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March 25, 2010

Supplement 1: Memorandum for a Third Reading on April 7, 2010

Ordinance First Reading Date: January 27, 2010

Ordinance Second Reading/Public Hearing Date: February 10, 2010

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**TO:** Board of County Commissioners

**DEPARTMENT:** Public Works

**PRESENTED BY:** Mark Bernard, Public Works, Transportation Planning & Traffic

**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.

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On February 10, 2010, the Board of County Commissioners (Board) held a public hearing, closed the public hearing, and moved to hold a third reading on April 7<sup>th</sup> on the Junction City Highway 99 Refinement Plan (Refinement Plan). The record was left open until April 7<sup>th</sup>.

The Board directed staff to come back with a range of options for phasing the project, including options to move Phase 1 forward. Subsequent staff discussions and analysis yielded two options for the Board to consider.

Option 1: Approve the Ordinance adopting the entire Refinement Plan. The Highway 99 corridor functions as a system and the Refinement Plan addresses safety and operations along Highway 99 in and around Junction City through the 2026 planning period. The five phases comprise one project. The phases of the project are sequenced based upon engineering analysis and interact to address systemic issues. Each phase is not in an of itself a "project" that fixes any issue. Furthermore the Refinement Plan consists not only of construction phases but access management.

In addition, the Board Ordinance Findings address the entire project.

Option 2: Take no action on the Ordinance. If the Board decides to take no action on the Refinement Plan, Junction City's 2009 adoption of it would still be valid within their city limits. As stated in Attachment 1 to this memo, ODOT can support Junction City's 2009 adoption of the Refinement Plan and recommend that the Oregon Transportation Commission (OTC) adopt those portions of the Refinement Plan within Junction City's jurisdiction. Two parcels in the northerly portion of the Phase 1 area are currently outside the city limits;

however the design of the project is far from site specific at this stage so it is premature to determine whether the city would need to annex these parcels for construction to move forward.

Junction City is currently in Periodic Review to update their Transportation System Plan (TSP). Elements of the Refinement Plan outside the city limits of Junction City could be incorporated into the TSP update and considered again by the Board when the TSP is co-adopted by Lane County. This will provide an opportunity for the Board to see how the Refinement Plan fits within the overall scheme of land use and all transportation modes that are required to be addressed by the City under the state land use Goal 12 and the Transportation Planning Rule.

The transportation improvements outside of the city limits and urban growth boundary were a concern during the Planning Commission process and to the Board. ODOT also found this part of the preferred alternative problematic, so much so they extended the consultant's contract to re-examine the issue. The result was 1) strengthening of language in the Refinement Plan regarding a possible goal exception; and 2) additional language stating that improvements on lands in County jurisdiction, like the Prairie Road extension, could not occur without additional analysis. As noted in Attachment 1, as part of Junction City's TSP update, ODOT is exploring alternatives to proposed county facilities articulated in the Refinement Plan located on lands outside the city limits of Junction City.

A third option, Board adoption of part of the Refinement Plan, such as only that portion within the city limits, was raised as a possible course of action. Taking no action would accomplish the same thing. If the Board decides to take no action on the Refinement Plan but would still like to support Junction City's efforts to secure funding for the Phase 1 improvements, a Board Order could be crafted conveying such support, and City staff reacted favorably to this approach.

Co-adopting only a part of the Refinement Plan raises numerous procedural and substantive questions that are not an issue if the Board takes no action. First, the County Board Ordinance Findings would become invalid and staff is unsure how to craft Findings that address only a portion of the Refinement Plan since all phases are interlaced. Note that in addition to Phase 1, Phases 2-Unit 1, 4, and 5 are either wholly or partially within the city limits, raising questions about whether the sequencing of construction would any longer make sense and the validity of the Refinement Plan's technical analysis. In addition the access management portion of the Plan would need to be examined with regard to its role in the preferred alternative analysis.

While the problems noted above are also questions if the Board takes no action, they do not need to be addressed in County findings unless the Board does take action. Therefore, Lane County adoption of a portion of the Refinement Plan is not seen as a viable option, unless the Board retains a consultant to revisit the Refinement Plan analysis and conclusions.

Commissioner Handy expressed concern regarding a perceived lack of transit facilities in the Refinement Plan. As noted in LTD's letter dated March 5, 2010 (Attachment 2) LTD Service Planner, Ruth Ruiz, participated on the Refinement Plan Technical Advisory Committee, and transit needs were explicitly addressed in the planning process. The letter identifies a number of elements in the Refinement Plan that will aid transit including wide sidewalks, bulb-outs to facilitate pedestrian crossings and on-street parking that provides opportunities to develop

bus stops along the Highway 99 couplet.

Additionally, Attachment 3 is a memorandum dated March 8, 2010 from Petra Schuetz, Administrative Project Manager for the Transportation and Growth Management (TGM) grant that funded the Refinement Plan. She acknowledges the importance of transit amenities in the design considerations for the Refinement Plan. Ms. Schuetz' letter also cites the many transit-friendly Refinement Plan elements, noting that a Park and Ride facility was recently built in Junction City at 7<sup>th</sup> Avenue and Holly Street, complementing the Park and Ride facility located at 10<sup>th</sup> Avenue and Maple Street.

#### Recommendation

Staff continues to recommend adoption of the Refinement Plan because although the improvements outside the urban growth boundary are a valid concern, the Refinement Plan acknowledges and addresses the issue.

The alternative is to take no action. If the Board decides to take no action on the Refinement Plan but would still like to support Junction City's efforts to secure funding for the Phase 1 improvements, a Board Order could be crafted conveying such support.

#### Attachments

1. March 15, 2010 letter from ODOT
2. March 5, 2010 letter from LTD
3. March 8, 2010 letter from Petra Schuetz



# Oregon

Theodore R. Kulongoski, Governor

## Department of Transportation

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(503) 986-2840

March 15, 2010

Mr. Mark Bernard, Senior Planner  
Lane County Public Works  
3040 N Delta Hwy  
Eugene, OR 97408

Dear Mark,

This letter is in response to the Lane County Board of Commissioners' question about what action ODOT could take to support the Junction City/Oregon 99W Refinement Plan as an ODOT Facility Plan if it is not adopted by the Lane County Commissioners. I have discussed this issue with ODOT's designated attorney at the Department of Justice and we believe that ODOT can support the City of Junction City's 2009 adoption of the Plan and recommend that the Oregon Transportation Commission (OTC) adopt those portions of the Plan within the City's jurisdiction.

ODOT is comfortable making this recommendation because those portions of the Plan that affect Oregon 99W within Lane County Jurisdiction:

- (1) are relatively small in area (like two small parcels at the north end of the couplet) or fairly specific like existing or proposed road right-of-ways,
- (2) have little influence on Oregon 99W (like Pitney Lane extension) or,
- (3) are explicitly not supported by ODOT at this time (like the Prairie Road extension where ODOT support is dependent on further analysis and a more complete determination that the objective of that possible improvement—to relieve congestion at 1<sup>st</sup> Street and Oregon 99W—cannot be accomplished by actions within the City's Urban Growth Boundary).

The adoption of the plan without the plan provisions identified in Lane County does not create a conflict with those provisions and improvements in Junction City portion of the plan. We also acknowledge that the City is beginning a comprehensive update of their Transportation System Plan (TSP) this year and the findings of the Refinement Plan will be incorporated into the updated TSP. Additionally, any outstanding issues with the Refinement Plan (like the Prairie Road extension issue) will be resolved through the TSP update and the TSP update will need to be co-adopted by Lane County.

While ODOT has taken the position at this time that funding for the couplet is not reasonably likely within the current 20-year planning horizon, we are also not opposed to the City pursuing funding opportunities, working to establish the couplet as a funding priority within the Lane County area and within Region 2, and seeking more immediate funding for the improvement needs identified in the Refinement Plan. While it will not establish any of the improvement needs identified in the Refinement Plan as an ODOT funding priority or serve as any guarantee of state funding for them, OTC adoption of the City's portion of the Plan will serve as an affirmation of ODOT's support for the Plan's principle conclusion that a couplet is an appropriate solution to address the congestion and livability problems currently experienced and forecasted for Oregon 99W in Junction City.

Please let me know if any additional information is needed on this matter. We look forward to working with Lane County and the City of Junction City on the upcoming TSP update.

Sincerely,

Terry D. Cole  
Lead Planner  
ODOT Region 2





Lane Transit District  
March 5, 2010

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

Dear Commissioner Fleenor:

In a recent Board of Commissioner's meeting there was a discussion regarding the Highway 99 Refinement Plan in Junction City. As part of this discussion, the role of public transit and Lane Transit District's involvement in the Highway 99 Refinement Plan process was identified. LTD would like to assure the Commissioners that the project team performed extensive research and shared findings on every refinement option prior to any decisions being made. The process, which includes LTD Service Planner Ruth Linoz, has been very open.

It is important to note that the transit level of service is not defined in infrastructure elements in a Transportation Growth Management Plan. Transit service is related to a number of factors, but most importantly to market demand and funding. While current economic conditions warrant reductions in transit service, no one believes that the recession will last forever, and we know that projects such as the State of Oregon mental hospital will create new opportunities for transit service in the Junction City area.

Because the refinement plan has multiple phases designed to mitigate travel patterns that are interrelated for the entire community road system, transit may be adversely affected if the entire system is not implemented. The plan has a number of elements that will aide transit, including:

1. Wide sidewalks
2. Bulb outs to encourage pedestrian crossings
3. Additional traffic signalization
4. Bike lanes on opposite side of roadway from parking to avoid conflicts with parked cars and buses
5. Additional sidewalk amenities
6. Business access management that will improve travel time and minimize vehicular conflicts/delays
7. On-street parking that provides opportunities to develop bus stops along the couplet

LTD is confident that our involvement will continue as the process moves forward into more detailed planning. We appreciate the work done by the LCDG, Lane County, and Junction City staff to provide a very open process.

Sincerely,

A handwritten signature in black ink, appearing to read 'A. Vobora', is written over a light-colored background.

Andy Vobora  
Director of Service Planning, Accessibility, and Marketing





March 8, 2010

**TO:** Lane County Board of Commissioners  
**FROM:** Petra Schuetz, Associate Planner, Lane Council of Governments  
**RE:** **TGM 05-07 Junction City TSP Update - Hwy 99 Refinement Plan; discussions and decisions about transit and park and ride facilities**

I was the Administrative Project Manager for the TGM 05-07 Junction City TSP Update: Hwy 99 Refinement Plan. I understand that there are two questions raised by the Lane County Board of Commissioners regarding the design of the project and its relationship to some transportation demand management (TDM) elements of the preferred alternative. Overall, TDM-related infrastructure was of prime importance when considering the design of this project. There were multiple discussions and technical analysis regarding transit and non-road elements. The following provides a summary of some of these discussions and the conclusions made by the Project Management Team, the Technical Advisory Committee, and the Citizen Advisory Committee.

#### **Transit Service/Transit Stop Location**

Transit service i.e. the routes, number of stops, and frequency of the buses is demand and resource or market based. To answer the question if the preferred alternative couplet encourages increased transit use; the direct answer is no because the design of the project does not change people's decision to use transit, nor does it pay LTD to provide increased service. What it does accomplish, however, is a far improved transit-oriented environment where by potential transit stops become far more accessible with the following design characteristics:

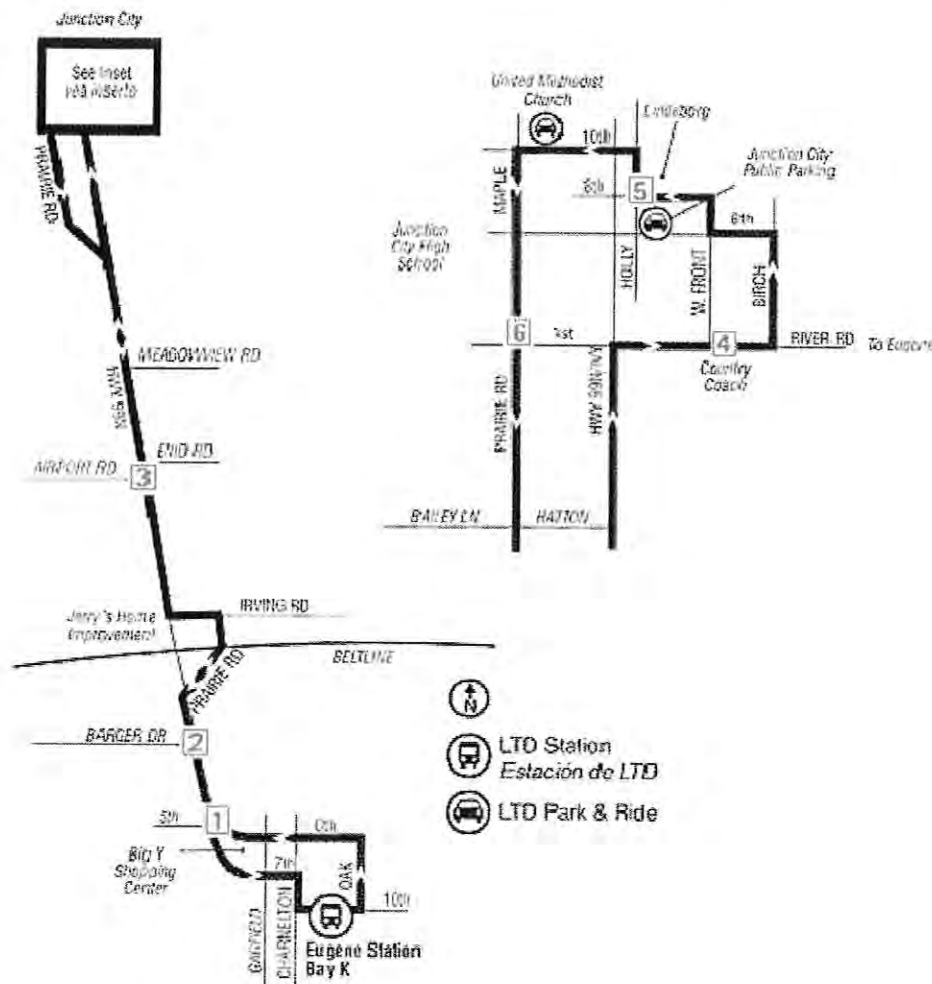
- 11 foot sidewalks on both sides of the street;
- Bulb-outs at key pedestrian crosswalks;
- Signalization prioritization for pedestrians at crosswalks
- Bike lanes on the opposite side of on-street parking to avoid potential conflicts
- Sidewalk amenities such as benches and bicycle parking
- Access management i.e. consolidation of driveways which will reduce potential conflict points between vehicular turn movements and bicycles and pedestrians

Specific transit stops were not specified in the design itself because the best demand-oriented location for stops needs to remain flexible based on changing factors. LTD indicated their preference to allow for flexibility regarding future transit stops along HWY 99. This flexibility has been accomplished by the fact that any of the on-street parking spaces could be easily be converted to a transit stop location with no additional infrastructure cost. If a particular location was no longer needed as a transit stop, then the configuration could simply be restriped for on-street parking. LTD's general sediment was that access to transit service needs to remain flexible enough to meet the changing location demand and they did not

want to be "boxed-in" by specific transit stop locations along Hwy 99. Further, the bus drivers prefer not to have to merge onto Hwy 99, therefore, it was also preferred that the transit stops be located on the local street system wherever possible.

**Park & Rides**

At the time this project was developed, it was determined that park and ride infrastructure should be addressed in the full Transportation System Plan (TSP) update. This is because park and ride locations need to be considered comprehensively over the entire community, not only one corridor. This is why it was recommended that the City pursue the full TSP update upon completion of the HWY 99 Refinement Plan. Regardless, since the completion of this project a park and ride has been built in Junction City at Holly and 7<sup>th</sup> Sts. There is a second park and ride location at 10<sup>th</sup> and Maple Sts.; both along transit route #95 (below).



I hope this information is helpful as you consider co-adoption of this project. Please feel free to contact me with any additional questions at [pschuetz@lcoq.org](mailto:pschuetz@lcoq.org) or 541-682-3639.

Regards,

Petra Schuetz