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**AGENDA ITEM SUMMARY**

**Meeting Date:** 5/22/2017  
**Meeting Type:** Work Session  
**Staff Contact/Dept.:** Molly Markarian, Tom Boyatt/DPW  
**Staff Phone No:** 541.726.4611  
**Estimated Time:** 40 Minutes  
**Council Goals:** Maintain and Improve Infrastructure and Facilities

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**SPRINGFIELD  
CITY COUNCIL**

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**ITEM TITLE:** MAIN STREET SAFETY PROJECT UPDATE

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**ACTION REQUESTED:** Consider four options for continued development of Main Street safety and transit projects and direct staff to pursue Council’s desired path forward to plan, design, and construct the safety and transit projects, including the level of public engagement.

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**ISSUE STATEMENT:** Following ODOT’s award of \$3.9 million for Springfield to construct a raised center safety median on Main Street and subsequent Council direction, staff has been working with the Oregon Department of Transportation (ODOT) to initiate the Main Street Safety Project in coordination with the Main-McVay Transit Study. Staff will present a project update and seek Council direction regarding a path forward.

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**ATTACHMENTS:** ATT1 – Council Briefing Memo

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**DISCUSSION/  
FINANCIAL  
IMPACT:** In 2016, ODOT allocated \$3.9 million to Springfield to install a raised center safety median on Main Street from 20<sup>th</sup> to 72<sup>nd</sup> based on a benefit-cost analysis and taking into consideration Main Street’s Safety Priority Index System (SPIS) ranking. ODOT also offered financial support to the City to meaningfully engage property owners, businesses and the Springfield Council in an interactive dialogue to answer the questions of “what type of median concept will achieve the Council’s safety goal?” and “how can it be done to minimize negative impacts to businesses and property owners?” before investing capital construction dollars in delivering a final solution. This is ODOT’s recommended process based on experiences in other communities where difficult and costly lessons were learned about how to successfully bring significant change to an existing urban corridor.

In fall 2016, Council supported moving forward with the study of safety medians on Main Street and directed staff to investigate a suitable application of a safety median, evaluate impacts to fronting business and property owners, and coordinate public engagement with the Main-McVay Transit Study. Staff has worked with ODOT to initiate the Main Street Safety Project. The transit study suspended action pending coordination with the safety project.

In order to reach the point to design and construct a project, appropriate analysis and outreach is needed to determine where the median can go and how access and circulation will work for affected property and business owners and the general public. A Main Street Facility Plan would be the product that pulls together the analysis, public outreach and design concepts. Council adoption of a Main Street Facility Plan as an amendment to the Springfield Transportation System Plan allows the City and ODOT to proceed with detailed design, engineering, and, ultimately, construction of a Council selected alternative.

At its May 8, 2017 meeting, the Main Street Governance Team recommended that the City and Lane Transit District continue to look for project coordination opportunities. Staff is seeking Council input on the following four options discussed in detail in Attachment 1:

- Continue Coordination Efforts Currently Underway
  - Main Street Safety Project Only, Discontinue Transit Study
  - Limited Scope Main Street Safety Project Only, Discontinue Transit Study
  - Main–McVay Transit Study Only, Decline Main Street Safety Project
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**MEMORANDUM**

City of Springfield

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**Date:** 5/22/2017  
**To:** Gino Grimaldi **COUNCIL**  
**From:** Anette Spickard, DPW Director **BRIEFING**  
Tom Boyatt, Community Development Manager  
Molly Markarian, Senior Planner  
**Subject:** Main Street Safety Project Update **MEMORANDUM**

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**ISSUE:**

Following ODOT's award of \$3.9 million for Springfield to construct a raised center safety median on Main Street and subsequent Council direction, staff has been working with the Oregon Department of Transportation (ODOT) to initiate the Main Street Safety Project in coordination with the Main-McVay Transit Study. Staff will present a project update and seek Council direction regarding a path forward.

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**COUNCIL GOALS/****MANDATE:**

Maintain and Improve Infrastructure and Facilities

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**BACKGROUND:**

Based on Council direction from September 2016 and feedback received during the May 8, 2017 Main Street Governance Team meeting, staff understands that Council expects that the Main Street Safety Project and Main-McVay Transit Study engage the public in a coordinated manner. In launching the Main Street Safety Project, staff have determined that coordination of these two projects on a state facility may result in a more in-depth planning and implementation process than originally anticipated. This memo is intended to provide Council with information to evaluate the options available to the City prior to moving forward with either or both projects.

**Main Street Safety Project Background**

In 2011, Council directed staff to pursue actions to improve the safety performance of the community's primary east-west corridor, Main Street. Since Main Street is a state highway (OR-126B), staff initiated discussions with the Oregon Department of Transportation (ODOT) regarding possible programs and activities to enhance traffic safety on the corridor. In 2012, ODOT completed a Main Street Safety Study that focused on identifying interventions to reduce pedestrian collisions. Based on the findings of that study, ODOT then funded new crosswalks with median refuge islands and flashing beacons at seven locations along Main Street. Since 2012, the City and ODOT have collaborated to install six crossing improvements at 35th, 41st, 44th, 48th, 51st, and Chapman Lane. The City and ODOT will complete installation of the final crossing improvement at 66th this year. The City has also been actively involved in traffic safety public education and enforcement activities over the past six years.

As discussed at the September 26, 2016 Council work session, ODOT has a safety program (All Roads Transportation Safety – ARTS) that analyzes transportation facilities across Oregon and determines where and how to best invest in safety improvements that will save the most lives, reduce injuries, and minimize the severity and frequency of crashes. In summer 2016, ODOT allocated to the City of Springfield nearly 11% of the safety funds available to ODOT Region 2 to complete seven safety improvement projects throughout the city. Nearly \$3.9 million of these funds, which will be made available through the 2019 – 2021 Statewide Transportation Improvement Program (STIP), are available to cover the costs of preliminary engineering

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design, environmental assessment in conformance with the National Environmental Policy Act (NEPA), detailed construction design, and the construction of raised center safety median treatments along Main Street between 20th to 72nd.

Staff also provided Council with information at the September 26, 2016 work session that undertaking a thorough public involvement process could take one to two years to complete. It would delay final resolution of the Main Street Locally Preferred Solution coming out of the Main-McVay Transit Study so that the two projects proceed in a manner that is coordinated and complimentary. At that time, Council supported moving forward with the study of medians for Main Street and all of the other projects listed in the ODOT safety project grant funding. For Main Street, Council directed staff to:

- Include Main Street business and property owners in discussion and stakeholder groups;
- Coordinate the Main Street Safety Project and Main-McVay Transit Study such that future outreach to stakeholders, including Main Street property and business owners, are informed of the full picture;
- Inform Main-McVay Transit Study interested parties that the Main-McVay Transit Study will be put on hold while staff works out the details of how best to put the projects forward together in as clear a way as possible; and
- Keep the Council informed as the process advances.

Staff have subsequently communicated with corridor stakeholders and have been working on the steps necessary to initiate the Main Street Safety Project.

### **Planning Context**

While there are no specific requirements that a local facility plan be developed prior to project development and implementation, State rules do require that ODOT cannot build a project until the local governing body has included that project in its adopted plans. This means that the City would need to initiate a legislative plan amendment to add the safety median into the comprehensive plan by amending the Springfield Transportation System Plan (TSP). At a minimum, this land use process will require a public hearing at the Planning Commission and another at City Council, the associated staff reports and facts and findings, and an opportunity for parties of record to appeal the plan amendment.

In this context, ODOT and City staff believe that the facility planning route is a cost and time efficient process as opposed to moving directly to amend existing plans and then work out access and circulation issues along Main Street at the end of the process or during project development activity.

The key outcome that can be achieved by working with stakeholders in the planning phase is a design concept that balances the goals of improving safety with maintaining business viability. Because these needs are perceived to be in conflict with each other, this ‘proof of concept’ step is important to take before adopting a project into land use plans and using significant resources to refine the concept with design detail. At the work session staff will review several design concepts from recent efforts, including the Virginia-Daisy Bikeway and the Main-McVay Transit Study.

Conducting the planning work first is transparent to the public, and does not pre-suppose that the project will be constructed before agreements and understandings are reached at a high level about what the project is, what it will accomplish, and what impacts to avoid or mitigate. While a facility plan is not specifically required, other state and federal rules specific to access

management and NEPA do require enough analysis and outreach to enable the Council to determine where the median can go and how access and circulation will work for the affected businesses, property owners, and general public. This is a step that precedes designing the project in the context of each parcel and tax lot, and will allow the Safety Project to ‘catch up’ to the design concept for the Main-McVay Transit Study so that the public and elected officials can see the relationships between a transit improvement and median effort should Council continue to desire that both projects be developed together.

ODOT has committed to helping the City fund and conduct facility planning work for Main Street to engage fronting businesses and property owners and the general public in developing and documenting a workable solution concept. Council adoption of a Facility Plan as part of the Springfield Transportation System Plan (TSP) provides the State and the public a level of certainty about the City’s intentions and allows ODOT to move to NEPA and Project design. Given the scope of the Main Street endeavor, ODOT has pledged that funds will be sufficient to pay for a property owner engagement process in compliance with the access management planning project requirements for state facilities put into place through the 2013 Senate Bill 408 (SB408). This is important because if one or more driveways onto Main Street need to be closed, combined or relocated to maintain economic viability of one or more properties while pursuing a median or transit improvements, then the SB408 requirements are triggered and the process goes back to that phase of activity.

ODOT has also pledged to reimburse the City’s reasonable staff costs to complete the planning process.

### **Work complete to date**

In fall 2016, staff convened a City working group to research project requirements, develop and vet project objectives and methods, and initiate refinements to a draft scope of work and Intergovernmental Agreement (IGA) with ODOT. Specifically, staff have:

- Developed and agreed upon internal City processes;
- Requested and reviewed City Attorney’s Office legal opinion regarding project process requirements;
- Researched, selected, and received approval to pilot internet-based software for managing public involvement contacts for the project;
- Reviewed and provided feedback to consultant team on first draft scope of work and initiated IGA development;
- Drafted staff time and material costs based on first draft scope of work in order to initiate IGA discussion with ODOT; and
- Initiated discussion with Lane Transit District (LTD) staff and Main Street Governance Team regarding coordination with the Main-McVay Transit Study.

### **DISCUSSION:**

#### **Main Street Safety Project Path Forward Options**

At the May 8, 2017 Main Street Governance Team meeting, City and LTD staff reviewed the Main-McVay Transit Study accomplishments to date, presented an update on the Main Street Safety Project, and described possible scenarios for moving both projects forward. The Governance Team discussed the options, requested additional information, and recommended that at this point, staff continue on the current path to coordinate the Main Street Safety Project and Main-McVay Transit Study. This path forward (Option #1) is described below, along with

three alternative paths, for Council consideration and direction. Each alternative is based on developing and adopting a Main Street Facility Plan.

**Option #1: Continue Coordination Efforts Currently Underway**

- Finalize project planning process and establish contract through ODOT for Main Street Safety Project so that the project can be launched and coordinated with the Main-McVay Transit Study.
- Develop a Main Street Facility Plan in accordance with the SB408 public involvement requirements that: develops Key Principles and Methodology; incorporates the Main Street Safety Project high-level design concept, the Main-McVay Transit Study Locally Preferred Solution (LPS), and bike and pedestrian improvements; and analyzes roundabouts at major intersections along Main Street.
  - Continue to work with ODOT to utilize the financial support available for planning and to move towards using the All Roads Transportation Safety grant to design and construct a safety median on Main Street.
  - Continue with Main–McVay Transit Study. Move forward to determine a Locally Preferred Solution (LPS), final design and engineering and, ultimately, construction if a build solution is selected.
  - Continue to assess opportunities for bike and pedestrian improvements along Main Street.
  - Continue to analyze roundabouts at major intersections along Main Street to reduce right of way impacts and improve circulation. If recommended, incorporate roundabout design into the Main Street Facility Plan.

***Implications:***

- *Planning phase will take the time necessary to conduct public involvement that follows the SB408 requirements through Facility Plan development and adoption, and project implementation phases. It may take more time than proceeding forward with an individual project.*
- *Coordinates public involvement so that community engages in one Main Street planning process and discusses all components at one time.*
- *Utilizes ODOT funding support for planning phase and \$3.9 million (All Roads Transportation Safety) funding for safety median design and construction.*
- *Plans for transit facilities that do not have identified funding from federal, state, or local sources, or expectation of funds becoming available for Main Street Transit improvements in the foreseeable future. Planning work may need updating upon funding availability for future capital construction.*

2017	2019	2021
<b>PLANNING</b>	<b>IMPLEMENTATION</b>	
Facility Plan	Design, NEPA, Engineering	Construction

**Option #2A: Main Street Safety Project Only, Discontinue Transit Study**

- Formally close out Main-McVay Transit Study by selecting the No-Build Alternative.
- Continue to work with ODOT to utilize financial support for Main Street planning phase and to move towards using the All Roads Transportation Safety grant to design and construct a safety median on Main Street.

***Implications:***

- *Planning phase will take the time necessary to conduct public involvement that follows the SB408 requirements through Facility Plan development and adoption, and project implementation phases.*
- *Would require re-initiating a transit project in the future if the City and LTD wished to move transit improvements forward along Main Street.*
- *An update to the Main Street Facility Plan or separate Facility Plan development and adoption process would be needed if or when a transit project was directed to move forward.*
- *Utilizes ODOT funding support for planning phase and \$3.9 million (All Roads Transportation Safety) funding for safety median design and construction.*

2017	2019	2021
PLANNING	IMPLEMENTATION	
Facility Plan	Design, NEPA, Engineering	Construction

Option #2B: Limited Scope Main Street Safety Project Only, Discontinue Transit Study

- *Formally close out Main-McVay Transit Study by selecting the No-Build Alternative.*
- *Continue to work with ODOT to utilize financial support for Main Street planning phase with the goal of only identifying locations to install a raised safety median where it would not trigger SB408 and to move towards using the All Roads Transportation Safety grant to design and construct safety median treatments only in such locations on Main Street.*

*Implications:*

- *Constrains design options to address project safety goal. Strong potential to limit flexibility to balance driveway locations and safety benefits because driveways would need to remain in existing locations as moving driveways triggers SB408 process.*
- *Eliminates consideration of roundabout intersection, bicycle, and pedestrian treatment improvements in the future without amending Facility Plan.*
- *Risks initiating a planning process that potentially triggers the need for compliance with SB408 at later stages.*
- *Would require re-initiating a transit project in the future if the City and LTD wished to move transit improvements forward along Main Street.*
- *A separate Facility Plan development and adoption process would need to be repeated if or when a transit project became viable.*
- *May jeopardize some portion of ODOT funding support for safety median design and construction if project does not achieve enough safety benefit to justify cost.*

2017	2019	2021
PLANNING	IMPLEMENTATION	
Facility Plan	Design, NEPA, Engineering	Construction

Option #3: Main-McVay Transit Study Only, Decline Main Street Safety Project

- *Formally decline All Roads Transportation Safety (ARTS) grant funding from ODOT and decline to continue to study the safety benefits of a safety median on Main Street.*

- Continue with Main–McVay Transit Study. Move forward to determine a Locally Preferred Solution (LPS), final design and engineering and, ultimately, construction if a build solution is selected.
- Continue to analyze roundabouts at major intersections along Main Street. If recommended, incorporate into LPS design concept.

*Implications:*

- *Requires TSP amendment to include Locally Preferred Solution.*
- *Declines planning phase funds and \$3.9 Million All Roads Transportation Safety (ARTS) grant funding from ODOT.*
- *Does not respond to City Council and Springfield community desire and vision to address transportation safety problem on Main Street.*
- *Plans for transit facilities that do not have identified funding from federal, state, or local sources, or expectation of funds becoming available for Main Street Transit in the foreseeable future. Planning work may need updating upon funding availability for future capital construction.*

2017	2018	Unknown	
<b>PLANNING</b>		<b>IMPLEMENTATION</b>	
LPS	Design, NEPA, Engineering	Construction	

### **Main Street Safety Project Process if Option 1 is selected by Council**

#### Planning Phase

Once ODOT issues a Notice to Proceed for the Main Street Safety Project (currently anticipated by September 2017), City staff and an experienced consultant team will initiate a transportation planning process intended to develop broad consent around a potential median approach and to specifically address the economic implications of the approaches developed and analyzed. Anticipated to take one to two years, this phase will result in a Main Street Facility Plan that includes a recommended safety median design concept, a Locally Preferred Solution (LPS) for transit, and, possibly, Development Code or Municipal Code amendments and additional future intersection, bicycle, and pedestrian improvements. The Facility Plan will also document the Key Principles and Access Management Methodology required per SB408. The planning phase will largely be funded through an ODOT Work Order Contract for the consultant team and an IGA between ODOT and the City that stipulates jurisdictional responsibilities and the level of City cost recovery for time and materials. Staff anticipate approximately 1.85 City FTE per year for this phase.

#### Implementation Phase

The Implementation Phase will launch once the Oregon Transportation Commission adopts the Main Street Facility Plan as a Refinement Plan to the Oregon Highway Plan. Implementation will include preliminary engineering design, NEPA, detailed construction design, and construction. SB408 requires an Access Management Strategy at this stage of the process that applies the Access Management Methodology developed in the planning phase. The Access Management Strategy applies to specific properties based on a thorough investigation of the safety aspects and access and circulation interests of Main Street fronting properties. This phase will make use of the aforementioned \$3.9 million ODOT safety grant for a Main Street raised center median. These funds are available for use in the 2019-2021 STIP and could be used as early as October 1, 2018, assuming the Facility Plan is adopted at the local and state level by that date.

**RECOMMENDED ACTION:** At its May 8, 2017 meeting, the Main Street Governance Team recommended that City and LTD staff continue to look for coordination opportunities when efficiencies can be gained. With the understanding that this path may take more time than proceeding forward with an individual project, staff seeks Council input at this time on the options discussed above.

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