

# OUR MAIN STREET SPRINGFIELD



MAIN STREET SAFETY PROJECT | 20th Street to 72nd Street

## TECHNICAL ADVISORY COMMITTEE

### MEETING #1 SUMMARY

DATE: Thursday, November 1, 2018, 1:30 – 3:00 p.m.

LOCATION: Springfield City Hall, Library Meeting Room

## ATTENDANCE

### City of Springfield

- Brian Barnett, City Traffic Engineer
- Greg Ferschweiler, Operations Maintenance Supervisor
- Ben Gibson, Operations Supervisor
- Courtney Griesel, Economic Development Manager
- Michael Liebler, Transportation Planning Engineer
- Amy Linder, AIC Deputy Chief/Fire Marshal
- Kristi Krueger, Principal Engineer
- Lt. Scott McKee, Police Department
- Meghan Murphy, Environmental Services Technician
- Emma Newman, Senior Transportation Planner
- Loralyn Spiro, DPW Communications Coordinator

### ODOT

- Eric Alexander, Region 2 District 5 Assistant Manager
- Jenna Berman, Region 2 Active Transportation Liaison
- Nicole Charlson, Region 2 Transportation Safety Coordinator
- Carl Deaton, Region 2 Roadway Engineer
- Scott Nelson, Region 2 Access Management Engineer
- Amanda Salyer, Region 2 Traffic Investigations Engineer & ARTS Program Coordinator
- Katie Scott, Motor Carrier Division Mobility Operations Program Coordinator **[by phone]**
- Bob Stolle, Region 2 Rail Crossing Safety Section
- Dorothy Upton, Region 2 Traffic Engineer

## **DLCD**

- Patrick Wingard, South Willamette Valley Representative

## **Utility Providers**

- Bart McKee, Senior Civil Engineer, SUB Water
- Dan Norland, Engineering Technician, SUB Electric
- Tamara Pitman, SUB Electric
- Nick Annan, SUB Electric [attended for Pitman]
- John Radosevich, NW Natural
- Jon Kloor, NW Natural [attended for Radosevich]

## **LTD**

- Tom Schwetz, Transit Development Planner
- Bret Smith, Transit Service Planner

## **Willamalane Park & Recreation District (WPRD)**

- Eric Adams, Planning & Development Manager

## **School District #19 (SPS)**

- Laughton Elliott-Deangelis, Safe Routes to Schools Coordinator
- Mike Schlosser, Transportation & Fleet Operations Manager

## **Project Staff and Consultants**

- Bill Johnston, ODOT Project Manager, Transportation Planner, ODOT Region 2
- Molly Markarian, City of Springfield Project Manager, Senior Planner, City of Springfield
- Jean Senechal Biggs, Consultant Project Manager, DKS Associates

## **Audience / Members of the Public**

None present

## **MEETING PURPOSE**

- Formally convene the Technical Advisory Committee for the Planning Phase of the Main Street Safety Project
- Establish agreement on project purpose, roles and decision-making process
- Review key elements of the project community engagement plan and upcoming outreach efforts
- Discuss highlights of current technical work and key points of information to consider

## **WELCOME & INTRODUCTIONS**

Molly Markarian, City of Springfield, and Jean Senechal Biggs, DKS Associates, welcomed everyone to this first meeting of the TAC. Members of the committee introduced themselves.

# PROJECT PURPOSE, OVERVIEW AND PROCESS

Jean explained that this meeting would provide a broad overview of the project and the planning process. She noted that the team has been instructed to build upon past work as we plan future improvements to improve safety along the corridor.

Jean and Molly gave a presentation (attached, see Appendix A) that described the project background and schedule, the project purpose, the decision-making process, and the TAC's role in the project. Some key points from this presentation included:

- The team structure includes the Project Management Team (Molly, Bill and Jean), the City Project Core Team (Molly, Brian, Michael, Emma and Loralyn), and the City Oversight Team (department leadership in Development and Public Works).
- The DKS project team includes experts in public outreach and engagement, economic analysis, transportation engineering, safety and roundabout design, land use planning, and environmental analysis.
- The TAC has an important role as technical experts. Many on the TAC work in the community in other ways and bring their perspective to the committee. The TAC will be reviewing and providing input on technical memos and the project work throughout the process.
- The Main Street Safety Project will result in a facility plan that will be presented to the Oregon Transportation Commission for final approval. It will be a long-term plan that identifies the types of safety improvements at a conceptual design level. Design engineering and construction would follow in later phases.
- The project will also identify the preferred transit mode choice for the corridor to inform the Main-McVay Transit Study.
- Work to improve safety on Main Street dates back to City Council direction in 2010. ODOT and the City collaborated on the Main Street Safety Study that was adopted in 2011, identifying pedestrian crossing improvements. Six pedestrian crossings with flashing beacons have been installed since then, with a seventh planned for 2019.
- In 2016, ODOT's All Roads Transportation Safety (ARTS) program allocated funds to construct a raised center median between 20<sup>th</sup> and 72<sup>nd</sup>. The City and ODOT acknowledged that the ARTS program investment in the corridor requires collaboration with the community and they worked to develop this planning process.
- The project purpose statement was crafted based on input received over the last ten years of planning in the corridor. It has been reviewed and endorsed by the Main Street Governance Team, Springfield Planning Commission, and the City Council. The key message is about safety for people traveling in the corridor and the purpose statement captures community values around the movement of goods and people, economic viability, and transit service. Safety education and traffic enforcement are included in the purpose statement as complementary solutions to the infrastructure solutions that this planning process will identify.

- The project’s key messages came out of past work done in the corridor and will continue to frame the project moving forward.
- The project timeline describes the steps in the process to develop the plan. There will be community engagement throughout the process with three key points for robust outreach to the community to allow people to weigh in: 1) during the development of the goals & objectives, 2) to evaluate design solutions, and 3) during the plan adoption process.
- The decision-making process includes the Main Street Governance Team which pre-dates this project. The Governance Team includes ODOT Region 2 Area 5 Manager Frannie Brindle, two LTD board members, two Springfield City Council members, and one City Council alternate. They provide guidance and coordination for public projects on the Main Street corridor and advance recommendations to Springfield City Council.

Questions:

- Kristi Krueger asked about legal requirements regarding the timing of the process and the tasks on the project timeline? For instance, if work is completed faster than expected, are there any legal requirements due to SB 408 that we would need to meet?
  - Bill clarified there are specific notification requirements prescribed by SB 408. They’re fairly straightforward to comply with. There’s no concern if the planning process ends sooner than anticipated.

## COMMITTEE ROLES AND PURPOSE

Jean and Molly gave an overview of the committee’s charge and purpose.

- Committee members reflect a broad set of interests in the corridor.
- The committee is expected to meet 12 times throughout the planning process. Information and technical memos will be shared in advance of meetings for members to review and prepare for discussion.
- TAC members are asked to provide technical input, serve as delegates for their organizations, and collaborate across agencies and between departments.
- We’re working on developing a plan that will advance to project development. TAC input and involvement throughout the process is critical to ensuring our success.

Questions:

- Emma Newman asked about TAC member roles and their level of involvement. Will everyone be expected to attend every meeting, or will there be some meetings that will be more important for a subset of the TAC to engage in?
  - Jean clarified that some TAC members will have more technical input to contribute than others in the meetings but TAC members are encouraged to attend to stay informed about the project. Bill added that we want members to be as involved as they feel they need to be, and as they have time to attend. Some TAC members are focused on more narrow topics. It’s okay if they don’t attend

every meeting. Tracking meeting info and sharing feedback via email is another way to stay connected to the project.

## COMMUNITY ENGAGEMENT

Jean gave an overview of the project's community engagement plan:

- The project has committed to a transparent decision-making process informed by community input where all voices are heard.
- City Council directed the team to build on past work in the corridor, respect people's limited time, and provide strong opportunities for community input.
- The Springfield Planning Commission, acting in its capacity as the City's Committee for Citizen Involvement, adopted the project's Community Engagement Plan in September. JLA Public Involvement developed the plan in coordination with the project team and are leading the process for us. The plan is available on the project web site: [www.mainstreetsafety.org](http://www.mainstreetsafety.org)

Jean briefly reviewed the sections of the plan:

- **Public Involvement Principles:** Describes community engagement goals and how the project's outreach will coordinate with other concurrent and past activities in the corridor, including the Main-McVay Transit Study, the pedestrian crossing projects, and the Downtown Street Lighting project.
- **Corridor Research:** Includes demographic information about the corridor to inform our work
- **Engagement Key Issues & Concerns:** Outlines key issues and concerns gleaned from past work in the corridor with recent input about the project. The Planning Commission, City Council and Governance Team provided their input and reiterated the key issues and concerns to include in the plan.
- **Key Messages:** Builds upon previous visioning and work in the corridor and will be used to communicate consistent messaging through the life of the project.
- **Engagement Strategies & Schedule:** The engagement strategies and outreach activities are detailed in this section. The schedule includes three major rounds of communication and outreach – with both in-person and online engagement opportunities. Online open houses will allow people to respond to questions from their phone or desktop without having to attend a meeting.
- **Identified Stakeholders & Issues:** City staff identified likely stakeholders and their issues of concern.
- **Communications Protocols:** The project team and advisory committees will operate under protocols that describe how they communicate with each other and with the groups they represent, and how they make decisions.
- The City is managing project communications and media relations. Staff are building upon the project email lists and website from the previous Our Main Street work for this project.

Bill noted the project has a big budget with emphasis on community engagement. All ODOT facility plans require public involvement. It's required by state statute. It's also good planning practice. For this project, it's the desire of the City and ODOT to address sensitive, complex issues along the corridor. We've provided a robust public involvement process compared to other facility planning efforts.

Jean and Molly gave an overview of the project's Strategic Advisory Committee (SAC).

- The SAC serves as a guiding body for the project. Members reflect interests in the corridor and serve as liaisons back to their groups.
- SAC meetings will be facilitated by JLA Public Involvement. The SAC will have opportunities to give input around the table and will “workshop” some issues during the planning process. Their first meeting is next week on November 6<sup>th</sup>.
- The SAC’s primary charge is to provide input and advise the project. Their recommendations will advance through the decision-making process to Planning Commission, the Governance Team and City Council.
- City staff developed a list of interest areas to recruit SAC members and invited community members to apply. In September, the Planning Commission appointed 12 individuals to serve on the SAC representing various interests.
- There are two interest areas with gaps on the SAC: freight/trucking/delivery and youth. Staff are still seeking a community representative for freight/trucking/delivery. City staff have reached out to youth in a number of ways, but they have not found a student volunteer. Instead, the project will get youth/student input through focus groups led by City staff.
- Community engagement kicks off next week with an online open house, a letter being sent to adjacent businesses and property owners to inform them about the project, and an update to the project website. TAC members should encourage community members to participate in the online open house.
  - Bill noted the letter is the first notification to business and property owners required by SB 408. SB 408 requires ODOT and the City to consider the impact of the project to access along the corridor.
- Title VI outreach seeks to engage underrepresented communities (low income, Spanish speaking, persons with disabilities, and elderly people) in our process. JLA will conduct focus groups or table at events for Catholic Community Services, Briarwood assisted living, and Downtown Languages. They will be asked questions similar to questions in the online open house.

Questions:

- Megan Murphy asked about the project boundaries.
  - Jean clarified that the project extends from E. 20<sup>th</sup> Street to E 72<sup>nd</sup> Street.

## PLANS AND POLICIES FRAMEWORK

Jean gave an overview of the team’s work to identify plans and policies that may influence the project and the decision-making process. The consultant team is developing a technical memo identifying the state, regional and local plans and policies that the project needs to consider. The memo will be shared with the TAC for their review and input.

- State plans and policies that the project will need to consider include the Oregon Transportation Plan, modal plans, the Statewide Transportation Improvement Program, and the All Roads Transportation Safety (ARTS) program.
  - Amanda Salyer shared that the ARTS program is based on the Highway Safety Improvement Program, a federal funding program for safety improvements. She noted that the State is

*required* to spend a certain percentage of federal funding every year in order to receive the state's share of federal transportation funding.

- The planning process has been designed to pay particular attention to state requirements and rules under SB 408 for managing driveway access and roadway access along the corridor. The project team developed a process diagram and a discussion paper that describes the key requirements and outlines City and ODOT responsibilities for compliance. (See Appendix C in the Community Engagement Plan.)
  - Molly shared that Appendix C identifies people who will be invited to serve on the Dispute Review Board and participate in the Collaborative Discussions.
- The planning process will also need to pay attention to the impacts of potential changes on freight movement along Main Street. In particular, east of Bob Straub Parkway, the roadway is designated as a freight reduction review route under ORS 366-215.
  - Michael Liebler commented that the City had to go through an extensive motor carrier review process when planning and designing the new pedestrian crossing at 66<sup>th</sup> Street, which is east of Bob Straub Parkway. Bill added that Main Street is also a City-designated freight route.
- The SB 408 process includes a review and approval process for the project's Key Principles and Access Management Methodology. A second project notification to business and property owners will go out once the principles and methodology are available. (see process diagram in Community Engagement Plan, Appendix C.)
  - Carl Deaton asked if anyone can request a Collaborative Discussion or Dispute Review Board meeting. Molly responded that only adjacent property owners can request these meetings. Bill added that the project is only required to go through the Dispute Review Board once. Bill added that the process anticipates some requests for Collaborative Discussions, and that some individuals may feel aggrieved enough to request the dispute review process.
  - Bill noted the median treatment being considered would not be continuous. It would have breaks to allow left turns at strategic locations. The City Council has expressed concerns about balancing the need to maintain mobility, freight movement, and access along Main Street. Bill said these are the sort of things that would be included in the project's key principles.
  - Bill commented that this project is the first effort to apply SB 408 requirements to a facility plan. There have been other projects in the design and construction phase that have had to comply with the requirements of SB 408, but this is the first planning project. ODOT is interested in the outcome because it will serve as a guide for other projects.
  - Bill explained that the review of the Key Principles and Methodology will be the point in the process when property owners can request a Collaborative Discussion or Dispute Review Board. Bill acknowledged that the language in the statutes and rules implies that property owners can appeal the Key Principles and Methodology up until plan adoption. This is not practical for a planning process. Once the Key Principles and Methodology are approved by ODOT and the City, solutions will be developed, evaluated, and selected based on the Key Principles. It wouldn't make sense for property owners to have the ability to appeal the Key Principles later in the process. If they did, and the Key Principles changed, the solution development and evaluation process would have to be revisited, which would increase costs and result in project delays.

- Patrick Wingard asked about the potential for public hearings that would follow the approval of the Key Principles and Methodology.
  - Molly explained that the plan adoption process at City Council provides another opportunity for property owners and others to appeal the plan. Bill added that the statutes identify the ODOT Director as the final arbiter of the Dispute Review process and that the decision of the ODOT Director cannot be appealed.
- Emma Newman asked how SB 408 plays into the design/project development to come later.
  - Bill explained that when the project moves into the design phase, ODOT and the City need to allow for another SB 408 review process. As the design gets more specific, a property owner could object to access impacts that weren't evident during the facility planning phase. Molly noted that raised median islands by themselves do not trigger the requirements of SB 408. This is because medians only impede access (to left-turning vehicles). Properties can still be accessed (by right-turning vehicles).
  - Amanda commented that the project needs to be robust in its community engagement to ensure that more access management regulations aren't imposed upon ODOT by the legislature. Bill noted that ODOT and the City agreed to use a conservative approach and follow the SB 408 process in order to reduce project risk, and because it's good planning practice.
- The Main-McVay Transit Study (MMTS) was paused in 2016 so the safety project planning process could catch up to the transit study.
  - Molly shared that City Council gave clear direction to staff to coordinate planning efforts for transit with the Main Street Safety Project. The online open house will include a section that will briefly describe the outreach and analysis that occurred in Phase 1 and Phase 2 of MMTS and will ask a question to determine if the Enhanced Corridor transit mode is the community's preferred transit mode for Main Street. With the results of the online open house, the transit study project team will present a mode choice recommendation to the Governance Team. Once a mode choice is determined, the City and LTD can then work on specific details about future transit improvements to the corridor.
  - Amanda Salyer asked what is meant by the term "Enhanced Corridor." Emma Newman explained that Enhanced Corridor implies near term, smaller, specific investments that can be made improve shelters and improve transit travel time and reliability at congestion points that are causing delays. It is not EmX service and stations, which is seen as a longer-term solution. Emma noted that the MMTS team is not seeing EmX as the appropriate solution for Main Street in the next 3 – 10 years.
- Local plans and policies that need to be considered include the 2035 Springfield Transportation System Plan and the TSP Implementation Project. The team expects that those plans will need to reflect the safety project and be formally amended. Other plans include the Main Street Corridor Vision Plan, the Springfield Development Code and the Springfield Zoning map. The team is taking a scan of these local plans to identify any projects or issues we need to keep an eye out for or any red flags to be aware of.
  - Patrick Wingard asked if the project will develop a set of recommended development code updates and plan policy updates. Molly explained that once the plan is close to being finalized,

the team will identify potential development code, zoning map, refinement plan and/or comprehensive plan amendments that would be needed to support recommendations in the plan.

- Patrick asked if zoning map amendments are anticipated being recommended as a function of the facility plan. Molly said it is too early to know. Michael Liebler noted some the safety problems are related to the zoning fronting the corridor and the access management associated with those zones. Molly explained that the Main Street Vision Plan had recommendations to amend the refinement plans and the zoning map to support implementation of the vision. That process was put on pause when the safety project was initiated so that the infrastructure planning could happen first.
- Bill noted that the width of the right of way, which is an important design parameter, has already been established. Emma explained that during the transit study discussions, the Governance Team provided direction to minimize impacts to adjacent properties. That resulted in defining a general cross section of 96 feet wide with exceptions for providing space for station amenities and implementing queue jumps at intersections. Bill added that the streetscape improvements such as bike lanes and sidewalks will be considered. However, because the Governance Team and City Council have already established the maximum right-of-way, our ability to incorporate these improvements within the corridor is somewhat limited. It's a limitation but also important direction to have from the decision-makers.

## **ACTION ITEMS AND NEXT STEPS**

Jean reviewed the upcoming project activities this fall and winter.

The team will reconvene the TAC in the winter to review the existing conditions inventories, the plans and policies framework, and the goals & objectives.