

Memorandum Date: March 19, 2009
Meeting Date: April 1, 2009

T. 5.a.

TO: Board of County Commissioners
DEPARTMENT: Public Works
PRESENTED BY: Celia Barry, Transportation Planning
AGENDA ITEM TITLE: ORDER/IN THE MATTER OF APPROVING THE CITY OF VENETA'S REQUEST FOR AUTHORIZATION TO INCLUDE AN AREA OUTSIDE THE CITY IN A GRANT PROPOSAL TO STUDY HIGHWAY 126 WEST

I. MOTION

Move approval.

II. AGENDA ITEM SUMMARY

The City of Veneta is requesting Board support for a grant request to the Oregon Department of Transportation, Transportation Growth Management program, to study the Highway 126 West Corridor, including a segment lying outside the city limits.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

There was a previous unsuccessful grant proposals submitted to the federal government for the Highway 126West corridor, that the Board endorsed on June 4, 2007. The Board also included the Highway 126West as a Study project in the Federal United Front effort.

B. Policy Issues

There are no policy issues directly related to this item. The Board would only be supporting application for a grant, with no financial obligation.

C. Board Goals

The following Strategic Plan Goal statements relate to this Board item:

- 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

There is no financial obligation to the County associated with this action.

E. Analysis

Support for the grant proposal is in the interest of the public due to the important of this transportation corridor to the movement of goods, services, and people from the Eugene-Springfield metropolitan area and beyond, to western Lane County.

IV. Alternatives/Options

1. Approve the Order
2. Approve the Order with modifications
3. Decline to approve the Order

V. TIMING/IMPLEMENTATION

The City of Veneta contacted us on March 18 after realizing that Board support is needed for the proposal. The endorsement is needed by April 1.

VI. RECOMMENDATION

Option 1 is recommended.

VII. FOLLOW-UP

No follow-up at this time is necessary.

ATTACHMENTS

- A. Board Order and Exhibit A
- B. City of Veneta request and grant proposal

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

ORDER NO.

)
) ORDER/IN THE MATTER OF APPROVING
) THE CITY OF VENETA'S REQUEST FOR
) AUTHORIZATION TO INCLUDE AN AREA
) OUTSIDE THE CITY IN A GRANT
) PROPOSAL TO STUDY HIGHWAY 126
) WEST
)

WHEREAS, the City of Veneta is applying for a Transportation Growth Management grant from the Oregon Department of Transportation to study a portion of Highway 126 West; and

WHEREAS, a portion of the Highway 126 West proposed to be studied lies outside the Veneta City Limits; and

WHEREAS, the Highway 126 West Corridor is a critical transportation corridor and the section between Veneta and Eugene is one of the most congested and unsafe portions of the corridor; now, therefore, it is hereby

ORDERED that a letter of support for the grant proposal from the City of Veneta in substantial conformance to the letter attached herein as Exhibit A be provided to the City.

Dated this _____ day of April, 2009

Pete Sorenson, Chair
Lane County Board of Commissioners

APPROVED AS TO FORM

Date 3-23-09 Lane County

OFFICE OF LEGAL COUNSEL

Exhibit A

March 19, 2009

Oregon Department of Transportation
Transportation Growth Management Program
555 13th Street, N.E.
Salem, OR 97301

The Lane County Board of Commissioners is writing to endorse the application being submitted by the City of Veneta for a Transportation Growth Management grant to study a portion of the Highway 126 Corridor, including a section extending to Ellmaker Road lying outside the Veneta City limits.

Highway 126 West is the most direct route connecting the central Oregon coast to the Eugene-Springfield metropolitan area. After Portland, Eugene-Springfield is Oregon's second-largest metropolitan area. The Highway 126 West corridor is critical for regional transportation connectivity. It connects the Port of Siulsaw and coastal recreation areas with inland areas and is essential to moving goods, services, and raw materials. It is the route of choice in Lane County for recreational travel, supporting Oregon's tourism industry.

The Oregon Department of Transportation studied the entire, 53-mile Highway 126 West corridor and published its findings in 2001. Their findings concluded that the segment between Eugene and Veneta is likely to become the most congested segment of the corridor, by 2025, if no transportation improvements occur.

We encourage the Oregon Department of Transportation to fund this grant request.

Sincerely,

Pete Sorenson, Chair
Lane County Board of Commissioners

March 19, 2009

To: Lane County Board of Commissioners
Re: Veneta TGM Corridor Study Authorization

Dear Commissioners,

The City of Veneta recently applied for a TGM grant to examine the Highway 126 Corridor through Veneta from several different angles. One of these angles was to look at the commercial properties along 126 from an access coordination standpoint to ensure that all parcels are provided with adequate access which limits impacts to the through traffic capacity of the highway. Late in our discussions with TGM everyone realized that the commercial area east of our UGB is very similar to that within the UGB both in terms of existing uses and future obstacles. Based on discussions with TGM, we included the County area from Huston Road to Ellmaker Road in the grant application. It was too late to address prior to the application deadline, but TGM requires a letter of authorization from the County to include this area in the study. That authorization needs to be submitted by April 1st to complete the application package.

The final product of the study will be a corridor plan which will serve as a refinement plan to our TSPs and will require adoption by the Board as well as the City Council. There is no financial obligation to the County for this project.

The application, including a description and map of the project are attached for your consideration. We will draft a Board Order and submit it for your approval at the April 1st meeting.

Sincerely
Brian Issa
Community Services Director



TRANSPORTATION GROWTH MANAGEMENT (TGM) GRANT APPLICATION FORM

Please read the Application Packet carefully before completing this application.

Sample applications and application tips are available on the TGM Grants and Incentives page on the Web: egov.oregon.gov/LCD/TGM/grants.shtml.

Complete this application (please limit to 8 pages), print it out, sign, and then submit by postal mail.

The answer fields below will expand as you type.

ORGANIZATION NAME City of Veneta	PHONE 541-935-2191
CONTACT PERSON NAME AND TITLE Brian Issa, Community Services Director	CONTACT PERSON E-MAIL bissa@ci.veneta.or.us

Section 1: Project description and background

1. Provide a brief statement of project purpose and transportation relationships and benefits:

The City of Veneta has almost two miles of Oregon Highway 126 running East-West through town. As with any small City, the presence of a State Highway as an integral part of the local transportation system presents special challenges. The portion east of Territorial Highway is of particular concern to the City for several reasons; intersections that are at or near failure, lack of coordinated commercial access in a high speed corridor including areas inside and outside of the City's UGB, and potential conflicts with an existing railroad corridor. The City is seeking grant funds to conduct a corridor study to describe existing and future conflicts, and to examine potential alternative solutions.

2. List the key project objectives and expected outcomes and relate them to TGM objectives:

TGM objectives.

- A. A transportation system or development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service;
- B. Preservation or enhancement of the "through movement" function of a state highway;
- C. Increased convenience or availability of alternative modes of transportation;
- D. Alternatives to, or delay of the need for, a major transportation improvement;
- E. Alternatives to, or delay of the need for, expansion of an urban growth boundary;
- F. Increased efficiency in the use of land, including areas planned for future urban development.
- G. Reduced emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled.

Objective 1: Intersection of Highway 126 and Territorial Highway

Points of Concern

1. Intersection currently operates at a Volume/Capacity ratio that is below ODOT minimum standards. Future development will exacerbate this problem.
2. Proximity of Jeans Road intersection and West Lane Shopping Center entrance cause significant congestion on Territorial Highway near this intersection.

3. Access to corner properties near this intersection is haphazard and limited
4. Intersection is the only bike/ped access point from Veneta to the middle and high schools in Elmira, and is not safe enough to use as a school route.

Expected Outcomes

1. Analysis of expected required upgrades to intersection facilities including conceptual plans and estimated costs.
2. Coordinated access plan for adjacent properties to expedite development approval process.

Further TGM objectives:

- B. Preservation or enhancement of the "through movement" function of a state highway;

Objective 2: Gateway to Veneta, Pedestrian/Bicycle Access

Points of Concern

1. Highway 126 serves as the entrance to the City. As such, it is the City's desire to have this corridor be as aesthetically appealing as possible. As part of this study, the City would like to explore opportunities to partner with ODOT to alter or increase landscaping elements while maintaining adequate sight distances. Given the width of the ROW in this corridor, the City believes that significant opportunities exist to enhance this area so that it truly serves as a "gateway" to Veneta.
2. Highway 126 forms a significant barrier between Veneta's commercial services on the north side, and the vast majority of our residential homes on the south. Currently, the only pedestrian access across Highway 126 is the crosswalk at Territorial/126. This crossing is the only stopping/slowing point for vehicles traveling the 126 corridor through Veneta and currently operates below ODOT V/C standards. This intersection is a site of frequent crashes and does not provide a safe comfortable crossing for bicycles and pedestrians and discourages use of these alternate modes of transportation. Because most residents live within one mile of the commercial area, there is the potential to significantly reduce local vehicle trips by providing a better crossing of 126. At a minimum, potential upgrades to the Territorial/126 intersection and the feasibility of a dedicated bicycle/pedestrian overpass should be examined. The City's TSP identifies a safe pedestrian/bicycle crossing of 126 as a High Priority project and includes a citywide trail system designed to take advantage of such a crossing.
3. Commercial signage in this area is haphazard, unsightly, and often placed illegally without ODOT or City approval.

Expected Outcomes

1. Location, scale and nature of potential landscaping improvements identified. Agreement between ODOT and the City as to what the City can or cannot do within the ROW to enhance this corridor as an entryway to Veneta.
2. Analysis of opportunities to enhance bicycle/pedestrian access across Highway 126 including intersection improvements and the need for and feasibility of a dedicated bike/ped crossing.
3. Create a plan for placement of ODOT/City approved signage within the ROW including off-highway logo signs, tourist attractions etc. The intent of the plan is to coordinate signage and expedite the permitting process.

Furthers TGM objectives:

- A. A transportation system or development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service;
- B. Preservation or enhancement of the “through movement” function of a state highway;
- C. Increased convenience or availability of alternative modes of transportation;
- G. Reduced emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled.

Objective 3: Hope Lane Area

Points of Concern

- 1. With the construction of Cornerstone drive, the configuration of the Hope Lane intersection needs to be reassessed. The location of the 126 Hope Lane/126 intersection on a curve may limit it’s utility. Abandonment of Hope Lane, or dedication to bike/ped purposes should be assessed.
- 2. Access to the vacant parcel west of Hope Lane should be thought out prior to development.

Expected Outcomes

- 1. An analysis of Hope Lane to determine its continuing utility and possible abandonment or dedication to non-auto purposes.
- 2. Proposed access plan for taxlot immediately west of Hope Lane.

Furthers TGM objectives:

- A. A transportation system or development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service;
- B. Preservation or enhancement of the “through movement” function of a state highway;
- F. Increased efficiency in the use of land, including areas planned for future urban development.
- G. Reduced emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled.

Objective 4: Cornerstone Intersection

Points of Concern

- 1. Lighting and signage at the intersection of 126 and Cornerstone should be addressed in a coordinated fashion to ensure safety and consistency.

Expected Outcomes

- 1. Analysis of lighting and signage needs and responsible parties.

Furthers TGM objectives:

- B. Preservation or enhancement of the “through movement” function of a state highway;

Objective 5: Highway 126 Corridor from Cornerstone east, including both City and County

Points of Concern

- 1. Access to commercially zoned properties east of Cornerstone Way is haphazard, requiring individual permits and access points. Potential conflicts exist between the need for deceleration and access and current traffic speeds in this area. Construction of individual turn lanes may constrain development of these parcels. This area includes parcels under both City and County jurisdictions.

Expected Outcomes

1. Coordinated access plan for parcels along 126 both within and east of the City's UGB.

Further TGM objectives:

- B. Preservation or enhancement of the "through movement" function of a state highway;
- D. Alternatives to, or delay of the need for, a major transportation improvement;
- F. Increased efficiency in the use of land, including areas planned for future urban development.

Objective 6: Intersection of Highway 126 and Huston Road

Points of Concern

1. Intersection of State Highway and a Major Collector is substandard and hazardous. This intersection is one of only three points of access to the highway from Veneta and will continue to see sharp increases in traffic counts, especially as development east of Territorial Highway continues.
2. Proximity of railroad crossing on Huston presents difficulties in terms of grade and queuing area for traffic waiting to enter 126. Increased railroad and/or vehicle traffic could present serious hazards.
3. Intersection currently provides no opportunities for ped/bike crossing.

Expected Outcomes

1. An analysis of current and future intersection deficiencies/issues and feasible alternatives
2. Conceptual plans for necessary upgrades to this intersection including estimated costs.

Further TGM objectives:

- A. A transportation system or development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service;
 - B. Preservation or enhancement of the "through movement" function of a state highway;
 - C. Increased convenience or availability of alternative modes of transportation;
 - D. Alternatives to, or delay of the need for, a major transportation improvement;
 - G. Reduced emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled.
3. List the final products that will be prepared for adoption and which government agencies (e.g., city, county, state agency, transit district, etc.) will need to take action in order for each to be adopted:

The final product is expected to be a Transportation System Plan (TSP) refinement plan. The plan would be adopted by the City and acknowledged by DLCD.

4. Address the timeliness award criteria: explain why this is the right time for the project. Identify ongoing initiatives or actions to be completed that may affect the project timeline:

This project is timely for the following reasons:

- The City recently completed key transportation and commercial land upgrades within this corridor (development of Cornerstone Way) which are likely to lead to increased commercial development along Highway 126 in the near future.

- The City continues to experience a separation of its residential and commercial lands by Highway 126 with no safe bike/ped crossing, an arrangement which encourages automobile use for short local trips.
- The current economic environment provides City staff with time to prepare for the next wave of development and address problems before they occur.
- The City continues to build, and require developers to build and dedicate additional bike/ped trails throughout the City. These trails should be coordinated with highway intersections and bike/ped access points.
- The City recently reviewed several controversial development applications for property along the highway. During the review process, the City heard loud and clear that this corridor should be viewed as the gateway to Veneta and steps should be taken to coordinate development, signage, and landscaping both within and adjacent to the ROW.
- Recent traffic studies determined that the intersection of Territorial and Highway 126 currently functions below ODOT V/C standards. Veneta has experience an annual growth rate of between seven and nine percent over the last 5 years, placing additional strain on both state and local facilities and creating a more urgent need for access coordination and intersection upgrades.

5. Provide additional background and context for the project that will help us understand your project:

Highway 126 through the City of Veneta is a designated freight route, carrying a large volume of commercial traffic bound for Oregon coastal cities. These cities, have seen relatively high growth rates in recent years, and Florence in particular has added a new casino which has increased traffic from the Eugene/Springfield area along the 126 corridor. As traffic along this corridor has increased, so has the desire of adjacent landowners to capitalize on the visibility of their property for commercial purposes. Currently, each developed property seeks and individual access permit form ODOT for a separate driveway. This trend is likely to continue in the future leading to a haphazard array of entrances and exits to increasingly busy highway. The City would like to see long range access coordination from both a traffic safety and commercial development standpoint.

6. If the project addresses a TGM focus area, describe how:

- A *Contribution to Economic Revitalization*: Resolves transportation and land use related issues needed to make key industrial sites (including certified sites) and employment centers ready for development;
- One of the main focuses of this study is providing safe, coordinated access for commercial and industrial parcels adjacent to Highway 126 both inside and outside of the City's UGB. Veneta continues to have a severely unbalanced commercial/residential mix leading many residents to make purchases outside of the community due to lack of commercial services. Having a coordinated access plan for vacant commercial parcels gives developers more information up front and helps remove some of the hurdles to new commercial and industrial development in our area. Doing so will aid the City in recouping its investment in the construction of Cornerstone Way to create shovel ready commercial and industrial sites.
- B *Urban Growth Area Planning*: Planning to address transportation considerations as part of the UGB amendment process or to plan for transportation needs in areas that have been added to UGBs;
- C *Safe Routes to School*: Planning in coordination with school districts to improve bike and pedestrian access for existing and new schools.

- Both the middle and high schools for our area are located north of Highway 126 in the rural unincorporated community of Elmira. Although separated by a distance of less than one mile from the bulk of Veneta’s residences, the corridor between our two communities presents a dangerous gauntlet that few students are willing to negotiate. The City has completed long range trail planning efforts to create a dedicated bike/ped corridor along Territorial Highway to connect residents to the schools, but the intersection of 126 and Territorial would still present a major hurdle to reducing vehicle trips along this route. Planning for future intersection upgrades and a dedicated bike/ped crossing moves us that much further toward creating viable connection between students and the schools.

D. *Climate Change*: Evaluating revisions to transportation or land use plans that will significantly reduce transportation-related emissions that contribute to climate change.

- Connecting residential and commercial areas with viable bike/ped facilities will hopefully decrease the number of short range vehicle trips our residents need to make on a daily basis.

Section 2: Project specifics

1. Will a consultant be used on the project?

If yes, describe the expected roles of consultant and local staff:

Yes. The consultant will be responsible for the majority of the work including project management, analysis, and reporting. City staff will provide background information and project direction at the outset, and ongoing project input and review.

2. Outline the major project tasks, expected timeline, and general methods. Include a discussion of data and analysis needs and an overview of the expected public involvement process (e.g., technical and citizen committees, workshops, surveys, project Web page):

Task	Timeline
Task 1: Project kickoff (assumes consultant has been selected) <ul style="list-style-type: none"> • Review of project scope and schedule, responsibilities • Identify affected parcels and owners for public outreach • City staff provide background info (TSP, land use plans, etc) • Determine data needs (traffic counts etc) and begin gathering data if necessary • Identify public involvement needs and opportunities 	Week 1 Week 1 – Week 6
Task 2: Access Coordination <ul style="list-style-type: none"> • Identify key access problem areas, coordination needs and opportunities • Develop proposed alternatives and access guidelines, both on a parcel by parcel basis and for the 126 corridor in general 	Week 2 – Week 6
Task 3: Gateway Corridor Planning <ul style="list-style-type: none"> • Review existing planning context (TSP, Comp Plan, Fern Ridge Strategic Plan, Northeast Employment Center Plan) and summarize the desired goals • Identify institutional barriers to successful corridor management 	Week 1 Week 2 – Week 6

<ul style="list-style-type: none"> • Identify strategies for furthering these goals on private property adjacent to the highway within the UGB <ul style="list-style-type: none"> ○ Signage, landscaping and other standards for developments • Develop strategies for furthering these goals through activities within the right of way (or to transfer key area of ROW to the City). Include the following: <ul style="list-style-type: none"> ○ Consolidated and uniform signage and way-finding markers ○ Identify specific areas where the City can enhance the ROW through landscaping (or areas where they cannot). Develop standards and guidelines for these activities and ○ Draft a MOA or agreement between the City and ODOT governing city activities within the ROW. 	
<p>Task 4: Intersection assessment and planning</p> <ul style="list-style-type: none"> • Review available information regarding traffic counts, accident reports, projected growth rates, etc and identify key players (Railroad owner, ODOT staff) • Identify major deficiencies both for auto and alternative modes • Identify opportunities/barriers • Propose both short and long term design solutions and upgrades including preliminary designs and cost estimates 	<p>Week 2- Week 8 Week 6 – Week 10</p>
<p>Task 5: Bicycle & Pedestrian Planning</p> <ul style="list-style-type: none"> • Review available information • Identify key deficiencies and opportunities for increased bike/ped connectivity • Examine the need/feasibility for a separate bike/ped overpass including alternative locations and cost estimates • Propose both short and long term design solutions and intersection upgrades including cost estimates 	<p>Week 6 – Week 10</p>
<p>Task 6: Public Outreach and Report Presentation/Adoption</p> <ul style="list-style-type: none"> • Identify key stakeholders • Present preliminary plan in public forum, take feedback and incorporate comments • Present Final plan at City Council meeting • Adoption by the City & County 	<p>Week 1 Week 10 Week 12 Week 12 – Week 16</p>

3. In addition to data and analysis that will be gathered or performed as part of the project, list any, including mapping, traffic counts, or transportation analysis, that must be completed *before* the project can begin:

It is possible that additional traffic counts will be needed as part of this study. A traffic impact analysis was completed in 2005 which includes both intersections and Highway 126 including modeling for future conditions based on population growth. Mapping of parcels and existing access locations may be necessary. The City maintains an up to date GIS dataset from which this information can be easily extracted unless more accurate on-the-ground surveys are necessary. It is not likely that any of this work will need to happen before the project can begin.

4. Provide an estimated budget breakdown for the major tasks. If a consultant will be used, separate the costs for local staff and consultant:

Budget breakdown:

TASK	LOCAL COSTS	CONSULTANT COSTS
1. Project kickoff	\$1,000	\$2,000
2. Access Coordination	\$1,000	\$15,000
3. Gateway Corridor Planning	\$1,000	\$8,000
4. Intersection Assessment and Planning	\$1,000	\$22,000
5. Bicycle & Pedestrian Planning	\$1,500	\$8,000
6. Public Outreach and Report Presentation & Adoption	\$3,000	\$16,000
Totals:	\$8,500	\$71,000

5. Describe the experience and capability of the proposed project manager to manage the project.

Community Services Director Brian Issa will act as the City's project manager. Brian has successfully managed several large projects including TGM code assistance grants, SDC and code updates, and master plan updates using outside consultants.

6. Project Area

8.5-by-11-inch map of the project area Map attached

Description:

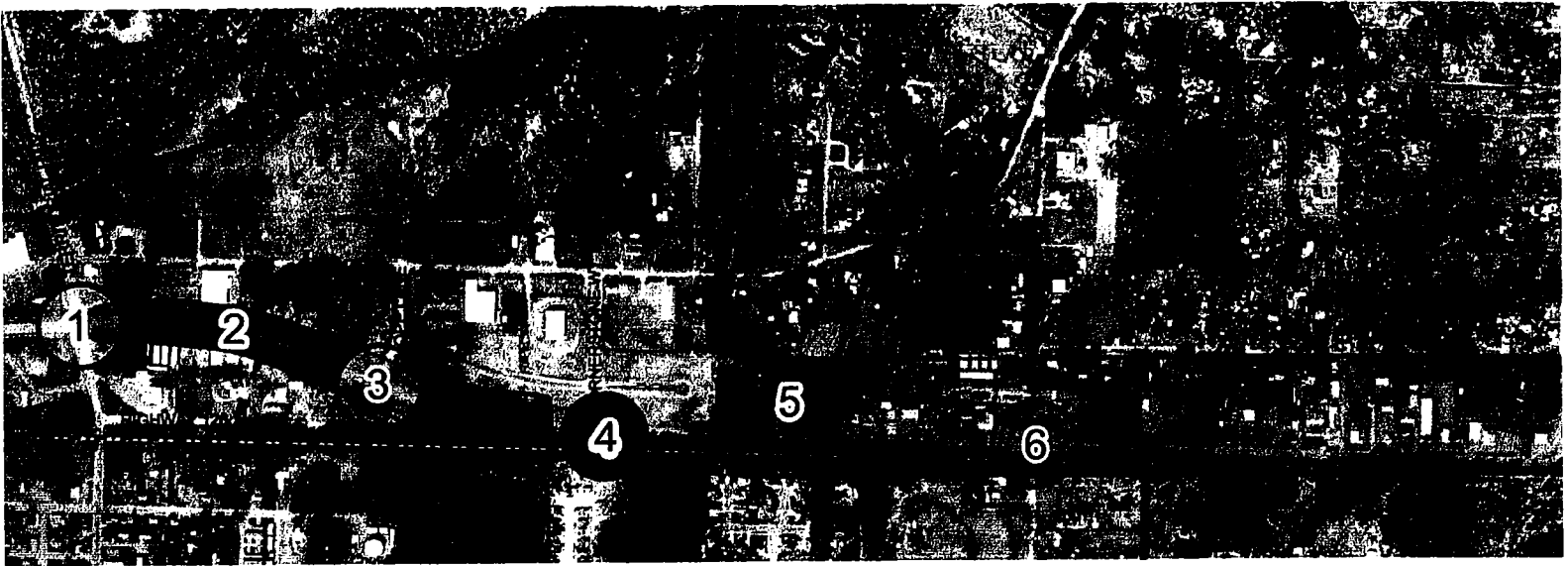
The project area consists of the Highway 126 corridor from Territorial Highway east to approximately Ellmaker road, including areas within inside and outside of the Veneta UGB.

7. Submit letters or resolutions of support for the project from local officials that clearly indicate an understanding of the intended project outcomes and support of the project objectives. Submit letters of support from other interested parties as appropriate. *Note: these may be submitted separately from the application. Letters and resolutions of support may be submitted through April 1, 2009. Those submitted after March 13, 2009 must be submitted electronically to cindy.l.lesmeister@odot.state.or.us.*

List letters and resolutions attached and expected:

SOURCE	ATTACHED	EXPECTED
1. City of Veneta Resolution 995	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2.	<input type="checkbox"/>	<input type="checkbox"/>

VENETA CORRIDOR STUDY



○ Objectives 1-6
▭ UGB
- - - O&P Railroad

