



STRATEGIC ADVISORY COMMITTEE

MEETING #3 SUMMARY

DATE: Tuesday, April 23rd, 2019, 4:00 – 6:00 p.m.

LOCATION: Springfield City Hall, Jesse Maine Room

ATTENDANCE

- James Coldren
- Susan Hartman
- Staci Holt
- Dean Huber
- Richard Jones
- Marshall Loveday
- Alyssa Martin **[by phone]**
- Garrick Mishaga
- Charles Richmond
- Joseph Tokatly
- Jeffrey Wing
- Dani Wright

Project Staff and Consultants

- Bill Johnston, ODOT Project Manager, Transportation Planner, ODOT Region 2 (phone)
- Molly Markarian, City of Springfield Project Manager, Senior Planner, City of Springfield
- Jean Senechal Biggs, Consultant Project Manager, DKS Associates
- Kayla Fleskes, DKS Associates
- Allison Brown, Facilitator, JLA Public Involvement

OVERVIEW

This was the third meeting of the Springfield Main Street Safety Project’s Strategic Advisory Committee (SAC). The committee heard updates on project goals and objectives, reviewed future no-build conditions information, and explored the literature review of economic impacts relating to medians and roundabouts.

WELCOME & INTRODUCTIONS

Everyone was welcomed to the meeting and committee members introduced themselves. Allison Brown, a facilitator with JLA Public Involvement, shared the agenda for the meeting. Susan Hartman (Sue) mentioned that she had a few things to share, and the group agreed to address those items at the end of the meeting.

PROJECT UPDATES

Molly Markarian, City of Springfield, gave an update on outreach to community groups. Molly noted that the project team has attended various community meetings to share information on the project, gather feedback on the goals and objectives, and encourage public participation in the project. This has been conducted separately from the Title VI engagement presented at the last meeting. The community groups visited thus far include the Board of Realtors, the Springfield Chamber of Commerce, Springfield City Club and the Twin Rivers Rotary. The team is currently developing an FAQ (frequently asked questions) informational sheet, based on questions heard during the outreach and presentations. This will be shared with the public when it is finalized.

GOALS AND OBJECTIVES

Jean Senechal Biggs, DKS Associates, introduced the goals and objectives discussion and shared the latest version of the goals and objectives. The six goal areas include:

- **Safety** – Increase the safety of Main Street for all users
- **Business Community** – Support the viability of existing and future businesses
- **Mobility** – Ensure people and goods travel efficiently and reliably through the corridor
- **Transportation Choices** – Create a multimodal environment that connects people and destinations
- **Vital Community** – Support the vitality of the community and its vision for Main Street
- **Feasibility** – Develop a plan with a clear and achievable approach to implementation

Jean clarified that these revised goals and objectives incorporate the feedback received from the SAC and other groups, including the Technical Advisory Committee (TAC), Planning Commission, City Council, Main Street Governance Team, and various community groups. Molly shared some feedback received so far, including:

- Concerns about the metrics that might be used to evaluate these objectives
- Tension between residential and commercial interests
- A desire for mobility improvements
- Hope to define goals as a whole community (rather than sub-populations)
- A desire for green space
- Concerns on water quality, infrastructure upkeep, and overall costs.

The committee was asked to reflect on this revised version of the goals and objectives, to ensure that their feedback has been accurately reflected.

Comments from the group included:

- There is a need to balance the different goals and objectives, and not let one goal dominate the others.

FUTURE NO-BUILD CONDITIONS

Kayla Fleskes, DKS Associates, introduced the future no-build conditions through a presentation. The technical team analyzed future traffic volumes (year 2040), intersection operations, multimodal conditions and safety performance to come up with a data set that helps to paint a picture of what Main Street could look like if no future actions are taken. Kayla emphasized that these scenarios can help confirm the problems that need to be addressed in the future and will serve as a comparison when the team begins to evaluate solutions.

The highlights from Kayla's presentation included:

- Traffic volumes on Main Street are projected to increase by 20% - 30% by 2040;
- Four key intersections on Main Street will exceed mobility standards (these include intersections on Main Street and 28th, 42nd, Bob Straub Parkway and 58th);
- Delays will increase, and these delays will impact travel time through the corridor, as well as freight and transit; and
- This will continue to be a high-stress environment for pedestrians and cyclists.

Kayla paused to take any questions from the group. Questions and comments included:

- What are the mobility standards used?
 - The amount of traffic volume compared to traffic capacity. This is based on available numbers.
- Why are we only looking at peak times and not the whole day?
 - That is just the worst-case scenario (using rush-hours), that will make a case for improvements.
 - PM peaks are the highest volume.
- Are there any considerations for Autonomous Vehicles and technology advances?
 - We don't have a solid idea of the impacts, as we do not have enough knowledge about the future impacts. Also, the assumption contains very little technology improvements, within the no-build solutions.
- Are there plans for signals that allow bikes to go through intersections without stopping?
 - That is not within this project, but it will be noted for future discussion.

Kayla continued with her presentation, focusing on projected safety conditions. Highlights included:

- Safety issues are currently spread along the entire corridor.
- The increase in traffic volume will affect safety.
- If no solutions are implemented, it is projected that there will be approximately 19 crashes per year, an increase from the current statistics. This represents a 19% increase in overall crashes over this period of time.

- Access point density plays a huge role in safety on the corridor. Data shows that crashes can increase with the amount of access points per mile. The standard access point levels for ODOT are 10 access points per mile, and this corridor of Main Street averages at 75 access points per mile. This dramatically increases the crash risk in some segments of the corridor.
- If the number of access points remains the same, the increase in traffic volume means that safety will continue to be an issue on this corridor into the future.

Following this presentation, the committee asked questions and shared their comments, including:

- How are predictions of crashes calculated?
 - We have predicted about 19 more crashes per year, based on traffic volumes forecasted for 2040. This is based on the amount of previous crashes in the location and the forecasted traffic volumes, so it will vary by intersection and location.
- There are some tensions between the uses of the highway, as it serves as both a Main Street and ODOT highway.
 - The city grew along the highway, so we are not attempting to design a brand-new street but to incrementally change to reduce risk.
- Are the crashes that are occurring spread out during the whole day? Does it differ between daylight or night?
 - Approximately 77% of crashes occur during the day and 14% during the evening. This is the same trend across crash severity.
- The variation of percentages for some segments is confusing. Why is there a 10-125% variation?
 - This is based off projections for future traffic volume and there are intersections that could have higher rates. Some of the percentages may be misleading since some locations have a lower number of crashes, which means a few more crashes could be a large percentage changes. This is building off of other work, including the work done five years ago. ODOT has looked into this and the Springfield City Council is in support of finding a solution. The no-build scenario is used as a baseline measure, not as a solution.
- How do we address social aspects, such as distracted driving, human error, or cars in disrepair? We need to focus on what we have control over.
 - There are ways to mitigate these factors. ODOT recognizes the external impacts within the solutions and addresses these by identifying hot-spots and segments. The second approach is more systemic and addresses fewer traffic crashes and calculates the costs needed to implement solutions for safety improvements.

LITERATURE REVIEW

Jean presented the work done by ECONorthwest that outlines the economic impacts of access management (and overall changes in a roadway) on businesses and property owners. This information will be released as a full report, with complete analysis available to SAC members.

Highlights of this presentation included:

- This literature review looked at past studies that might be able to share best practices, or help the team understand potential impacts on businesses. The team looked at issues, such as: best practices in research design, case studies of changes vs. non-changes, and economic data.
- Unfortunately, there are relatively few studies that focus on the effect of roadway changes on retail sales and business performance (without getting into the many other external impacts).
- Overall, the studies show some limited positive impacts on businesses with addressing traffic and safety problems, and there is not a clear correlation between traffic projects like this and negative impacts on businesses. However, construction can specifically have negative impact on businesses, and individual businesses may experience losses with a redesigned corridor due to access changes.
- In general, business owner perceptions of roundabouts are positive while the perception of medians appear to be less positive and more difficult to shift.
- The report includes an economic snapshot of the corridor, including the mix of businesses along Main Street and the employment and wages (both within a ¼ mile and 500 feet).
- The report also looks at the impacts of specific solutions that might be examined through this planning project, including raised medians and roundabouts.

Questions and comments from the committee included:

- Where did ECONorthwest get their data?
 - Case studies that used roundabouts and medians. Some are regional examples, including one study from Ashland. These reports come from academics and economists that research these topics.
- If there are negative impacts to circulation or parking, how does that affect the land value?
 - More circulation and access can increase land values due to increased uses and business profits. The alternative is true; less access can lead to lower property values. Each site will experience impacts differently.
- Is the information presented on the perceptions of roundabouts based on theory or personal experience with roundabouts?
 - Mainly we see perceptions based on case study experiences.
- What about the perception of local property owners and businesses on Main Street?
 - Until solutions are looked at, it is hard to look at before and after impacts. We can make assumptions, but we need to look at all data.
- From a public point of view, some people will avoid roundabouts, especially seniors.
 - Allison explained that all stories and experiences are taken into account, along with the economic and technical information.
- Can ODOT or the City reimburse businesses for negative economic impacts?
 - That is not an ODOT precedent, and they are limited legally by how they can spend funds. However, ODOT can improve visibility and encourage safe access, using strategies like signage, ramps, back entrances, and others. ODOT puts effort into working to minimize negative economic impacts to businesses and property owners.
- Concern regarding line-of sight within medians (trees, etc.) for pass-by businesses and retail traffic.
 - One recommendation is to look at treatments used in the studies and how that correlates to the tools and methodology we can use. A deep-dive into the technical memo will give context for implementation.

- A recommendation to have graduate students and academics study the impacts of roundabouts in Springfield.
- Does ODOT require a certain amount of time for freight to travel through this corridor?
 - Yes, they do.

NEXT STEPS

Following the presentations and discussion, committee members raised a few additional thoughts and concerns, and the project team shared the next steps after this meeting. These are summarized as:

- The final meeting notes will be posted to the project webpage where they may be accessed by project stakeholders.
- Feedback from the SAC will be shared with the Planning Commission, City Council and Governance Team as the project moves forward.
- A few concerns were raised on existing roundabouts in the city. Staff will follow up with more information on roundabout driver education and safety outreach.
- Additional concerns were raised on business impacts. These were noted as ideas for future conversations (including concerns on the changes made on Franklin Boulevard and business perspectives, and integration with regional transit projects).

APPENDIX

- SAC Slide Show (attached)



OUR
MAIN
STREET
SPRINGFIELD

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

STRATEGIC ADVISORY COMMITTEE MEETING

April 23, 2019



AGENDA

- **Project Outreach Update**
- **Project Goals and Objectives Update**
- **Future Baseline (No Build) Conditions**
 - Traffic Volumes
 - Intersection Operations
 - Safety

AGENDA

- **Business & Property Owner Impact Literature Review**

- Mix of Businesses Along Main Street
- Factors that Influence Business Impacts
- Business and Property Impacts of Access Management

PROJECT OUTREACH UPDATE


Outreach to Community Groups

- Share project information
- Gather feedback on Goals & Objectives
- Encourage project engagement



PROJECT OUTREACH UPDATE


- **Springfield Chamber of Commerce, Government Issues Committee** (March 12th)
- **Springfield Board of Realtors** (March 12th)
- **Twin Rivers Rotary** (April 12th)
- **Springfield City Club** (April 18th)

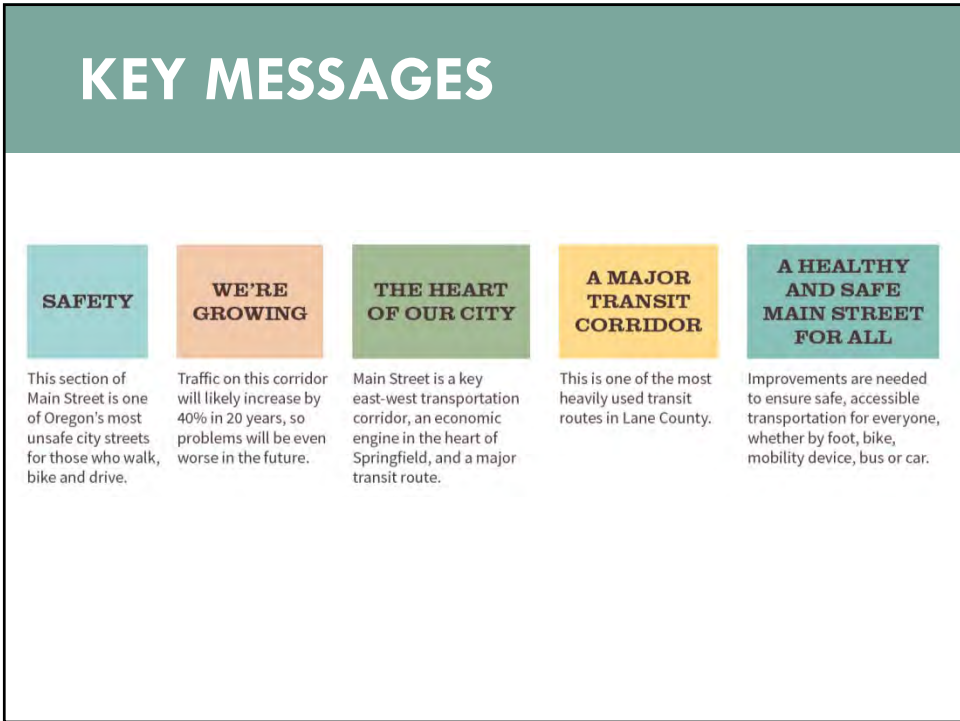
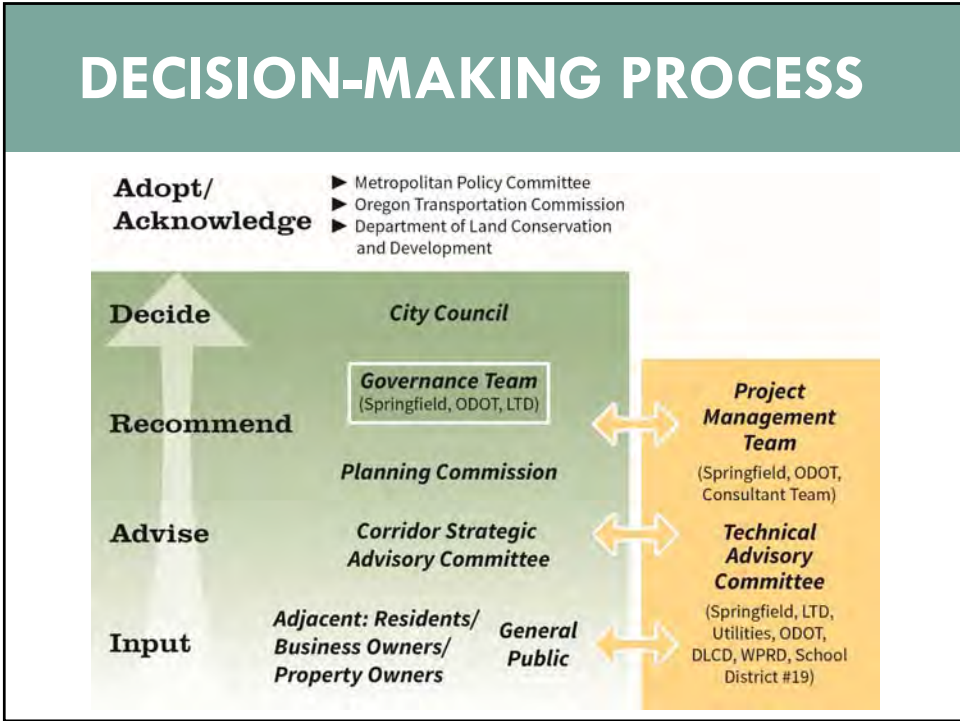


PROJECT TIMELINE

<i>Project Kickoff / Community Priorities</i>	<i>Existing Conditions / Inventory and Analysis</i>	<i>Goals and Objectives</i>	<i>Develop Solutions</i>	<i>Evaluate Solutions</i>	<i>Recommended Solutions</i>	<i>Draft Plan and Policies</i>	<i>Adoption</i>
Summer 2018	Fall 2018	Winter 2019	Spring 2019	Fall 2019	Winter 2020	Spring 2020	2020/2021

COMMUNITY ENGAGEMENT





PROJECT UPDATES

Questions?

GOALS & OBJECTIVES

A **goal** is an overarching principle or a broad statement of intent that informs the range of possible transportation solutions and guides decision-making.

Objectives are specific, measurable, and relevant steps that are taken to meet the goal.

GOALS & OBJECTIVES

Safety – Increase the safety of Main Street for all users

Business Community – Support the viability of existing and future businesses

Mobility – Ensure people and goods travel efficiently and reliably through the corridor

Transportation Choices – Create a multimodal environment that connects people and destinations

Vital Community – Support the vitality of the community and its vision for Main Street

Feasibility – Develop a plan with a clear and achievable approach to implementation

GOALS & OBJECTIVES

Feb/March/April:

- Review & feedback from TAC, SAC, Planning Commission, City Council, Main Street Governance Team
- Share & response from Community Groups

Late April: Revised Goals & Objectives

Late June: Recommend GT endorsement

GOALS & OBJECTIVES

Questions?

FUTURE NO-BUILD CONDITIONS

What did we analyze?

- Future (year 2040) traffic volumes
- Intersection operations
- Multimodal conditions
- Safety performance

FUTURE NO-BUILD CONDITIONS

How will we use this data?

- Confirming problems that need to be addressed if nothing is done in the future
- Set up baseline for alternative solutions analysis

FUTURE NO-BUILD CONDITIONS

Traffic Operations

- Main Street traffic volumes will increase by 20-30% by 2040
- Four signalized intersections are forecasted to exceed mobility standards
 - Main Street/28th St
 - Main Street/42nd St
 - Main Street/Bob Straub Pkwy
 - Main Street/58th St

FUTURE NO-BUILD CONDITIONS

Vehicle Delay and Travel Time

- Eastbound intersection delay is expected to double by 2040
- Intersection approach delay will increase travel times by 30% eastbound
- Westbound travel times will increase by 7% due to intersection delay
- Delays will also impact freight and transit

FUTURE NO-BUILD CONDITIONS

High-stress Pedestrian Environment

- No significant changes from existing conditions
- Proximity of vehicles
- High roadway speeds
- Narrow sidewalks with no buffer
- Sidewalk obstructions and ADA ramps

FUTURE NO-BUILD CONDITIONS

High-stress Cycling Environment

- No significant changes from existing conditions
- Many unsignalized intersection and driveway crossings
- High roadway speeds
- Two lanes of traffic in each direction and center left turn lane
- 5 to 7 ft wide bike lanes, no buffer

FUTURE NO-BUILD CONDITIONS

Questions?

FUTURE NO-BUILD CONDITIONS

Main Street today:
High crash corridor

- 653 crashes (2012–2016)
- Approximately 1-1/3 crashes per week
- Crashes occur throughout the corridor

BREAKDOWN OF CRASH SEVERITY ON MAIN STREET (2012–2016)

Severity	Percentage
Property Damage Only	46%
Minor Injury	35%
Moderate Injury	16%
Severe Injury	3%
Fatal	.6%

FUTURE NO-BUILD CONDITIONS

Future Safety Analysis

- Highway Safety Manual Predictive Method

Traffic Volume and Site Characteristics

→

HSM
Predictive
Method

→

Predicted
Crashes

- Existing
- Future No-Build
- Future Alternative Solutions**

Crash Data

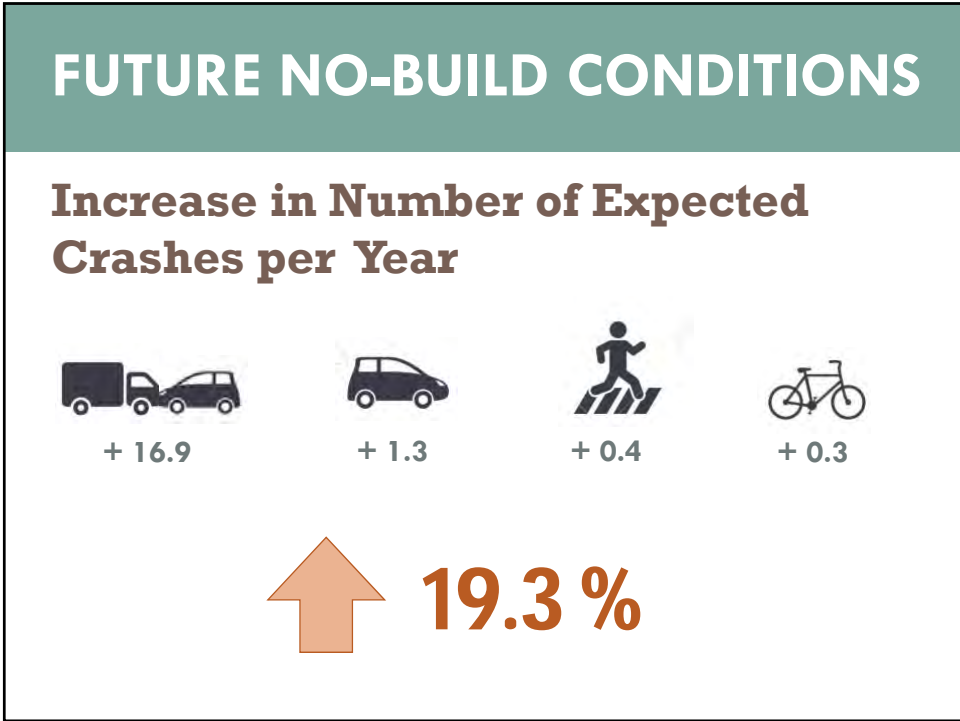
↑

HSM
Predictive
Method

→

Expected
Crashes

- Existing
- Future No-Build



FUTURE NO-BUILD CONDITIONS

Increased traffic volumes will further degrade safety along the corridor

- Crashes at individual intersections/ segments increase by 10-125%
- Directly related to forecasted increase in volume

FUTURE NO-BUILD CONDITIONS

Access density is a major contributing factor

- Average density is 75 access points per mile
- Does not meet ODOT standards (roughly 10 access points per mile)
- Crash risk increases by 4% for every access point above 10 per mile
- Some segments of the corridor have a nearly 500% increased crash risk compared to a facility that meets ODOT standards

FUTURE NO-BUILD CONDITIONS

Bottom Line:

If the number of access points along Main Street remains the same, the combination of the existing access density and increased traffic volumes will continue to degrade safety on the corridor.

FUTURE NO-BUILD CONDITIONS

Questions?

LITERATURE REVIEW

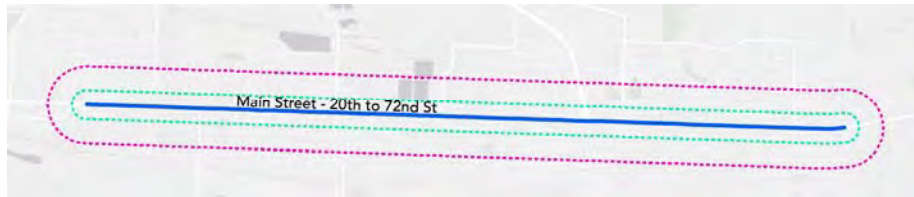
Reviewed studies on the impacts of access management on nearby businesses and property owners

Focus on those studies with the best practice in research

LITERATURE REVIEW

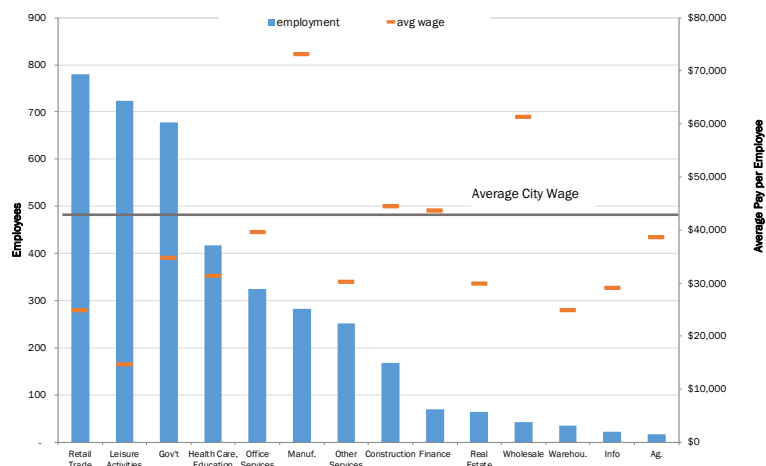
Business Mix Along Main Street

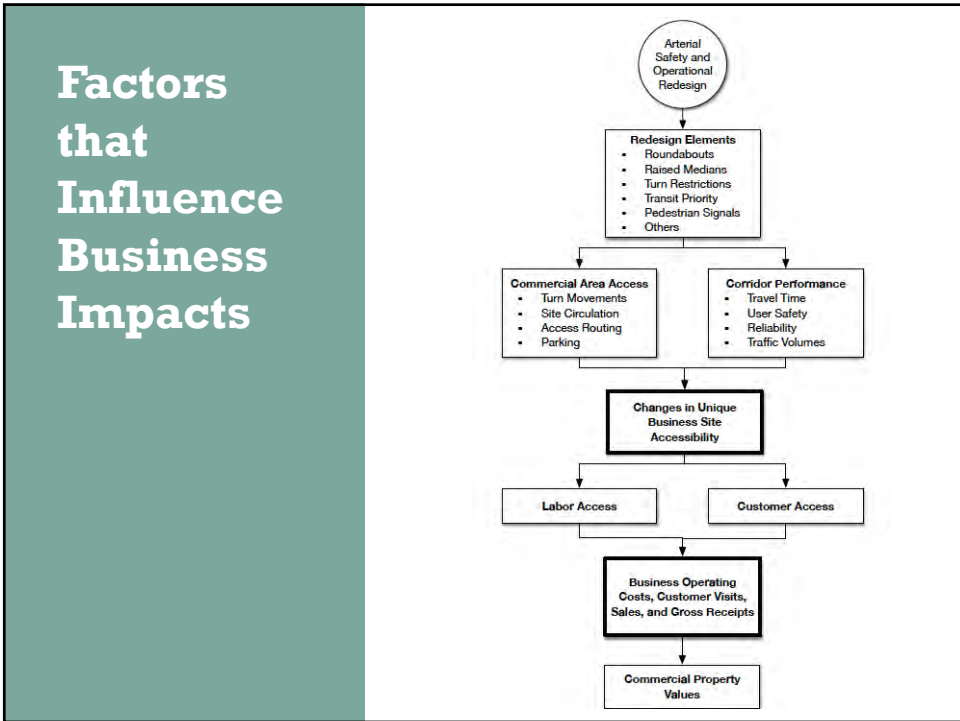
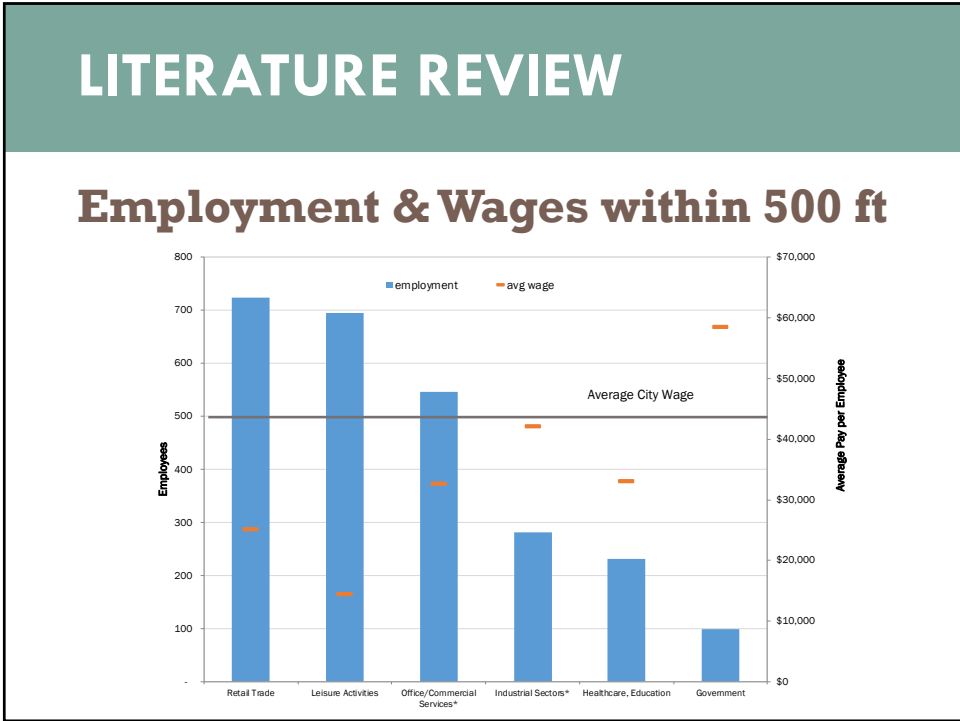
- 1/4 -mile buffer: Businesses likely impacted by accessibility from Main Street
- 500-ft buffer: Businesses most directly affected by corridor redesign



LITERATURE REVIEW

Employment & Wages within 1/4 mi





LITERATURE REVIEW

Impacts of Raised Medians and Roundabouts

- Business owner perceptions of roundabouts are generally positive - impression of improved traffic flow
- Business impressions of raised medians appear to be less positive, and harder to shift.

LITERATURE REVIEW

General Business Impacts

- Some evidence that street changes may improve business performance by addressing traffic & safety problems
- Does not suggest that no single business in a redesigned corridor could experience business losses due to access changes
- Some literature suggests business losses during construction may be primary negative effect on business performance

LITERATURE REVIEW

General Property Impacts

- Access changes to a site should eventually be reflected in the land value
- As site values on corridor change, they do so relative to site values elsewhere in the broader urbanized area

LITERATURE REVIEW

Questions?

NEXT STEPS / NEXT MEETING	
Early June	SAC Meeting <ul style="list-style-type: none">• Key Principles and Methodology
June	Planning Commission, City Council, and Governance Team <ul style="list-style-type: none">• Goals and Objectives• Literature Review• Key Principles and Methodology
September	SAC Meeting <ul style="list-style-type: none">• Preliminary Alternative Solutions

THANK YOU	
------------------	--

PROJECT PURPOSE STATEMENT



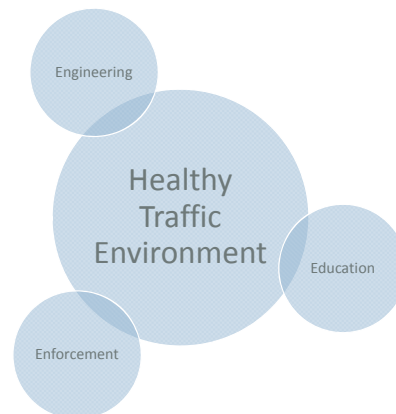
Springfield's Main Street is consistently ranked as one of the most unsafe city streets in Oregon based on the severity and frequency of traffic crashes. ODOT and the City must address this problem to save lives, reduce injuries, and lessen property damage due to crashes. *The purpose of the Main Street Safety Project is to select infrastructure solutions that will make Main Street safer for people walking, biking, driving, and taking transit.*

The selected safety improvements will provide for the movement of goods and people, support the economic viability of the corridor, accommodate current bus service and future transit solutions, and complement safety education and traffic enforcement.

EDUCATION & ENFORCEMENT

Traffic Safety Education '14-Present

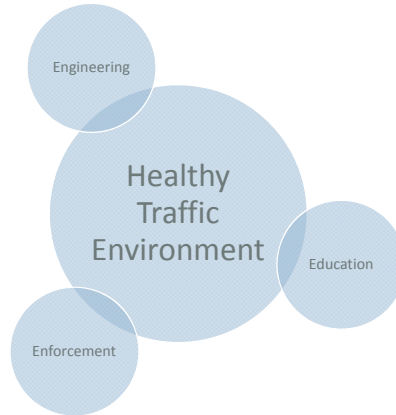
- Videos (5)
- Informational cards
- Customized safety reflectors
- Team Springfield newsletter
- Public Works Week
- Springfield Kiwanis Club's Safety Town
- Point2Point's campaigns on Main Street
- SRTS Safety Education Class
- Mayors' Challenge for Safer People, Safer Streets Initiative



EDUCATION & ENFORCEMENT

Traffic Safety Enforcement

- 2015: Increased traffic enforcement patrols
- 2017: Expanded crosswalk violation enforcement
- 2019: Speed, seatbelt, distracted driver enforcement grants



PROJECT AREA: 20TH – 72ND



PROJECT TIMELINE

Main Street Safety Project

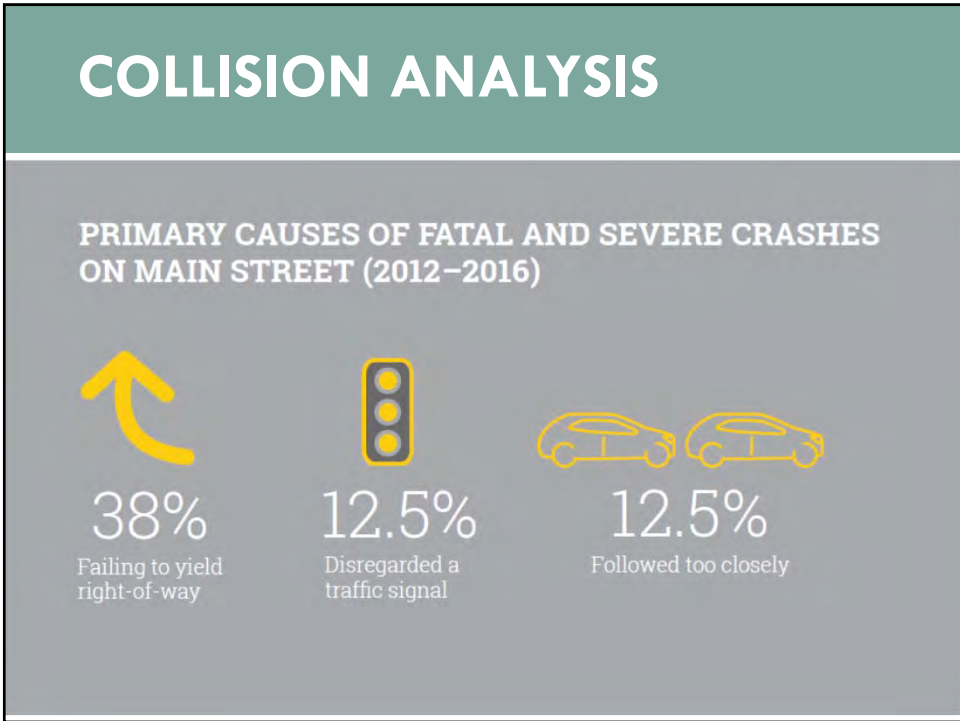
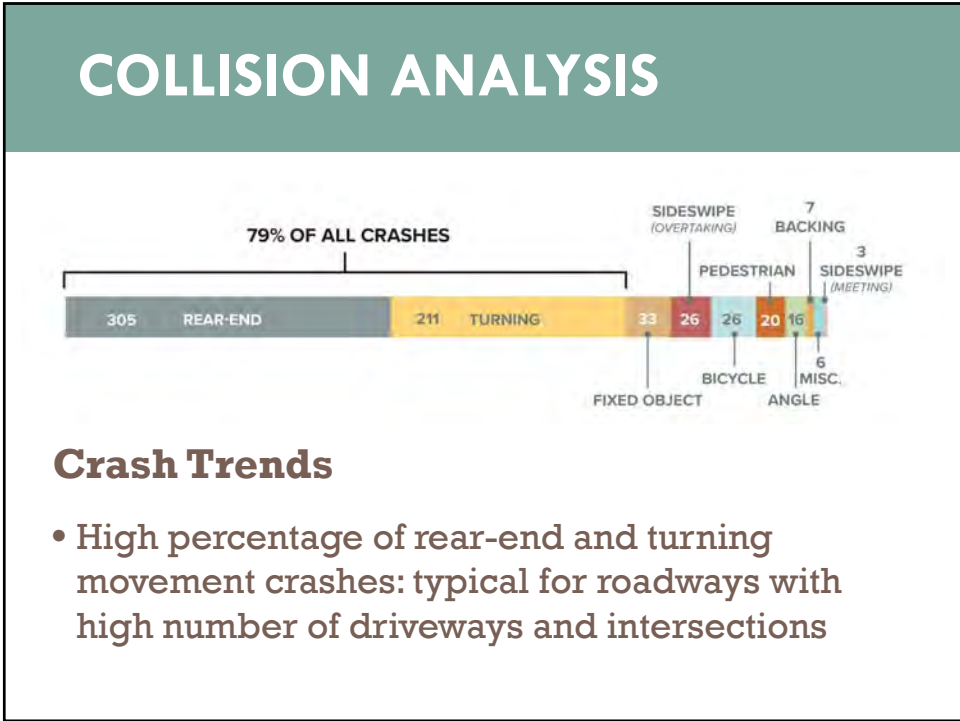
2018	2021	2023
PLANNING		IMPLEMENTATION
Facility Plan	Project Development	Construction

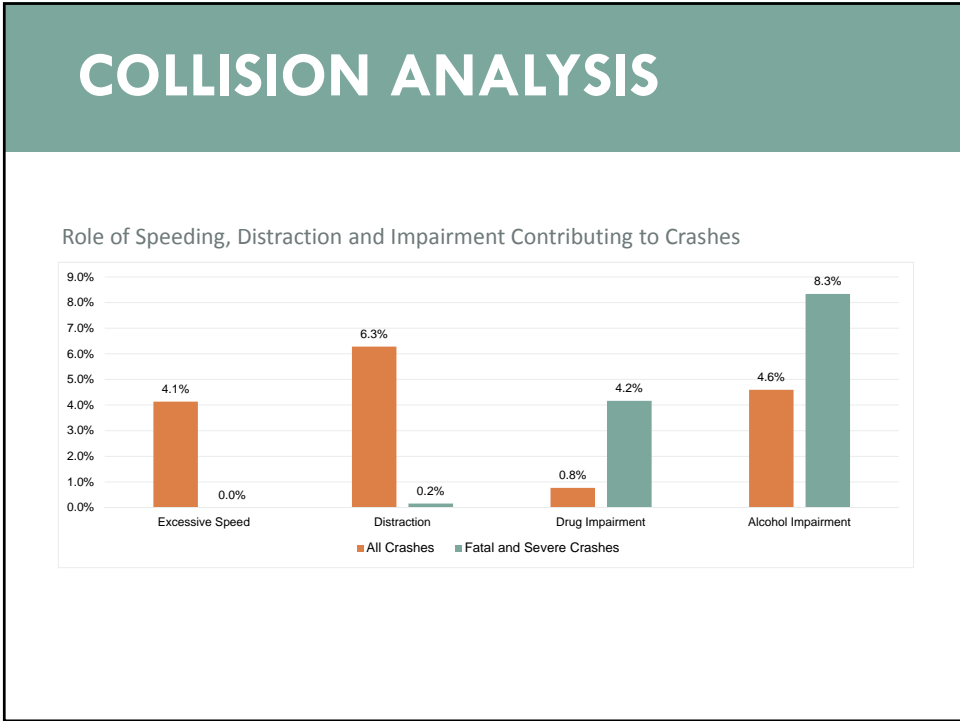
COLLISION ANALYSIS

Pedestrians

- 3% of all corridor crashes
- 75% of fatal crashes and 10% of severe injury crashes

Crash Severity	Pedestrians (%)	Other Road Users (%)
Fatal Crashes	75%	25%
Severe Crashes	10%	90%
Moderate Crashes	10%	16%
Minor Crashes	2%	4%
Property Damage Only	0%	100%





COLLISION ANALYSIS

Crash Trends

- 77% of crashes occurred during the day, 14% occurred in darkness.
- 75% of fatal crashes, 70% of severe injury crashes occurred during daylight.