure.*
- 5. Residents close to the project had a desire for notifications during the rock blasting activities.*

A second meeting was scheduled and held on May 25, 2004 to inform the neighborhood of four specific actions the Department was taking to address the issues and concerns discussed at the May 4 meeting and go over the results of the bid opening on May 21, 2004.

- A. Placed specific provision in the specifications for performing pre-blast inspections and notifications. (These were already part of the bid documents as a matter of standard procedure for blasting activities)*

B. *Initiated coordination efforts with emergency service providers to resolve response time and service coverage issues related to a prolonged road closure. Agencies involved include:*

- Lane County Rural Fire District No. 1 – Walton
- Lane County Rural Fire District No. 1 – Swisshome
- Oregon State Department of Forestry
- Lane County Sheriff Emergency Services

The Lane County Sheriff Emergency Services has been engaged to coordinate and draft a short-term Emergency Management Plan for the road closure. The plan is intended to coordinate emergency service provision and educate the neighborhood during the project.

C. *Coordinated provision of mail delivery at one of two alternate post office locations for residents (Walton or Swisshome).*

D. *Issued Addenda to the contract documents with changes to the specifications as summarized below:*

1. *A Bid Alternate was added to the bid documents to determine cost to keep the road open daily for specified morning and evening hours.*
2. *Extended bid opening date to May 21st to allow time for bidders to consider changes*
3. *Extended completion date to October 9th (previously September 6th) to allow more overall contract time since alternate to keep road open will require more time.*
4. *Required successful contractor to attend a Public Meeting with local residents to discuss schedule and provide contact information.*
5. *The contract documents were amended to include increased Liquidated Damages to better balance with a new provision of incentive bonus based on public safety and convenience. The incentive was established at \$1,000/day for every day shorter than the 60 days, up to a total of \$30,000.*

Bid Prices and subsequent Board Action - *The results of the bid process showed that bid amounts for the Alternate Bid Item (#1 above) significantly increased project cost.*

Oakridge Sand & Gravel submitted the apparent low bid for \$1,748,995. The amount shown in the adopted 04-08 CIP was \$1,100,000 and the Engineer's Estimate was \$1,550,000.

Upon review by the Board of County Commissioners on June 2, 2004, staff was directed to rescope the project to reduce the cost.

A third public meeting was held on July 8, 2004 to present the amended design concept as presented within this document. Approximately ten people attended this meeting and generally approved the proposal. Staff explained the Board's direction to reduce the scope of the project to fall within the CIP amount. The revised typical section and project length was discussed and displayed. It was also mentioned that road closure was still a possibility, but that the duration probably would be much shorter.

Those who attended were informed that the Department would use a bid alternate again to address opening the road during certain times.

Also staff mentioned the need to continue working with local area agencies on the Emergency Management Plan.