

Memorandum Date: January 24, 2011

W. S. B.

Supplementary Memo 4 for February 9, 2011 Work Session

First Reading/Joint Elected Officials Public Hearing: June 17, 2010

Second Reading: July 7, 2010

Third Reading: August 18, 2010

Fourth Reading: October 27, 2010

TO: Board of County Commissioners

DEPARTMENT: Public Works

PRESENTED BY: Lydia McKinney, Transportation Planning & Traffic

AGENDA ITEM TITLE: **ORDINANCE NO. PA 1272/IN THE MATTER OF AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA TRANSPORTATION PLAN (TRANSPLAN) TO ADJUST THE PLANNING PERIOD FROM YEAR 2015 TO YEAR 2027, TO REMOVE COMPLETED PROJECTS FROM THE PROJECTS LIST, TO MAKE RELATED AMENDMENTS TO THE EUGENE-SPRINGFIELD METROPOLITAN GENERAL AREA PLAN, AND ADOPTING A SEVERABILITY CLAUSE.**

I. **MOTION**

Move fifth reading and adoption of Ordinance No. PA 1272.

II. **SUMMARY**

On October 27, 2010, the Lane County Board of Commissioners Board held a fourth reading on an ordinance amending TransPlan to adjust the Transplan planning horizon from year 2015 to year 2027, to remove completed projects from TransPlan's financially-constrained projects list, and to make related non-site specific text amendments to the Metro Plan to maintain consistency between TransPlan and the Metro Plan. The ordinance also includes amendments adopted by the City of Eugene on August 9, 2010 to emphasize that the West Eugene Parkway (WEP) cannot be relied upon as a transportation facility for any new development as it is unfunded.

Adjusting the planning horizon and removing the completed projects would complete the Final Quarter 2009 Work Program Task "PAPA (Post Acknowledgement Plan Amendment) adoptions" required in the Land Conservation and Development Commission (LCDC) Regional Transportation Work Plan with the exception of removal of the WEP from TransPlan. For reference, this work plan is included in a binder in the Board office reception area entitled **Ordinance PA 1272 TransPlan Amendments**. Also included in that binder is Summary Memo 3 for the October 27, 2010 Work Session which provides detailed background information on this item as well as a summery table of the progress to date on the LCDC work program. All Lane County materials are included in this binder and are listed at the conclusion of this memo.

The public hearing before the Joint Elected Officials was held and closed on June 17, 2010. The record has been left open. Other than comments submitted by Commissioner Handy into the public hearing record at the public hearing, no testimony has been received to date. The City of Eugene adopted the item before the Board, which includes the City of Eugene amendments, on August 9, 2010. The City of Springfield does not need to adopt the amendments because they pertain to lands outside the City of Springfield's jurisdiction; they adopted the ordinance as presented at the June 17, 2010 Joint Elected Officials Public Hearing on July 6, 2010.

At the October 27, 2010 meeting, the Board requested additional information in two areas. The first is in regards to the actual costs of the completed projects on TransPlan's financially constrained list. Staff have prepared a spreadsheet (Attachment 1) that summarizes the actual costs of projects for which we were able to obtain information. The City of Eugene was not able to provide the information requested by the Board and provided an explanatory e-mail (Attachment 2). City of Springfield staff also provided comments regarding the information request (Attachment 3).

The second area for which the Board requested additional information was in regards to the reduction in vehicle miles travelled (VMT) for the region. Staff from Lane Council of Governments (LCOG) created a graph (Attachment 4) showing the Daily VMT per person from 1990 to 2009. This graph shows the Daily VMT for Eugene-Springfield compared with other Oregon MPOs (Metropolitan Planning Organizations) and the United States national average.

III. RECOMMENDATION

Staff recommends adoption of Ordinance PA 1272.

IV. FOLLOW-UP

Future amendments to *TransPlan* and the Metro Plan will be necessary to comply with the Work Plan.

V. ATTACHMENTS

1. Spreadsheet titled "TransPlan Financially Constrained Roadway/Bike/Ped Completed Projects"
2. E-mail dated January 11, 2010 from Rob Inerfeld, City of Eugene Transportation Planning Manager
3. E-mail dated November 8, 2010 from Tom Boyatt, City of Springfield Engineering and Transportation Manager
4. Daily VMT (Vehicle Miles Travelled)

Binder Contents in Lane County Board of Commissioners Office

- Memorandum dated June 1, 2010 to Board of Commissioners, and Attachments A through I for June 17, 2010 First Reading/Public Hearing and July 7, 2010 Second Reading
- June 28, 2010 Supplementary Memo 1 and Attachment for July 7, 2010 Second Reading/Work Session
- August 17, 2010 Supplementary Memo 2 and Attachments for August 18, 2010 Third Reading/Work Session
- October 11, 2010 Supplementary Memo 3 and Attachments for October 27, 2010 Fourth Reading/Work Session
- January 24, 2010 Supplementary Memo 4 and Attachments for February 9, 2011 Fifth Reading/Work Session

TransPlan Financially Constrained Roadway/Bike/Ped Completed Projects

Name	Geographic Limits	Description	Jurisdiction	Estimated Cost	Length	Number
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Project Category: New Arterial Link or Interchange

Pioneer Parkway Extension	Harlow to Beltline	4-5 lane minor arterial	Springfield	\$8,500,000	1	768
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ACTUAL COST: \$9,000,000

NOTES: Total actual costs are approximated due to complexity of funding and construction by multiple public and private entities.

Project Category: Added Freeway Lanes or Major Interchange Improvements

Beltline Highway	Royal Avenue to Roosevelt Boulevard	Overcrossing at Royal continue widening to 4 lanes south to railroad structure, construct Roosevelt extension from Beltline to Danebo, full at grade signal controlled intersection of Beltline and Roosevelt (ODOT: W/ 11 th N. City limits stage 2).	ODOT	\$14,699,000		409
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ACTUAL COST: \$11,356,197

NOTES: Project is complete. Cost includes PE (Preliminary Engineering), ROW (Right Of Way), and Construction funds.

Project Category: Arterial Capacity Improvements

Beltline Highway	@ I-5	Safety Improvements	ODOT	\$1,748,000	0	607
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ACTUAL COST: \$1,954,547

NOTES: Project complete.

6th/7th Intersection Improvement	Garfield Street to Washington/Jefferson Street	Provide improvements such as additional turn lanes and signal improvements; intersections include 6th/7th Avenues at: Garfield, Chambers, Washington/Jefferson Street Bridge	ODOT, Eugene	\$520,000	0	133
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ACTUAL COST: \$0

NOTES: Improvements included in much larger Pavement Preservation project, currently under construction (OR99: Enid-Washington and OR99: Roosevelt-Garfield). The OR99: Enid-Washington project has lane reconfiguration at 7th and Washington/Jefferson and on Chambers between 6th/7th.

Project Category: New Collectors

Cardinal Way	Game Farm Road to MDR north south Collector	Upgrade 2-3 lane urban facility	Springfield	\$1,242,000	.46	721
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ACTUAL COST: Unknown – Developer Constructed

Dally Street Extension	46 th Street to 48 th Street	New 2 to 3 lane urban facility, traffic control improvements	Springfield	\$929,000	.27	24
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ACTUAL COST: \$480,000

MountainGate Drive	Main Street to South 58 th Street	New 3 lane collector	Springfield	\$2,430,000	.9	78
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ACTUAL COST: Unknown – Developer Constructed

Project Category: Urban Standards

18 th Avenue	Bertelsen Road to Willow Creek Road	Upgrade to 2-lane urban facility	Eugene, Lane County	\$1,065,000	.71	393
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ACTUAL COST: \$1,097,741.77

NOTES: Lane County final costs only. No data from Eugene

Coburg Road	Kinney Loop to Armitage Park	Reconstruct to 3-lane urban facility to UGB, turn lane @ park entrance, rural	Lane County	\$2,380,000	1.19	625
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ACTUAL COST: \$2,427,604.04

Greenhill Road	North boundary of Airport to Airport Road	Close existing road and realignment of east boundary of airport property	Lane County, Eugene	\$3,000,000	2.06	486
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ACTUAL COST: \$1,347,200.36

NOTES: Lane County final costs only. No data from Eugene

Irvington Road	River Road to Prairie Road	Upgrade to 2 to 3-lane urban facility	Lane County	\$2,880,000	1.44	533
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ACTUAL COST: \$2,631,819.14

Prairie Road	Carol Lane to Irvington Drive	Reconstruct to 3-lane urban facility	Lane County	\$825,000	.35	472
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ACTUAL COST: \$1,056,549.24

Game Farm Road North	Coburg Road to I-5	Upgrade to 2 to 3-lane urban facility	Eugene, Lane County	\$2,150,000	1.2	654
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ACTUAL COST: 2,242,902.60

NOTES: Lane County final costs only. No data from Eugene

River Road	Carthage Avenue to Beacon Drive	Widen to 3-lane urban facility	Lane County	\$900,000	0.38	545
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ACTUAL COST: \$881,693.78

S. 32 nd Street	Main Street to Railroad	Upgrade to 3-lane urban facility	Springfield	\$800,000	0.4	948
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ACTUAL COST: \$792,000

S. 42nd Street	Main Street to Jasper	Reconstruct to 2 to 3-lane urban facility; curbs, sidewalks and bike lanes	ODOT	\$1,600,000	0.8	954
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ACTUAL COST: \$4,125,000

NOTES: Project associated with jurisdictional transfer (related to Transplan Project #951 – above). Bulk of expense was funding for long term maintenance of the facility.

Project Category: Study

I-5 @ Beltline Study & Design	@ Interchange	Project development work	ODOT	\$3,375,000		606
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ACTUAL COST: N/A

South Bank Street Improvements	Mill Street to Hilyard Street	Develop refinement plan for street system	Eugene, ODOT	\$250,000	1	176
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ACTUAL COST: \$0

NOTES: No work to date. Information from ODOT only; no data from Eugene

Main Street/ Highway 126	I-5 to UGB	Access management plan	ODOT/Springfield	\$100,000	6.0	838
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ACTUAL COST: \$0

NOTES: No work to date.

Bicycle Projects

Project Category: Multi-Use Paths With Road Project

42 nd Street Pathway	Marcola Road to Railroad tracks	Multi-Use Path	Springfield	\$615,000	1.1	795
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ACTUAL COST: \$224,000

I-5 Bike Bridge	Willakenzie Road to Postal Way	Bridge	ODOT	\$0	0.15	666
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ACTUAL COST: See Transplan project #606.

NOTES: Constructed as part of I-5/Beltline Interchange Unit 1. Cost is included in Transplan project #806 (above).

West Eugene Parkway Path (2)	Terry Street to Beltline Rd	Multi-Use Path	ODOT	\$0	0.88	338
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ACTUAL COST: \$0

NOTES: See project notes for WEP #336, 337, 338, 339 (above).

Project Category: On-Street Lanes or Routes With Road Project

11 th Avenue Avenue	Terry Street to Danebo	Striped Lane	ODOT	\$0	0.49	398
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ACTUAL COST: N/A

NOTES: Constructed as a local agency project in 1996.

Roosevelt Boulevard Avenue	Bellline Road to Danebo	Striped Lane	ODOT	\$0	.24	475
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ACTUAL COST: N/A

NOTES: Separate and lighted path constructed as part of project #409.

S. 42 nd Street	Main Street to Jasper	Striped Lane	ODOT	\$0	0.80	954
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ACTUAL COST: N/A

Centennial Boulevard @ I-5 Boulevard Overpass	Centennial approaches modify	Add sidewalk to bridge and guardrail, striped lane	ODOT Eugene Springfield	\$50,000	1.00	610
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ACTUAL COST: \$0

NOTES: No work to date.

Main Street and S. A Street	Springfield Bridges to East UGB	Striped Lane	ODOT, Springfield	\$0	8.50	830
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ACTUAL COST: \$0

NOTES: Included in preservation (paving) project several years ago.

From: INERFELD Rob [Rob.Inerfeld@ci.eugene.or.us]
Sent: Tuesday, January 11, 2011 9:15 AM
To: MCKINNEY Lydia; BARRY Celia
Subject: RE: Estimated v Actuals - Completed Metro Projects
Celia and Lydia,

The city will not be able to fulfill the request for actual construction costs for completed RTP projects. We don't track this information and it would be a significant workload issue on the part of numerous Public Works staff to pull the information together. Below are some of the reasons that it is difficult and would require substantial effort to determine actual costs for completed RTP projects:

- Multiple projects are sometimes combined under one job number. For example, the bike lanes that were extended through the intersection of 29th/Willamette were part of the pavement preservation project on Willamette Street. Elmira Road and Maple Street were constructed as one project although listed separately in the RTP.
- Projects may be phased into multiple projects. Royal Avenue from Terry Street to Greenhill Road was split into two projects with the first phase extending from Terry Street to the new school. The urban standards project also included a new traffic signal at the intersection of Terry Street and Royal Avenue that was not anticipated in the listing in the RTP.
- Projects or portions of projects are funded and constructed as privately engineered public improvements (PEPIs). The extension of Legacy from Avalon south to the Greenhill tributary was constructed as a PEPI. Developers do not provide the city with information about the final construction costs of PEPI projects.
- Project scopes are increased from the RTP scope depending on the funding source. The Delta Ponds Bridge included a sculpture, enhanced lighting, pedestrian islands on two adjacent streets and a section of infill sidewalk. One of the pedestrian islands and the sidewalk infill were constructed as two separate projects from the bridge project.
- Projects may include funding from other agencies for the coordination of utility work with road work. The City will construct wastewater lines for MWMC under the West Bank Path and did some of the trench excavation for an EWEB water line work on Elmira.
- Project elements may be constructed by use of in-house labor and this work is not necessarily tracked by project. For example, the Public Works Maintenance Division constructed several of the access ramps on Legacy Street.

Please let me know if you have any questions.

Rob

Rob Inerfeld, AICP
Transportation Planning Manager
City of Eugene
Public Works Engineering
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<http://www.eugene-or.gov/transportation>

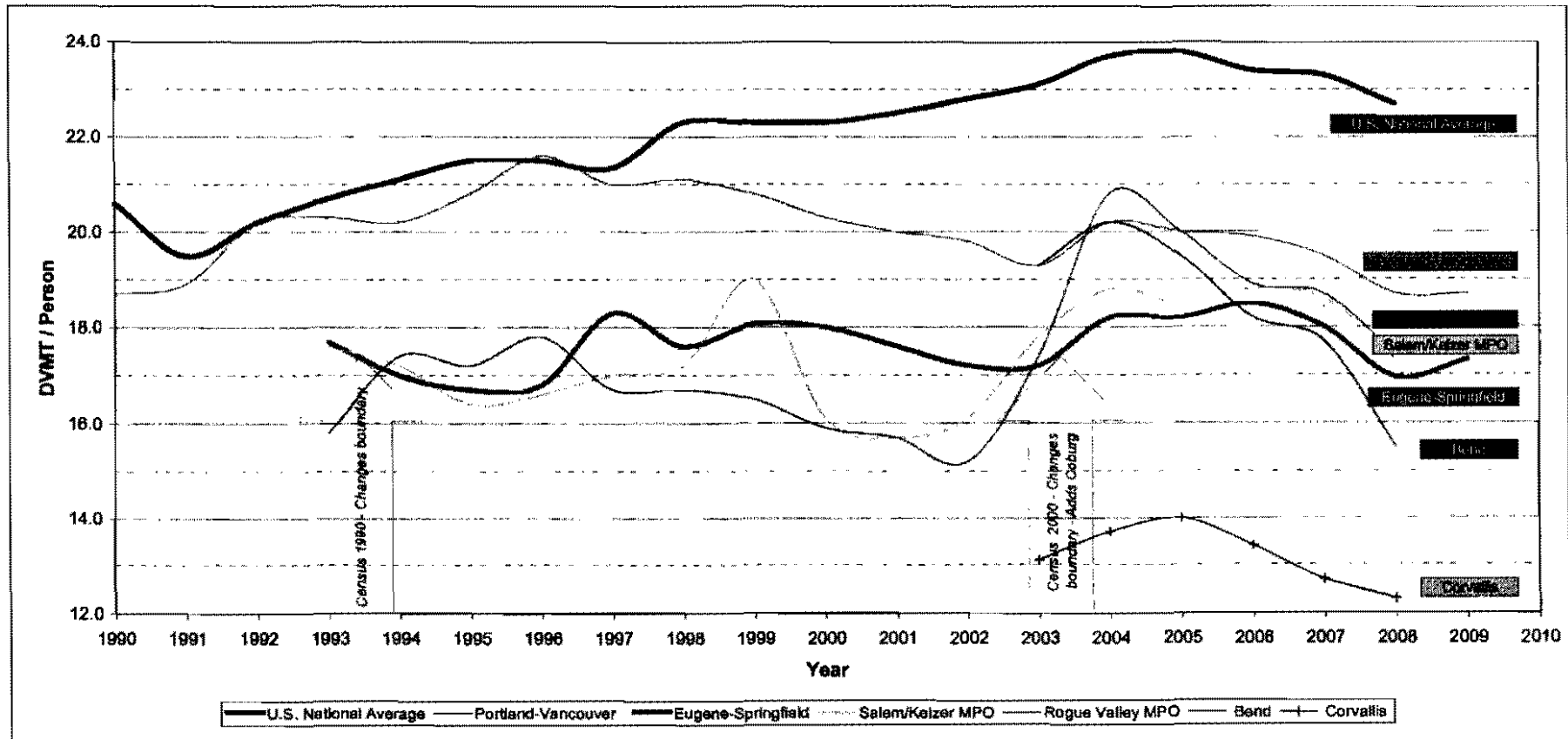
From: BOYATT Tom [tboyatt@springfield-or.gov]
Sent: Monday, November 08, 2010 3:20 PM
To: BARRY Celia; VOGENEY Ken; INERFELD Rob; CHICKERING Sonny P (SMTP); MORGAN Bill F
Cc: YEITER Kurt M; CRAWFORD Savannah (ODOT); REESOR David; BOYATT Tom
Subject: RE: Estimated v Actuals - Completed Metro Projects

Celia – I know you are thinking about this, as we all probably are. I offer several thoughts below that I think need to be communicated in addition to the numbers. Perhaps others also have ideas. Thanks for your efforts, T

- A planning level cost estimate is very different than a post construction cost. Apples and oranges really.
- Planning level cost estimates are for planning purposes, which is the macro level and what is dealt with in our plan. This is the nature of a plan – it is aspirational and sets out a concept for community development. By comparison, actual construction costs – or even the engineer’s estimate for each job, which can also miss the mark – represent the very detailed level of project development/delivery and is data that simply does not exist at the long range plan level. And, it can often be in the neighborhood of 10% of a project’s ultimate costs to get to the data place with project development where the details of the project are known.
- At the planning level a project has not been through project development, interaction with abutting business, home and property owners, design, value engineering etc. By build time all of that has occurred.
- Planning level cost estimates are in the dollars of the plan date, build costs are in dollars of build date. So their difference does not account for inflation, vagaries in the materials, labor, and land (R/W) markets, and changing regulations that can sometimes dramatically impact cost estimating.
- For many projects built by developers we will not have their costs, but need to estimate costs for public delivery rather than private delivery so comparing will be tough with those.
- Having a plan for the community is the first step towards having a build job on a specific segment of roadway or path or transit line. Both the specific project and the plan are important, but one cannot substitute for the other in very specific terms.

Daily VMT (Vehicle Miles of Travel) Per Person - 1990 to 2009
Eugene-Springfield compared with other Oregon MPOS and the US National Average

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
United States	20.8	19.5	20.2	20.7	21.1	21.5	21.5	21.3	22.3	22.3	22.3	22.5	22.8	23.1	23.7	23.8	23.4	23.3	22.7	
Portland-Vancouver	18.7	18.9	20.2	20.3	20.2	20.8	21.8	21.0	21.1	20.8	20.3	20.0	19.8	19.3	20.2	20.0	19.9	19.5	18.7	18.7
Eugene-Springfield	n/a	n/a	n/a	17.7	17.0	18.7	18.8	18.3	17.8	20.1	18.0	17.8	17.2	17.2	18.2	18.2	18.5	18.0	18.9	17.3



This chart shows estimated vehicle miles traveled per person within the designated Federal-Aid Urbanized Areas in Oregon and compares these data to the average VMT/capita (computed as Total DVMT/Total Estimated Population) of all urbanized areas across the U.S. (Note that in 1990-1992, the national average was only available for larger areas of 200,000 persons and more).

A "Federal-Aid Urbanized Area" is an area with 50,000 or more persons that at a minimum encompasses the land area delineated as the urban area by the Bureau of the Census. They are defined based on population density at the Census block level. The boundaries of these 'Census Defined Urban Areas' may change every 10 years at each decennial Census, and thus, MPO boundaries may also change. There is a lag time between Census data collection and definition of the new urban areas so that roads within these areas are not incorporated into these calculations until several years after the Census. In the graph above, the arrows show when the boundary changes were generally implemented. Population estimates for an urban area may be revised more quickly following the conclusion of the Census data collection.

Data Sources:

2009: From Portland-Vancouver MPO (Metro) as received from Oregon Highway Performance Monitoring Systems office.

1990-2008: See <http://www.fhwa.dot.gov/policy/ohpl/hss/hespubs.cfm>. FHWA Highway Statistics reports - Highway Infrastructure - State Tables - Urbanized Area Summaries - Selected Characteristics.

Information included in *Highway Statistics* is the result of a cooperative effort between the FHWA and the States. Nearly all of the data provided to FHWA, including the Highway Performance Monitoring System (HPMS) data, come through State Departments of Transportation from existing data bases or business records of many individual State and local governmental agencies. Data quality and consistency of information published in *Highway Statistics* are, therefore, dependent upon the programs, actions and maintenance of sound data bases by numerous data collectors. HPMS data are reported in accordance with the "Highway Performance Monitoring System Field Manual for the Continuing Analytical and Statistical Database". This document contains definitions and coding standards for the various data items so that they can be reported in a consistent manner. Highway statistical data other than the HPMS are collected in accordance with "A Guide to Reporting Highway Statistics". Reporting procedures contained in this guide are not rigid standards; rather, they represent a reporting reference system that the FHWA recommends the States use in collecting and reporting State and local highway data to the FHWA.

Nearly all of the State reported data are analyzed by FHWA for consistency and for adherence to reporting guidelines. In a number of cases, data are adjusted to improve consistency and uniformity among the States. The analysis and adjustment process is accomplished in close working relationship with the States supplying the data.

The data collected and published in the annual *Highway Statistics* are used by all levels of government and the public to assess the performance of the Nation's highway transportation system as well as identify future highway system options. Data are used for assessing highway system performance under FHWA's strategic planning and performance reporting process and for apportioning Federal-aid highway funds under Federal legislation.

Vehicle miles traveled are estimated for all road facilities including local roads. Note that these calculations include all travel within an urbanized area including through trips and trips from outside areas.