

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

PASSED

) IN THE MATTER OF
) IMPROVING COLLARD LAKE
) ROAD AND PROVIDING
) CONTINUING MAINTENANCE

ORDER NO.

98-12-9-18

WHEREAS, Collard Lake Road is a local access road which has been dedicated to the public for road purposes but has never been improved to a minimum standard for acceptance as a County road and has never been accepted into the County road system in accordance with established laws and policies, and

WHEREAS, ORS 368.031 provides that local access roads outside of cities are subject to the jurisdiction of counties, but counties are not liable for failure to improve or repair such roads, and

WHEREAS, ORS 368.031 further provides that counties may expend county funds on local access roads if the work is an emergency or if the county road official recommends the expenditure; the public use of the road justifies the expenditure; and the county governing enacts an order or resolution authorizing the work and designating the work to be either a single project or a continuing program, and

WHEREAS, Collard Lake Road currently provides access to more than 40 homes and additional development is expected, and

WHEREAS, the condition of Collard Lake Road has deteriorated and is in need of repair and improvement, and

WHEREAS, the County Public Works Director recommends that a one time repair and improvement be made to Collard Lake Road to clear vegetation, provide minor widening of the road, clear and repair culverts, improve drainage ditches, add base rock where needed, and surface the road at an estimated cost of \$150,000, and that limited maintenance be provided on a continuing basis, and

WHEREAS, extraordinary circumstances have contributed to the need for this repair and improvement and because of the extraordinary circumstances involved the Board feels it is appropriate to use County road funds for this improvement and to provide continuing maintenance, and

NOW, THEREFORE IT IS HEREBY ORDERED in accordance with ORS 368.031 that the Lane County Public Works Department expend Road Funds in an estimated amount not to exceed \$150,000 to repair and improve Collard Lake Road, as recommended by the Public Works Director, as soon as it may be reasonably scheduled; and

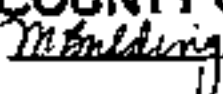
IT IS HEREBY FURTHER ORDERED in accordance with ORS 368.031 that the Lane County Public Works Department expend additional Road Funds as necessary to provide a continuing program of limited maintenance of Collard Lake Road following its repair.

DATED this 9th day of December, 1998.


Chair, Lane County Board of Commissioners

FILED

DEC 14 1998

COUNTY CLERK
BY 

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

ORDER) IN THE MATTER OF APPROVING A PROJECT
AND) DESIGN CONCEPT AND ACQUIRING FEE OR
RESOLUTION NO.) OTHER INTERESTS IN PORTIONS OF CERTAIN
) REAL PROPERTIES FOR IMPROVEMENT OF
98-12-9-19) JASPER ROAD EXTENSION BETWEEN MAIN
) STREET AND JASPER ROAD.

WHEREAS, improvement of Jasper Road Extension has been approved for funding through adoption of the FY 1999-2003 Capital Improvement Program, and

WHEREAS, Lane Manual 15.580 establishes a process for citizen involvement for individual road improvement projects, and

WHEREAS, a public hearing was held on 29 April 1998, at Mt. Vernon Elementary School to consider the alignment and design for a new road in the Springfield Urban Growth Boundary between Main Street and Jasper Road, and

WHEREAS, on 26 August 1998 the Roads Advisory Committee reviewed the report prepared by Public Works staff, then adopted the recommendation and findings specifying a design concept for the new Jasper Road Extension, and

WHEREAS, the Board decided to hold an additional public hearing on the project on 9 December 1998, and

WHEREAS, the Board met again on 16 December 1998 for discussion and action on the Jasper Road Extension project, and

WHEREAS, the Board has determined it necessary and in the public interest to acquire fee or other interests in portions of certain real properties as listed in Exhibit B, attached hereto and made part hereof, from owners and others as their interests may appear of record to serve the needs of Lane County, and that the public welfare will be benefited by the improvement of said improvement and the Board being fully advised, and

WHEREAS, the current project budget is predicated on the dedication of right-of-way for the project between Mt. Vernon Road and Jasper Road, and

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

FILED
DEC 28 1998
COUNTY CLERK
BY *M. Bulding*

ORDERED, that the Board approve the project design concept identified in Exhibit A for the alignment and design of Jasper Road Extension, from Main Street to Jasper Road, based on the findings in Exhibit B, **AND BE IT**

ORDERED, that the findings of the Roads Advisory Committee in Exhibit B be supplemented by an additional finding, Exhibit D, emphasizing the need for right-of-way dedication south of Mt. Vernon Road, **AND BE IT**

ORDERED, that construction of Jasper Road Extension is contingent upon Lane County receiving title to right-of-way between Mt. Vernon Road and Jasper Road from the owners of tax lot 501, assessor's map 18-02-03; tax lot 100, assessor's map 18-02-09; and tax lots 200, 900 and 1301, assessor's map 18-02-10 at no cost to Lane County, **AND BE IT**

ORDERED, that the Board delegates authority for determination of all other project design standards (and exceptions to those standards) not specifically identified in the project design concept for improvement of Jasper Road Extension to the County Engineer, consistent with this Order, **AND BE IT**

ORDERED, that Public Works staff prepare a right-of-way plan necessary to construct the road; pursue all necessary planning actions; acquire right-of-way and prepare plans and specifications for construction of Jasper Road Extension pursuant to this Order, **AND BE IT**

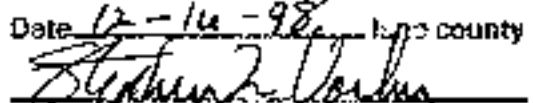
ORDERED, that the Lane County Administrator is authorized to execute agreements regarding the commitment to dedicate needed right-of-way, **AND BE IT**

RESOLVED, that under authority granted in ORS Chapter 35 and consistent with ORS Chapter 281, that there exists a necessity to acquire and immediately occupy the real property in order to make improvements to serve the needs of Lane County for the general use and benefit of Lane County, **AND FURTHER BE IT**

RESOLVED AND ORDERED, that if Lane County is unable by negotiations to reach an agreement for the acquisition of necessary real property from the list of parcels in Exhibit C, the Office of Legal Counsel of Lane County is hereby authorized to commence and prosecute in the Circuit Court of Lane County, in the name of Lane County, any necessary proceedings for the condemnation and immediate possession of necessary real property and the assessment of damages for the taking thereof, **AND FURTHER BE IT**

DATED this 17th day of December 1998.


Chair, Lane County Board of Commissioners

APPROVED TO FORM
Date 12-16-98 Lane County

OFFICE OF LEGAL COUNSEL

**LANE COUNTY ROADS ADVISORY COMMITTEE
RECOMMENDED DESIGN CONCEPT AND FINDINGS**

for

Jasper Road Extension

Main Street to Jasper Road

August 26, 1998 Revised 12/16/98

RECOMMENDED DESIGN CONCEPT

Jasper Road Extension is a new roadway planned in the southeast corner of Springfield beginning at the intersection of Main Street (Highway 126) and the Eugene-Springfield Highway. It would extend to the south and east connecting with Jasper Road about two miles south. It would bypass the existing county road route through the area (Mt. Vernon Road and 57th Street). The road will remove through traffic from these two collector streets and provide a safer, more convenient route through the area. It will provide additional capacity in the corridor that connects directly to the Eugene-Springfield Highway/McKenzie Highway (Main Street) intersection. It will also provide access to undeveloped lands within the Springfield UGB area for mixed use development, including industrial, commercial, and residential development. The construction of this roadway will be phased because of financial constraints and because development has yet to occur in the area at the southern end of the project.

Design Features

- * Project will be phased to deal with budget constraints and to provide a near term connection to Jasper Road bypassing the current S 57th/Mt. Vernon Road route. The project planned for construction in 2000 includes the following improvements:
- * **Section 1, Main Street to S 57th:** Four lane urban section with median/turn lane area, on-street bicycle lanes, and sidewalks setback from the roadway. (see typical section)
- * **Section 2, S 57th to Mt. Vernon:** Two lane rural section with bike/ped path off roadway with turn lanes at intersections. (see typical section). Future phase adds two additional travel lanes and urban improvements (multi-use sidewalks and curbs).
- * **Section 3, Mt. Vernon to Jasper road:** Two lane rural section with turn lanes at intersections. Future phase adds two lanes and separated bike/pedestrian facilities.
- * **Section 4, Jasper Road intersection:** An improved at-grade signalized railroad crossing will be included at the new intersection with Jasper Road.
- * Access will be limited on the facility. No driveway access will be allowed. Street planning in the area will be based on 1/2 mile intersection spacing. A traffic signal will be installed at the South 57th Street intersection. Conduits for a future signal will be installed at Mt. Vernon and the intersection will be monitored. Turn lanes are planned for all intersections.
- * Soundwalls and associated landscaping are not included in the project at this time.

* Drainage on the north end of the project will be accomplished by connection to city storm pipe systems.

* Alignment D2 is the selected alignment. This alignment is based generally on a 55 mph design speed. It intersects Jasper Road in the vicinity of the existing Brand S Road intersection (see attached alignment map and detail map showing a preliminary intersection design at Jasper Road.) The intersection at Jasper Road will not be designed for 55 mph and will require a specific design exception. Slower speed curves for this intersection are needed because of the following factors: Need to make the new roadway intersect the railroad line as close to perpendicular as possible; need to reduce impact on the area west of Jasper Road near the river; and need to keep right-of-way contiguous with future grade separation design. As part of this design approval, the Board also selects this intersection location (as shown on the attached detail map) as the location of the future railroad grade separation.

* Speed zones on the project will be established upon completion. It is expected the section north of Mt. Vernon will be zoned in the 40-45 mph range and that the road south of Mt. Vernon will initially be zoned at 55 mph. It is also expected that this speed zone on the south end of the project will be modified by the State Speed Control Board as development along the new route occurs.

* See attached typical sections for urban and rural designs.

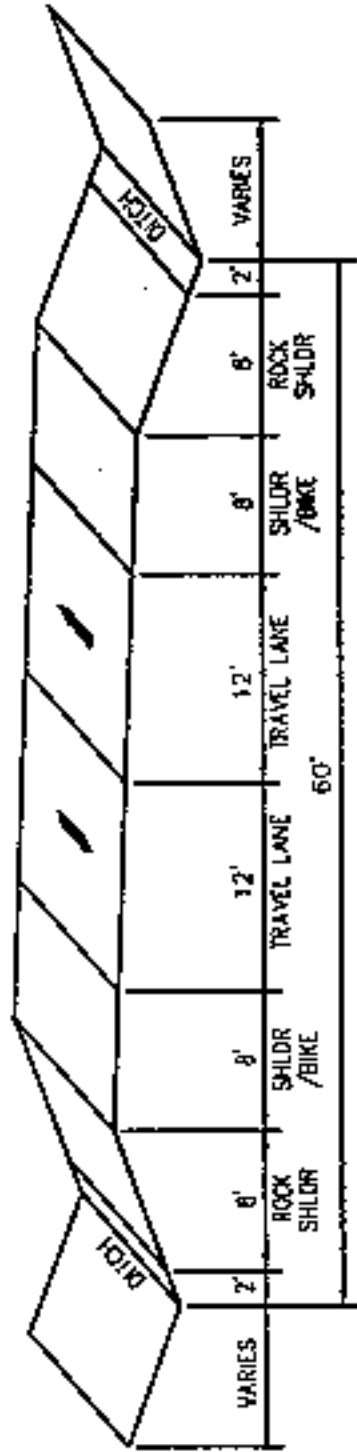
* Basic right-of-way width for the project is 200 feet. Additional right-of-way, up to a total width of 250 feet approximately, may be required for grading, drainage, cut/fill, utilities, environmental mitigation, or other facilities.

JASPER ROAD EXTENSION

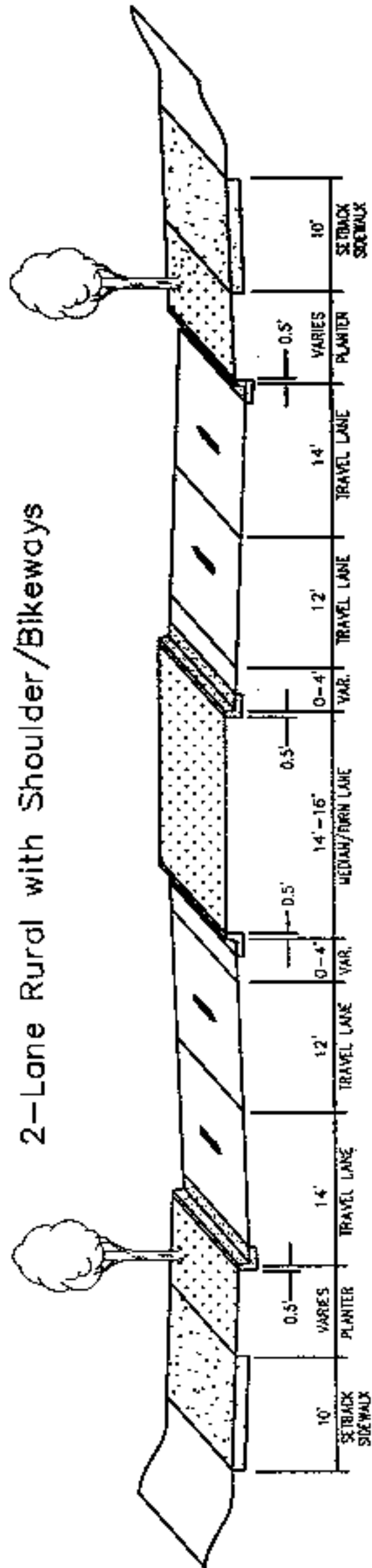
TYPICAL SECTIONS

BOOK 101 PAGE 2194

No Scale



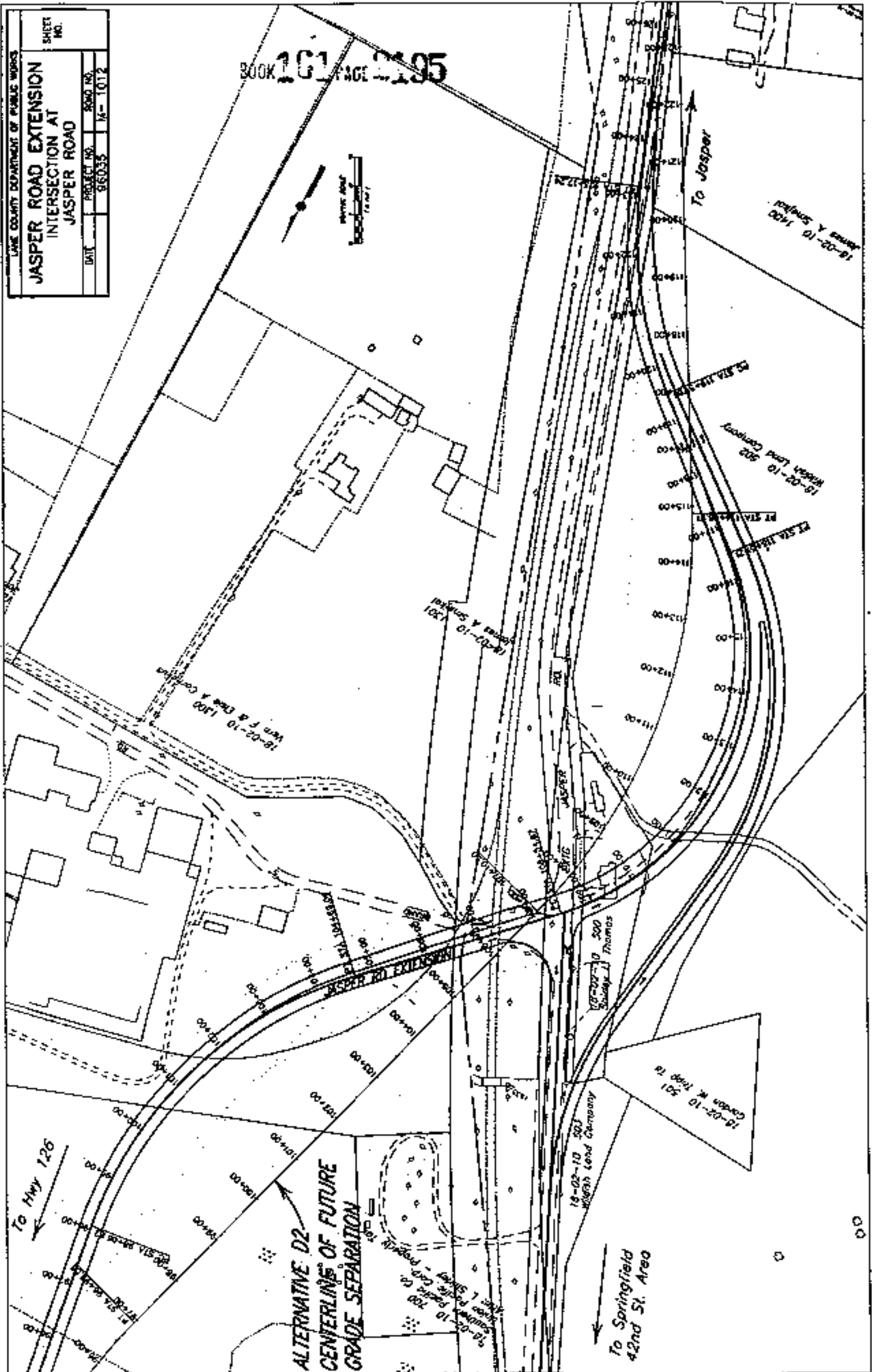
2-Lane Rural with Shoulder/Bikeways



4-Lane Urban

LAKE COUNTY DEPARTMENT OF PUBLIC WORKS		SHEET NO.
JASPER ROAD EXTENSION INTERSECTION AT JASPER ROAD		
DATE	PROJECT NO.	BOOK NO.
	96035	161
		PAGE 195

BOOK 161 PAGE 195



Summary of Findings

An attachment to this report entitled "Issues and Findings" contains findings in support of this proposal by Lane County Public Works to construct a new road in southeast Springfield between Main Street and Jasper Road. Here are the highlights of those findings:

1. The proposed Jasper Road Extension is listed in the Lane County Capital Improvement Program (CIP), most recently adopted by the Board of Commissioners on 12 May 1998. Identified as CIP project 96035, it is scheduled for construction in the year 2000, at a cost of \$3.2 million.
2. The proposed Jasper Road Extension is intended to accommodate future travel demand that is predicted to more than double in the TransPlan planning period (2015). Future demand will consist mainly of local trips generated within Springfield's Urban Growth Boundary (UGB), however some increase may also be attributed to regional trips that originate in Jasper, Pleasant Hill and other places to the south. Currently there are 7,800 average daily trips (ADT) on Jasper Road. Based on their computer modeling, Lane Council of Governments (LCOG) forecasts future travel demand in excess of 20,000 ADT, as vacant land inside the UGB is developed. Much of that traffic will find its way onto the local street system if this new arterial is not built.
3. The recommended alignment for the proposed Jasper Road Extension, alternative D2, was selected for a number of reasons. Short of constructing a costly overpass, alternative D2 provides the best option for the railroad crossing and merger with Jasper Road. Based on preliminary analysis, it is also expected to have the least amount of impact on the surrounding environment.
4. The proposed Jasper Road Extension is consistent with all procedural requirements of the Oregon Transportation Planning Rule. It has been authorized in an adopted transportation plan, it is being designed to meet all applicable safety and engineering standards, and it has been presented to the public by way of a process that promotes their direct involvement. That process included a Stakeholder's Group that participated in the evolution of the recommended design concept, a series of neighborhood meetings, and a public hearing conducted by the Roads Advisory Committee.
5. The proposed Jasper Road Extension is in compliance with applicable policies of the Eugene-Springfield MetroPlan dealing with Growth Management, Residential Land Use, and Economic Development because it will provide access to an extensive undeveloped area within the Urban Growth Boundary and accommodate regional travel demand on a facility specifically designed for that purpose.

6. The proposed Jasper Road Extension is consistent with other policies of the Eugene-Springfield MetroPlan dealing with Transportation by reference to TransPlan, the regional transportation plan for the Eugene-Springfield Metropolitan area. TransPlan both authorizes construction of this project and contains land use policies that promote an arterial street system in order to remove traffic from local streets.
7. The proposed Jasper Road Extension is supported by the City of Springfield, the Springfield Chamber of Commerce, owners of undeveloped land in its path, and about three dozen individuals who participated in a public hearing before the Lane County Roads Advisory Committee. It is opposed by a like number of people for a variety of reasons. Some contend that the project is not ambitious enough, since all 4 lanes will not be constructed initially and it will not extend across the Willamette River to Jasper. Others oppose it because of environmental considerations, neighborhood impacts, impacts to individual properties or increased traffic and development in the vicinity.
8. The proposed Jasper Road Extension has been modified from the original concept in a number of ways in response to concerns expressed by the public. For example, the northern segment has been realigned to prevent the displacement of existing homes, and to avoid closure of Daisy Street. The terminus with Jasper Road has been redesigned to provide a safer intersection with Jasper Road.
9. After considering cost, potential effectiveness, aesthetics and the matter of precedent the Roads Advisory Committee recommends to the Board of County Commissioners that soundwalls not be included as part of the conceptual design. The Oregon Department of Transportation has presented an array of potential designs, the least expensive of which would add at least \$1.2 million to the project cost. Their appearance could be improved by landscaping, but that would add upwards of \$300 thousand more cost to the project. The current budget does not include either expense. The Roads Advisory Committee regards this issue as a matter of countywide policy, which until now has not included soundwalls as a component in the design of new roads.

BOOK 101 PAGE 2198

**Jasper Road Extension
Issues and Findings
26 August 1998**

This proposal to construct a new road southeast of Springfield between Main Street and Jasper Road is subject to compliance with procedural requirements of the Oregon Transportation Planning Rule and applicable policies of the Eugene-Springfield Metro Area General Plan and its transportation element, TransPlan. Based on evidence contained in the record, and testimony presented to the Roads Advisory Committee, Lane County Public Works staff finds the recommended design satisfies these standards as follows:

Compliance with the Oregon Transportation Planning Rule

In 1991, the Oregon Transportation Commission (OTC) and the Land Conservation and Development Commission (LCDC) adopted a series of administrative rules to implement Statewide Planning Goal 12. As originally adopted years before, this goal was to provide and encourage a safe, convenient and economic transportation system. The rules, codified as Oregon Administrative Rules (OAR) 660-12, specify certain design and procedural standards that must be incorporated into local and regional Transportation System Plans such as TransPlan.

OAR 660-12-010 (1) states "...transportation planning shall be divided into two phases: transportation system planning and transportation project development..." The former establishes land use controls and a network of facilities. The latter implements the TSP by determining the precise location, alignment and preliminary design of individual projects.

The proposed road is consistent with OAR 660-12-025(1) because it is a facility authorized by the 1986 update of the Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan). The proposed facility is identified on the TransPlan Street and Highway System Map as project No. 322, a two or three lane arterial between Main Street and Jasper Road. Therefore, as defined by this provision of the rule, the need for this facility has been established and the land use decision authorizing construction has been made.

The project is also included in the draft TransPlan update, which is currently being reviewed by the metropolitan area Planning Commissions and the Roads Advisory Committee. They will be formulating their recommendation to the elected officials in the fall of 1998, with final adoption of the plan anticipated in the spring of 1999. The description of the Jasper Road Extension in the draft update is consistent with the project now being recommended. In the update it is described as a four-lane roadway with an improved at-grade railroad crossing in the initial phase. Eventually, when funding permits, that crossing would be replaced by an overpass.

OAR 660-12-050(2) prescribes the process local governments are to follow in the Transportation Project Development process. It is supposed to include:

- a) Designation of a lead agency to prepare and coordinate project development.
- b) A process for citizen involvement, including public notice and hearing, if the project involves land use decision making. The process shall include notice to affected transportation facility and service providers, MPOs, and ODOT.
- c) A process for developing and adopting findings of compliance with applicable statewide planning goals, if any. This shall include a process to allow amendments to acknowledged comprehensive plans where such amendments are necessary to accommodate the project.
- d) A process for developing and adopting findings of compliance with applicable acknowledged comprehensive plan policies and land use regulations of individual local governments, if any. This shall include a process to allow amendments to acknowledged comprehensive plans or land use regulations where such amendments are necessary to accommodate the project.

The proposed road is consistent with OAR 660-12-050 because all four procedural requirements specified by that provision of the rule have been met. The Department of Public Works has been designated by the Lane County Capital Improvement Program (CIP) as the lead agency to coordinate project development, and over a fifteen month period has undertaken a process for involving citizens, public agencies and service providers. This process culminated in a public hearing by the Lane County Roads Advisory Committee, in which they received testimony from 27 individuals. Subsequent findings respond to all of the issues raised at this hearing or submitted in writing until the record was closed on 15 May, as well as compliance with applicable statewide goals and comprehensive plan policies. After reviewing all of the proposed findings in this report the Roads Advisory Committee may decide to recommend that the Board of County Commissioners formally adopt them. They may also choose to amend the staff's findings or substitute those of their own, based on their understanding of information in the record.

In summary, the proposed road satisfies Statewide Planning Goal 12 because it meets all standards of the administrative rule enacted to implement the goal. In particular, the proposed road has been authorized in an adopted transportation plan, it is being designed to meet all applicable safety and engineering standards, and it has been presented to the public by way of a process that promotes their direct involvement.

Compliance with the Eugene-Springfield MetroPlan

The Eugene-Springfield Metro Area General Plan, originally adopted in 1980 and updated in 1987, established a series of metropolitan goals. Growth management, jurisdictional responsibilities, and future land use are the main focus of the plan. More detailed elements pertain to urban service areas, residential land use and the housing element, the regional economy, environmental resources, the Willamette Greenway, environmental design, transportation, and citizen involvement. Each element of the plan begins with a technical explanation that leads into detailed objectives and policies. Most policies have no bearing on the proposed Jasper Road Extension, however a number of them do:

Growth Management Policy 1 The urban service area concept and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The planning, programming, and financing for provision of all urban services shall be concentrated inside the projected urban service area.

The proposed road is consistent with MetroPlan Growth Management Policy 1 because all but the southern terminus would be built within the Springfield urban growth boundary. The recommended design for the southern terminus, where the new road meets Jasper Road, would be realigned about 450 feet west of the current roadbed in order to provide a safer intersection and a safer railroad crossing. Jasper Road serves as the urban growth boundary, so the area west of the road is beyond the urbanizable area. However, realignments of existing rural roads are among the types of projects permitted by the Transportation Planning Rule, particularly when they accomplish other important objectives such as improving highway safety.

Growth Management Policy 2 Control of location, timing, and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.

The proposed road is consistent with MetroPlan Growth Management Policy 2 because it has been derived from TransPlan, the adopted regional transportation plan. The 1986 TransPlan update classified the Jasper Road Extension as a long range project, to be built a decade or so after the plan was adopted. The scheduling of this project is consistent with that timeline.

Residential Land Use Policy 1 Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks.

The proposed road is consistent with MetroPlan Residential Land Use Policy 1 because it will serve as the primary means of access to a large undeveloped area slated for residential use by the plan. The City of Springfield is using the proposed alignment of this project as the backbone for a system of local streets that will provide direct access to this new neighborhood.

Economic Policy 15 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the Eugene-Springfield Metropolitan Area Transportation Plan.

The proposed road is consistent with MetroPlan Economic Policy 15 because the new route will facilitate access to Springfield's commercial and industrial districts from the south. Presently, freight trucks entering or leaving the city via Jasper Road must use 42nd Street, an indirect route that passes through two school zones. Jasper Road is designated as a Major Collector by the Lane County Master Road Plan, but hilly terrain and a curving alignment make it less than ideal for a major entrance to the city. By contrast, the proposed route provides a direct connection with the eastern terminus of the Eugene-Springfield Highway at Main Street on a road that will be designed to serve that purpose.

Prior to reconstruction of 57th Street a weight limit restricted truck movements in this part of Springfield. If the Jasper Road Extension is not constructed 57th Street and Mt. Vernon Road will serve as the main route for trucks bound for the Eugene-Springfield or McKenzie Highways, even though they pass through a residential neighborhood and must negotiate two sharp turns. Lane County rebuilt these roads as two-lane facilities, anticipating that additional capacity in the corridor would be accommodated on the new Jasper Road Extension.

Willamette Greenway Policy 13 The taking of an exception shall be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback.

The proposed road would be built considerable distance from the the Willamette River, however any realignment of Jasper Road to form a new intersection would extend into the setback established by the Lane County Rural Comprehensive Plan. Staff will have more to report once the Land Management Division has advised on the procedure for complying with this policy.

Environmental Design Policy 3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the urban growth boundary.

The proposed road is consistent with MetroPlan Environmental Design Policy 3 to the extent that the planting of street trees along some portions of the road will be included in the section of the project north of 57th Street that will be built to urban standards. Street trees will be deferred until additional lanes are added in the section of the project south of 57th Street. The design of the second phase has not been determined, and it won't be for some time. Construction would be expected to commence in a matter of years, just when any trees planted today would be reaching maturity. Rather than try to guess on the eventual design, and have to remove dozens of well established trees, the long term intent of Environmental Design Policy 3 may be

better served by deferring the installation of some street trees to the next phase of construction.

Environmental Design Policy 4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

The proposed road is consistent with MetroPlan Environmental Design Policy 4 because it has been designed to fit in its surroundings to the greatest extent possible. The northern half of the road will be constructed in an existing right-of-way that was reserved for this purpose before the existing neighborhood formed around it. The intersection of 57th, 58th and Daisy Streets was designed incrementally and it has operational problems. One of the benefits of the proposed project will be to redesign this intersection, making it more functional to those who already reside in the neighborhood. The southern half of the proposed road will be constructed across undeveloped land, where a major objective of the designers has been to avoid sensitive wetlands and steep terrain.

Environmental Resources Policy 33 Design of new street, highway, and transit facilities shall consider noise mitigation measures where appropriate.

Environmental Resources Policy 34 Design and construction of new noise-sensitive development in the vicinity of existing and future streets and highways with potential to exceed general highway noise levels shall include consideration of mitigating measures, such as acoustical building modifications, noise barriers, and acoustical site planning. The application of these mitigating measures must be balanced with other design considerations and housing costs.

The Noise Study Report prepared by the Oregon Department of Transportation monitored existing noise levels at 10 locations between Main Street and Mt. Vernon Road, east and west of the proposed road. The results were used to predict future noise levels at these and 23 other locations. Presently, none of the monitored sites has noise levels exceeding 55 dBA. On opening day noise levels at 15 out of the 33 sites are expected to be within the standard threshold, 65 dBA. Based on TransPlan traffic volume forecasts, by the year 2015 noise levels at all but six of the sites will exceed that threshold.

The ODOT study compares various sizes and types of soundwalls to determine the most cost effective treatment for this application. Five of the seven are recommended; two are not. The least expensive recommendation would employ a combination of berms and 10 foot high post and panel walls, at an estimated cost of \$1,012,100. The most expensive option is 12 foot high cast in place walls, at an estimated cost of \$2,420,600. Since the April public hearing staff and the Roads Advisory Committee have been evaluating the full range of sound abatement techniques. Based on the additional cost of more than a million dollars, visual impact, and the lack of consistent county policy regarding soundwalls, a majority of the committee decided that noise mitigation would not be appropriate for this project.

Transportation Policy 1 The goals, objectives, policies, facilities, and services contained in the adopted Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan) shall serve as the basis for guiding surface transportation improvements in the metropolitan area. TransPlan is adopted as public policy by reference in this Plan, but specifically excluded as public policy are the following: phasing, cost estimates, and project justification contained in the project lists and the Financial Section. Those parts of TransPlan are informational only and are not adopted as policy in TransPlan or by reference to this plan.

The proposed road is consistent with MetroPlan Transportation Policy 1 because it was authorized by the 1986 update of TransPlan, and as indicated in the findings that follow, it has been designed to be consistent with all applicable policies of that plan. The TransPlan update description of the Jasper Road Extension is consistent with the project concept now being proposed.

Compliance with TransPlan

The 1986 TransPlan update was designed to accomplish two goals:

- Provide for a more balanced transportation system to give mobility to all segments of the community.
- Serve the existing and future arrangement of land uses with efficient, safe, convenient, and economic transportation systems for the movement of people.

The objectives that were identified to fulfill these goals pertain to land use and development patterns, transportation system management, planning and coordination, implementation, funding, parking, alternate modes, and intercity travel. Each objective was met with corresponding policies that remain in effect until the next TransPlan update is formally adopted by city and county elected officials. Those relevant to the proposed new road include:

Land Use Policy 1 Encourage land development patterns which minimize direct access onto collector and arterial roads.

The proposed road is consistent with TranPlan Land Use Policy 1 because access to the facility will be limited to a few predetermined locations. Homes located in the residential neighborhoods near the northern segment of the project already receive access from other local streets, and that would not change as a result of this new road. South of Mt. Vernon Cemetary Road most of the land is undeveloped, so the local street system can be designed to limit direct access onto Jasper Road Extension to a few predetermined locations.

Land Use Policy 3 Obtain sufficient right-of-way or building setbacks to provide for future capacity in transportation corridors.

The proposed road is consistent with TransPlan Land Use Policy 3 because the Public Works Department intends to obtain enough right-of-way during the first phase of construction to accommodate the next and final phase.

Land Use Policy 4 Develop an arterial street system which will attract through automobiles and trucks off local streets.

The proposed road is consistent with TransPlan Land Use Policy 4 because it would be designed to serve as the main arterial leading into Springfield from the southeast. As a consequence, much of the automobile and truck traffic that must now use Jasper Road, 42nd or Mt. Vernon Road to enter the city will be diverted to the new road. Inside and outside the UGB Jasper Road is classified as a Major Collector. Irregular alignment, hilly terrain and surrounding roadside conditions make it less than ideal for accommodating more and more vehicles entering the city. Mt. Vernon Road and 57th Street were rebuilt as two lane roads in 1997 in anticipation of adding capacity for through trips on the new Jasper Road Extension. As of the last traffic count in 1997, the number of average daily trips (ADT) on Jasper Road was 7,800. According to forecasts, Jasper Road and 57th/58th would each carry about 18,000 vehicles per day if the Jasper Road Extension is not built.

Land Use Policy 5 Minimize the adverse impact of the automobile on local residential streets through the selective use of alternative street designs and application of traffic management techniques. Implementation strategies for discouraging traffic in local residential streets include provision of adequate arterial and collector streets, restricted turning movements, traffic diverters, landscaped or narrowed entrances, traffic circles, truck restricted areas or weight limitations, woonerf areas or zones, and narrower street designs or cul-de-sac.

The proposed road is consistent with TransPlan Land Use Policy 5 because it will augment Springfield's network of arterial streets, in an area that is designated for conversion to urban use by the Eugene-Springfield MetroPlan. At present Jasper Road is the only route into Springfield from the south. It is a two lane road, designated as a Major Collector by the Lane County Master Road Plan. Once inside the urban area it joins 42nd Street and eventually leads to Highway 126. The other entry into Springfield from the south is Mt. Vernon Road and 57th Street. Motorists destined for locations east of 42nd Street frequently turn onto Mt. Vernon Road, reaching Highway 126 by way of 58th Street. Mt. Vernon Road is also designated as a Major Collector by the Master Road Plan, however the connection to Main Street via 58th Street is an indirect out-of-direction route that was never intended to accommodate regional traffic movements. The proposed Jasper Road Extension will be designed for that purpose.

Planning and Coordination Policy 5 Ensure that all transportation modes are considered and addressed in transportation projects and land development proposals. Implementation strategies include consulting with appropriate agencies and committees when developing plans for new or reconstructed streets, especially in regard to bicycle lanes, bus pullouts, stops and shelters, pedestrian connectors, landscaping and street furniture...

The proposed road is consistent with TransPlan Planning and Coordination Policy 5 because all modes of travel have been taken into account in the proposed design. Lane Transit District has been represented on the Stakeholder's Group, and in the process of reviewing design alternatives they have suggested ways of providing transit service to future neighborhoods south of Mt. Vernon Road. Once this land is developed buses could circulate through the area on local streets, as opposed to forcing patrons to walk a longer distance to get to bus stops on Jasper Road Extension.

LTD has recently opened a new transit station on the south side of Main Street at 57th, which is expected to be the eastern terminus for the proposed Bus Rapid Transit system. Until such time as the vacant land south of Mt. Vernon Road is developed they propose local feeder routes utilizing Daisy Street, the northern segment of Jasper Road Extension and new roads that will be built to provide access to Mountaingate subdivision. Once the area south of Mt. Vernon Road is developed, and the local street system is established, additional feeder routes may be designated.

Implementation Policy 3 Consider projects for implementation based upon the following criteria: to provide adequate street capacity; to correct safety, maintenance or operational problems; to construct streets to city standards; to provide access to undeveloped land within the urban growth boundary; to reroute traffic; to implement bicycle or pedestrian facilities to promote the use of alternative modes; to improve aesthetics; to enhance environmental quality; to provide system continuity; to coordinate construction with public works activities (e.g. sewer projects); and to promote economic diversification efforts.

The proposed road is consistent with TransPlan Implementation Policy 3 because the 1986 TransPlan update has determined that this facility will be needed to accommodate future travel demand in southeast Springfield. The rationale for the Jasper Road Extension is the synthesis of all the criteria cited in Policy 3, but in particular it is a project that will help fulfill three important regional objectives. It will provide all motorists with a more convenient and efficient route into Springfield from southeast; it will alleviate existing traffic in the vicinity of Jasper Road and Mt. Vernon Road, between 42nd and 58th Streets; and it will serve as the primary arterial for an emerging residential neighborhood at the edge of the Springfield urban growth boundary.

Response to public testimony

Supporters of the proposed Jasper Road Extension testified that this new road will help fulfill other community objectives by improving access for commercial and industrial development and thereby enhance employment prospects for Springfield residents. Written comments submitted until the record was closed on 15 May were more or less evenly divided among those who support the proposed interim project, those who support a more ambitious project, and those opposed to building anything at all. Owners of the large developable tracts south of Mt. Vernon road are among those in support of the interim project.

The City of Springfield Public Works Director supports the proposed project generally, as well as certain aspects of the design such as a four-lane section between Main Street and Mt. Vernon Road. On behalf of the city, the Director also opposes closure of Daisy Street where it would cross the new road, since it is designated by Springfield's Local Street Plan as a collector street that provides one of the few alternatives to Main Street.

Lane Transit District supports the proposed project, and certain aspects of the design such as the need for sidewalks and bike paths in the urban portion of the project. They also oppose closure of Daisy Street where it would cross the proposed road, and recommend that a no-build analysis be conducted of several key intersections in the area.

The Springfield Chamber of Commerce supports the proposed project because it will improve access to land designated for future industrial development. They do not support the construction of a grade separation over the railroad at this time because of the added cost.

The following issues were raised by opponents or those holding a neutral view:

Rationale for selecting the recommended plan over other alternatives The recommended plan was chosen from an array of other alternatives by way of an interactive process between professional staff and the public. An 18 member Stakeholder's Committee composed of neighborhood representatives and other interest groups met over the course of a year to consider technical aspects of the project. Staff presented an overview of considerations such as functional classification, alignment, and preliminary design. Pitfalls as well as benefits were discussed, then the committee was asked to select their preferences. The choices they made gave shape to the recommended design.

The rationale for building a two-lane road as an interim solution The choice of whether to build a two-lane or a four-lane road is influenced by three different factors: planning authorization, anticipated need, and additional cost. The authorization for the Jasper Road Extension project comes from the most recently adopted update of TransPlan, which describes it as a 2-3 lane arterial. The update now being considered for adoption in 1999 includes an updated project list that describes the need for a four-lane roadway in the future as a second phase of construction.

Travel demand for the northern segment between Main Street and Mt. Vernon may be sufficient to warrant 4 lanes now, however south of Mt. Vernon Road a road of this size would be premature. This area is designated for residential, commercial and industrial development by MetroPlan, but no change in land use will occur until such time as the City of Springfield serves it with sanitary sewers. Even then, it will be many more years before the entire area is built out. The construction of additional travel lanes on the south end of the project will be deferred since the difference in preliminary construction estimates amount to at least \$1.2 million.

Effects on access to adjoining properties The Lane County Department of Public Works routinely designs its road improvement projects to cause the least amount of disruption to existing travel patterns, however in this case the problem is compounded by a succession of planning decisions that have produced the street pattern north of Mt. Vernon Road. ODOT acquired right-of-way for the northern portion of the Jasper Road Extension project in the late 1960s, and in the years that followed subdivision plats were approved east and west of the right-of-way. Those subdivision plats determined the location of nearby streets and the intersections they now form, and from a traffic engineering point of view they are less than ideal.

However, depending on the design that eventually emerges from this process, only minor changes to the local circulation system should be necessary. They include relocation of the entrance to Emerald Isle Mobile Home Park, where the entry will be realigned to join 57th Street; a new connector between 57th and 58th Streets; and reconfiguration of Brand S Road. In all other instances property owners will continue to gain access to their property as they do now.

Relocation of existing homes The Lane County Department of Public Works attempts to design its road projects to avoid the dislocation of homes. When relocation is inevitable due to terrain, design standards or other constraints Lane County has adopted a policy that "...requires that no family or individual be required to vacate any dwelling until such displacee has found or been offered comparable replacement housing". The policy anticipates every aspect of relocation including moving expenses and storage of personal property. However, in this instance the fact that right-of-way for the northern half of the project was acquired more than twenty years ago and land near the southern half of the project is undeveloped means that no more than a few homes will be effected along the 2 mile length of the project. Given the size and complexity of this project, the number of homes that may have to be displaced will be comparatively low.

Requirement for Environmental Impact Statement or Environmental Assessment The terms "Environmental Impact Statement" and "Environmental Assessment" refer to formal documents required for federally funded projects. No federal funds will be used in this project so the federal EIS process need not be employed. However, as a matter of routine, the Lane County Department of Public Works conducts a similar analysis of environmental considerations such as wetlands, floodplains, wildlife habitat and cultural resources for all major road improvement projects. Results of this analysis will be part of the findings that will be presented to the Board of County Commissioners when they consider the final design. The findings will be available for public review prior to that time, and the public will have an opportunity to comment on them at a public hearing. No date for the hearing has been set, but all parties of record will be notified 10 days in advance.

Potential hazards associated with the Weyerhaeuser waste disposal site This site is located east of the Weyerhaeuser haul road, approximately 500 feet from the proposed alignment for Jasper Road Extension. The landfill was created more than 30 years ago by damming a gully that originated on Potato Hill and drained west towards the Willamette River. For years it was used to dispose of wood waste and sludge from paper making. In the mid 1980's the City of Springfield recognized the environmental threat the site posed for neighboring landowners, even though it was outside the city limits. The city agreed to annex the site and extend a sanitary sewer line to receive the outfall. The Department of Environmental Quality has monitored the area regularly since then, and have been unable to detect any off-site contamination.

Potential effects on air quality The Lane County Regional Air Pollution Authority (LRAPA) was established in response to the Federal Clean Air Act of 1970. Since its inception LRAPA has monitored Carbon Monoxide levels in downtown Eugene, and over the years has expanded its air quality sampling program to include ozone and particulates. Federal air quality standards promulgated by the Environmental Protection Agency (EPA) also include Sulfur Dioxide, Nitrogen Dioxide and lead, however these are not routinely measured by EPA in Lane County because existing levels are well below the standards. Of the three constituents that must be measured, Carbon Monoxide and Ozone are attributable to motor vehicle emissions.

The process EPA has approved as part of its certification for metropolitan Eugene-Springfield requires an initial determination by the LCOG Transportation Planning Committee whether a proposed road improvement project is regionally significant. If the answer is no the project may proceed to construction. If the answer is yes, the committee must then determine whether the project was grandfathered as part of EPA's original certification, whether it is exempt from the the regional emissions analysis, or whether it is authorized by a conforming Transportation Improvement Program. In addition, Lane County will be required to obtain an Indirect Source Permit from LRAPA.

Provision for pedestrians, non-motorized vehicles, school buses and transit Provisions have been made for bicycles and pedestrians in each of the sections of the project described in the Design Concept. Between Main Street and 57th Street bicyclists will be accommodated with on-street bikelanes. Setback sidewalks on both sides of the road will be provided for pedestrians and youngsters on bikes. From 57th Street to Mt. Vernon Road a setback multi-use path will be built on the east side of the two-lane roadway, to augment the paved shoulders. A portion of south 57th Street that parallels this route has already been rebuilt to provide sidewalks and bikelanes that also serve this need. South of Mt. Vernon Road a two lane rural design with 8 foot wide paved bike shoulders is proposed.

Relationship of this proposal to needed improvements on Jasper Road and 42nd Street As it was originally conceived more than two decades ago, the purpose of this new road would be to divert increasing volumes of traffic in southeast Springfield from these inadequate streets. Jasper Road is designated as a Major Collector by the Lane County Master Road Plan, which means that it was never intended to serve as the

main route into and Springfield from the south. Jasper Road Extension is being designed specifically to serve that need. Much of the increased traffic on the Jasper Road Extension will be generated by new development inside Springfield's UGB; without the new road it would have to be accommodated on existing roads.

Need for signalized intersections At this stage of the design process it is anticipated that traffic signals will be installed at the 58th Street intersection. They will also be considered for the Mt. Vernon Road intersection if and when traffic volumes warrant them.

Future demand and the need for additional improvements to Springfield-Creswell Highway and Jasper bridge Springfield-Creswell Road already accommodates some traffic that originates along Highway 58, and that pattern is expected to remain the same whether this new road is built or not. Unless the motorist's destination is in east Springfield, travel time to the metropolitan area from Dexter or Pleasant Hill is more favorable via Highway 58 and I-5. The Jasper Road Extension will not change that fact. The proposed project is authorized in TransPlan, the transportation plan for Metropolitan Eugene-Springfield. Improvements to Jasper Road further to the south have not been authorized in any formally adopted plan.

Impact on railroad operations and the need for a grade separation now This is another unresolved aspect of the Jasper Road Extension project. The constraint is simply a matter of money; an elevated crossing would cost at least \$4.5 million, and that amount of money has not been appropriated for this project. The Roads Advisory Committee may choose to recommend a grade separation to the Board of Commissioners, but that does not solve the fundamental problem. There is currently no source for this money. Even without a grade separation, the new crossing will be an improvement over the existing one at Mt. Vernon Road due to better alignment and grade and longer storage areas. This interim design features storage lanes on Jasper Road, signalized crossing protection, and the elimination of stopped vehicles between the tracks and the existing stop sign to make a much safer situation than at present.

Sight distance problems at Brand "S" Road The most recent revision to the proposed interim design eliminates this problem by modifying the grade line on Jasper Road.

Potential impact from the MountainGate subdivision The most recent traffic analysis for MountainGate subdivision indicates that 2 out of 3 trips generated by the 800 proposed new homes will wind up on Main Street rather than Jasper Road Extension. Traffic projections that were prepared by McKenney Engineering and approved by the City of Springfield Traffic Engineer indicate 182 vehicles will use this access to the subdivision during the morning peak hour. In the evening peak hour 247 vehicles are forecast. Redesign of the Daisy/57th/58th intersection to accommodate this additional volume is one of the indirect benefits of the Jasper Road Extension project.

Competition with South Thurston area for infrastructure investment There are always plenty of worthy projects competing for limited resources, and that is certainly true throughout metropolitan Eugene-Springfield. The annual update of the Capital

Improvement Program (CIP) is the institutional method for setting priorities, and in the end it is the elected officials who must make the difficult choices. The Jasper Road Extension has been identified in TransPlan, the regional transportation plan, for more than a decade. Because of its ranking in TransPlan this project has been in Lane County's CIP for the past two years, with the expectation that by 1999 the public will have reached agreement on the final design. The timing of this project provides an opportunity to establish the corridor for the Jasper Road Extension before development occurs, thereby limiting future alignment options.

The process is moving too quickly to make well-reasoned decisions Following the 29 April public hearing Public Works staff proceeded with the expectation that all remaining issues could be resolved the summer of 1998, so that the design could be finalized, bids could be let, and ground could be broken during the 1999 construction season. However, on 27 May 1998 the Roads Advisory Committee concurred with Commissioners Cornacchia and Weeldreyer that the project development process should be slowed, to allow for a more deliberative process. The new timetable calls for adoption of findings by the Roads Advisory Committee in August 1998, a 30 public comment period, and a public hearing by the Board of County Commissioners that will be scheduled in October or November 1998.

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**REAL PROPERTY, OR PORTION(S) THEREOF, TO BE ACQUIRED FOR
JASPER ROAD EXTENSION IMPROVEMENT PROJECT
HIGHWAY 126 TO JASPER ROAD**

<u>TAX MAP</u>	<u>TAX LOT</u>	<u>TAX MAP</u>	<u>TAX LOT</u>
17-02-33-44	1300	18-02-03-23	6000
17-02-33-44	1307	18-02-03-23	6100
17-02-33-44	1500	18-02-03-23	6200
18-02-03	501	18-02-03-23	6300
18-02-03	700	18-02-03-23	6400
18-02-03-22	500	18-02-03-23	6500
18-02-03-22	600	18-02-03-23	6600
18-02-03-22	700	18-02-03-23	6700
18-02-03-23	4700	18-02-03-23	6800
18-02-03-23	4800	18-02-03-23	6900
18-02-03-23	4900	18-02-03-23	7000
18-02-03-23	5100	18-02-03-23	7100
18-02-03-23	5200	18-02-03-23	7700
18-02-03-23	5300	18-02-04	200
18-02-03-23	5400	18-02-04	3100
18-02-03-23	5500	18-02-04-11	105
18-02-03-23	5600	18-02-04-11	108
18-02-03-23	5700	18-02-04-11	300
18-02-03-23	5800	18-02-04-11	401
18-02-03-23	5900	18-02-04-11	402

TAXMAP TAXLOT

TAXMAP TAXLOT

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18-02-04-11	4600	18-02-10	700
18-02-04-11	4700	18-02-10	900
18-02-04-11	5100	18-02-10	1300
18-02-04-11	5400	18-02-10	1301
18-02-04-11	5500	18-02-10	1400
18-02-04-11	5600	18-02-10	1500
18-02-04-11	5700	18-02-10	1508
18-02-04-11	5800		
18-02-04-11	5900		
18-02-04-11	6000		
18-02-04-14	1400		
18-02-04-14	1500		
18-02-04-14	1600		
18-02-04-14	1700		
18-02-04-14	1800		
18-02-04-14	1900		
18-02-09	100		
18-02-09	900		
18-02-10	100		
18-02-10	200		
18-02-10	500		
18-02-10	501		
18-02-10	502		
18-02-10	503		

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Jasper Road Extension Supplemental Finding

Need for dedication of right-of-way south of Mt. Vernon Road The funding for Jasper Road Extension in the current Lane County Capital Improvement Program is not sufficient to construct the road and acquire needed right-of-way south of Mt. Vernon Road. Dedication of needed right-of-way by the owners of tax lot 501, assessor's map 18-02-03; tax lot 100, assessor's map 18-02-09; and tax lots 200, 900 and 1301, assessor's map 18-02-10 will help bring the cost of the project in line with the authorized budget. At the same time it will facilitate development of the Jasper -Natron area and thereby enhance the value of these properties. If Lane County does not receive a binding agreement to offer the needed dedication soon after the Board's anticipated approval of the design concept, it is not likely that the Department of Public Works will be able to begin construction on schedule in the year 2000.