



Franklin Boulevard COMPLETE STREET RECONSTRUCTION PROJECT

Springfield, Oregon • 4th Congressional District
FY 2015 TIGER Capital Project Grant Application
Submitted by the City of Springfield

Grant Request: \$15 Million



TABLE OF CONTENTS

I.	PROJECT DESCRIPTION	PAGE 1
	Overview	Page 1
	Related Projects	Page 4
	Project Elements	Page 6
	Project Delivery	Page 8
II.	PROJECT PARTIES	PAGE 9
III.	GRANT FUNDS, SOURCES, AND USES	PAGE 10
IV.	SELECTION CRITERIA	PAGE 11
	State of Good Repair	Page 11
	Economic Competitiveness	Page 12
	Quality of Life	Page 15
	Environmental Sustainability	Page 16
	Safety	Page 17
	Innovation	Page 19
	Partnerships	Page 21
	Benefit Cost Analysis Results	Page 23
V.	PROJECT READINESS	PAGE 24
	Environmental Permits and Reviews	Page 24
	Legislative Approvals and State and Local Planning	Page 25
	Technical Feasibility	Page 25
	Financial Feasibility	Page 26
	Assessment of Project Risks and Mitigation	Page 28
VI.	FEDERAL WAGE RATE CERTIFICATION	PAGE 29

APPENDICES

- Appendix A - Related Projects Document
- Appendix B - Match Sufficiency Resolutions
- Appendix C - Letters of Support and Partner Agency Documentation
- Appendix D - NEPA Documented Categorical Exclusion Documents
- Appendix E - Benefit Cost Analysis
- Appendix F - Difference Between Pre-Application and Final Application

SUPPORTING DOCUMENTS

- [Glenwood Refinement Plan](#)
- [Franklin Boulevard Study](#)
- [Downtown District Urban Design Plan and Implementation Strategy](#)
- [Springfield Transportation System Plan](#)
- [Downtown Urban Renewal Plan](#)
- [HUD Sustainability Grant Website](#)
- [Lane Livability Consortium Franklin Boulevard Corridor Catalytic Project](#)
- [Lane Transit District Long Range Transit Plan](#)
- [Willamalane Parks and Recreation Comprehensive Plan](#)
- [Central Lane Metropolitan Planning Organization Regional Transportation Plan](#)
- [Springfield Bike Map](#)
- [Eugene Bike Map](#)

OVERVIEW

The City of Springfield requests \$15 million in TIGER funding to complete the \$31.2 million Franklin Boulevard Complete Street Improvement Project (The Franklin Project). This project anchors the community's vision for economic opportunity in the Glenwood Riverfront District, located east of the University of Oregon and downtown Eugene, and west of downtown Springfield along the Willamette River in the heart of the metro region. The Franklin Project takes a five-lane orphan highway with no sidewalks or bike lanes down to a complete street that will create economic development, support local business, and provide access to opportunity. The new Franklin Blvd. will have four vehicle lanes, protected bike lanes, wide sidewalks, roundabout intersections, access lanes on select blocks, new permanent bus rapid transit stations, green water quality treatment facilities, landscaping, lighting, and preserved right of way for future light rail or fixed guide-way transit.

The TIGER grant will:

- catalyze investment and growth in the riverfront district neighborhoods and nearby downtown Springfield,
- improve safety for all users of Franklin Blvd., and
- create access to active transportation modes connecting low income communities to the regional center for jobs, education and social services, including downtown Eugene, the revitalizing Springfield downtown, the University of Oregon, and PeaceHealth University District Hospital.

The Franklin Project will stimulate economic recovery through strategic investment in the construction of transportation improvements. The Project corridor is the central portion of the region's primary east-west surface street route (OR 126 Business), connecting Main St. in Springfield with West 11th Ave. in Eugene, from one edge of the metropolitan urban growth boundary to the other.

Below: Franklin Project layout, Glenwood riverfront



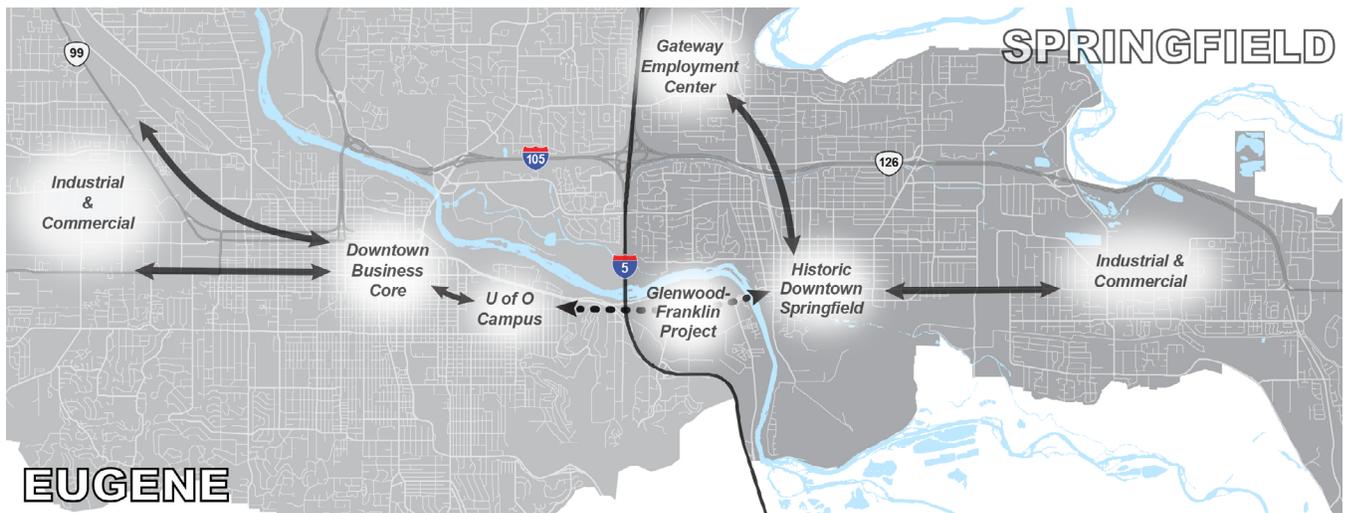
This project is the spark needed to catalyze high density mixed use development, particularly in housing but also new employment, and will bring a historically blighted river corridor to life.

TIGER 7 Funding will make possible
a transformative infrastructure investment
that promotes ladders of opportunity by improving transportation choices for low income neighborhoods east of I-5 and stimulating planned urban redevelopment in the riverfront and downtown.



Bicycle, pedestrian, transit and vehicle upgrades will improve safety, mobility and accessibility for system users along the corridor and throughout the metro area by improving vehicle capacity while creating and enhancing superior alternative mode systems.

In the 21st Century, Glenwood is uniquely positioned to become a new urban center in the region. The area enjoys several competitive advantages over other parts of Eugene-Springfield, including fantastic Willamette River frontage, a central regional location adjacent to jobs and services, proximity to the University of Oregon, rail freight accessibility and direct access to I-5.



Springfield is a proud community with a lunch bucket heritage in logging and milling timber, and agricultural production. Adjacent to Springfield, Eugene is home to the University of Oregon and the region's central business, government, and social services district. With a metro area population of 220,000, these two distinct communities make up the second largest metropolitan area in the State of Oregon, and anchor the 146th (of 381) largest MSA in the nation.

Glenwood has historically been a place between Eugene and Springfield. The alignment that is today Franklin Blvd., was the original link between the two cities, starting out as an Indian trail that turned into a wagon road and connected to a ferry crossing. During Oregon's early highway building program in the 1930s and 40s, the alignment was upgraded as Oregon Hwy. 99, the main north-south modern roadway in the state.

Glenwood was a popular 'motor court' stop-over for the traveling public, and included the region's largest grocery store, gas stations, eating and drinking establishments, and farm stands. Later, as most goods began moving by motor freight, the highway was widened to the edge of right of way to add another travel lane in each direction. Adjacent land uses saw a shift to industrial and fronting commercial in an auto and truck dominated environment.

I-5 construction in the early 1960s rerouted north-south statewide travel off of Franklin Blvd. The extension of I-105 east into Springfield via the OR 126 freeway provided a new bypass to move log and freight trucks and passenger vehicles back and forth between the east and west parts of the region and the state. With the loss of traffic many businesses along the road closed or relocated.

The old highway is still five lanes of travel to the edge of right of way and has seen limited improvements for almost 50 years;

Glenwood remains an underserved place to drive through to get somewhere else.



Existing conditions of Franklin Blvd.

The recently adopted 2015 HUD Eugene-Springfield Consolidated Plan describes 50% of people in Springfield as low income. Census data from 2010 shows that more than half the households in the Glenwood and downtown block groups earn less than 80% of area median income. A scan of residential property values in the 2013 ACS reveals that Glenwood median value, based largely on a concentration of mobile homes in parks south of the project, is \$12,500 compared to Springfield's median value of \$168,600, Eugene's at \$238,700, and Lane County's at \$218,900.

Public infrastructure is limited in Glenwood; most homes and businesses are currently served by a water co-op, septic systems, and a bare bones transportation network. North of Franklin Blvd., in the project vicinity, the riverfront area is dominated by vacant and underused industrial land interspersed with a handful of scattered homes and the 41 unit Ponderosa Village mobile home park. The neighborhood south of Franklin Blvd. is an underserved low income residential area which transitions, again, to industrial in the vicinity of the Union Pacific railroad tracks and I-5. The City's downtown core is immediately east of Glenwood, on the other side of the river.

One critical legacy of the old highway is that it is out of scale with the community and creates a pronounced gap in the metro area's safe walking and biking network for a majority of the least advantaged citizens in Springfield. The Franklin Project removes this barrier and makes 10's of thousands of jobs west of I-5 accessible to an area of Springfield with a high concentration of low income households. The project will also improve safe accessibility by the area's residents, businesses, employees, and customers to the region's award winning EmX bus rapid transit system, replacing temporary stations in the Franklin corridor with permanent facilities and improving pedestrian crossings.

RELATED PROJECTS

For the past 10 years the city has focused scarce resources on our downtown Washburne Historic District core and the Glenwood area immediately across the Willamette River to the west (see map, page 2). The downtown turnaround is nearing a tipping point, with the success of two alternative public high schools, affordable housing investment, Main St. pedestrian lighting, the SPROUT farmers market and food business incubator, and a resurgence of local commerce in the heart of our city. Successful redevelopment in Glenwood, especially the planned 1800 new residential units, that adds significant synergy to the downtown commercial renaissance.

Left: "Royal Building", affordable housing investment

Middle: "A3" Alternative Public High School

Right: "Sprout"

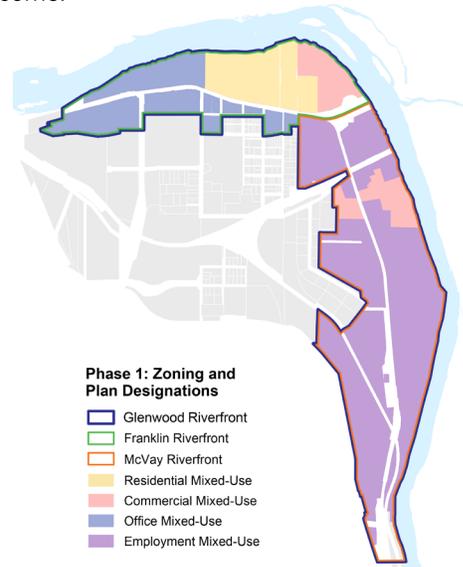


Redevelopment in the Glenwood Riverfront District has moved at a slower pace. The Glenwood area was approved by the voters as the city's first urban renewal district in 2004. Several years later the wastewater sewer trunk line was installed, and the Springfield Utility Board is now relocating overhead electrical distribution out of the Franklin corridor. A bicycle and pedestrian viaduct path was constructed under the new I-5 Willamette River Bridge in 2014, reusing freeway detour structure beams from the bridge project to connect the west side of the Eugene bike network to Glenwood and Springfield along the south side of the Willamette River. Eventually this path will connect to a riverfront extension to access the Howard Buford Recreation Area and Lane Community College to the south; in the shorter term the path connects to protected bikeways on the Franklin Project via a path extension now under construction. See [Appendix A](#) for the related projects document.

In 2014 the State of Oregon Land Conservation and Development Commission approved the city's [Glenwood Refinement Plan](#) to repurpose 267 acres of underutilized industrial land along the Glenwood Riverfront as a group of four mixed use areas focusing on employment, office, and housing to provide new economic opportunity in Springfield and contribute to revitalizing existing neighborhoods for many decades to come.

The Franklin Project is central to the Plan's vision and structure for a vibrant riverfront served by a modern multi-modal facility that improves safety and mobility for all users while maintaining vehicle capacity. To build the sort of mixed-use neighborhood center the area wants, we need a roadway designed to support more than just cars and trucks.

The Glenwood riverfront is forecast to absorb 35% of the city's total residential growth through 2030, and create about 1,000 new jobs that will transform the area into a vital urban neighborhood. The region has done substantial planning to ensure that growth is channeled in a way that creates a vibrant, healthy community, for which the City has received praise.



The American Planning Association recently honored the Glenwood Refinement Plan with the

National Planning Excellence Award for Economic Development Planning.



The Lane Livability Consortium received one of the first HUD Sustainable Communities Grants and used that process to identify Glenwood as the eastern end of the metro area's vision for riverfront revitalization, and investments in Franklin Blvd. improvements as the needed catalytic project necessary to spark redevelopment opportunities.



PROJECT ELEMENTS

Franklin Blvd. is being redesigned as a multi-modal, multi-way boulevard – the first of its kind in the region. This innovative template can be used as a model for other communities in the future, where vehicle throughput must be preserved and enhanced, while simultaneously leveraging safety of all users, alternative modes, and urban neighborhood scale redevelopment. The current five lane arterial is transformed by the following key project elements.

MODERN ROUNDABOUTS

Four signalized intersections will be replaced with five new roundabout intersections to eliminate head-on and right angle crashes, and to provide corridor capacity and mobility for vehicles, freight, and bus rapid transit.



Existing Springfield roundabouts

PROTECTED BIKE LANES

Vertically and horizontally separated protected bike facilities will be added to the corridor in both directions of travel. This will make a safe and comfortable route for cyclists of all ages and skill levels and fill a critical network gap to connect to the region's excellent bike network.



National examples of protected bike lanes

WIDE SIDEWALKS

Comfortable, safe and accessible sidewalks provide mobility for people of all ages and abilities, including the mobility impaired, and contribute to commercial viability with room for outdoor café and restaurant seating.



National example of a wide sidewalk

BUS RAPID TRANSIT

New bus rapid transit stations are designed into the roundabout configurations, with a dedicated slip lane serving each platform station. Experience at the City's other six roundabouts shows that BRT vehicles will see minimal, if any, delay exiting stations and joining traffic flow at these locations.



MULTI-WAY BOULEVARD

The multi-way boulevard provides mobility for vehicles passing through the corridor, along side local access in a traditional 'Main Street' environment on select blocks with very low travel speed and on street parking to support fronting commercial and residential uses.



National example of a multi-way boulevard

WATER QUALITY

Green surface water storage and treatment is incorporated to improve storm water runoff, further protecting and enhancing one of the regions greatest assets, the Willamette River.



National example of a water quality treatment swale

ROADWAY AND PEDESTRIAN SCALE LIGHTING

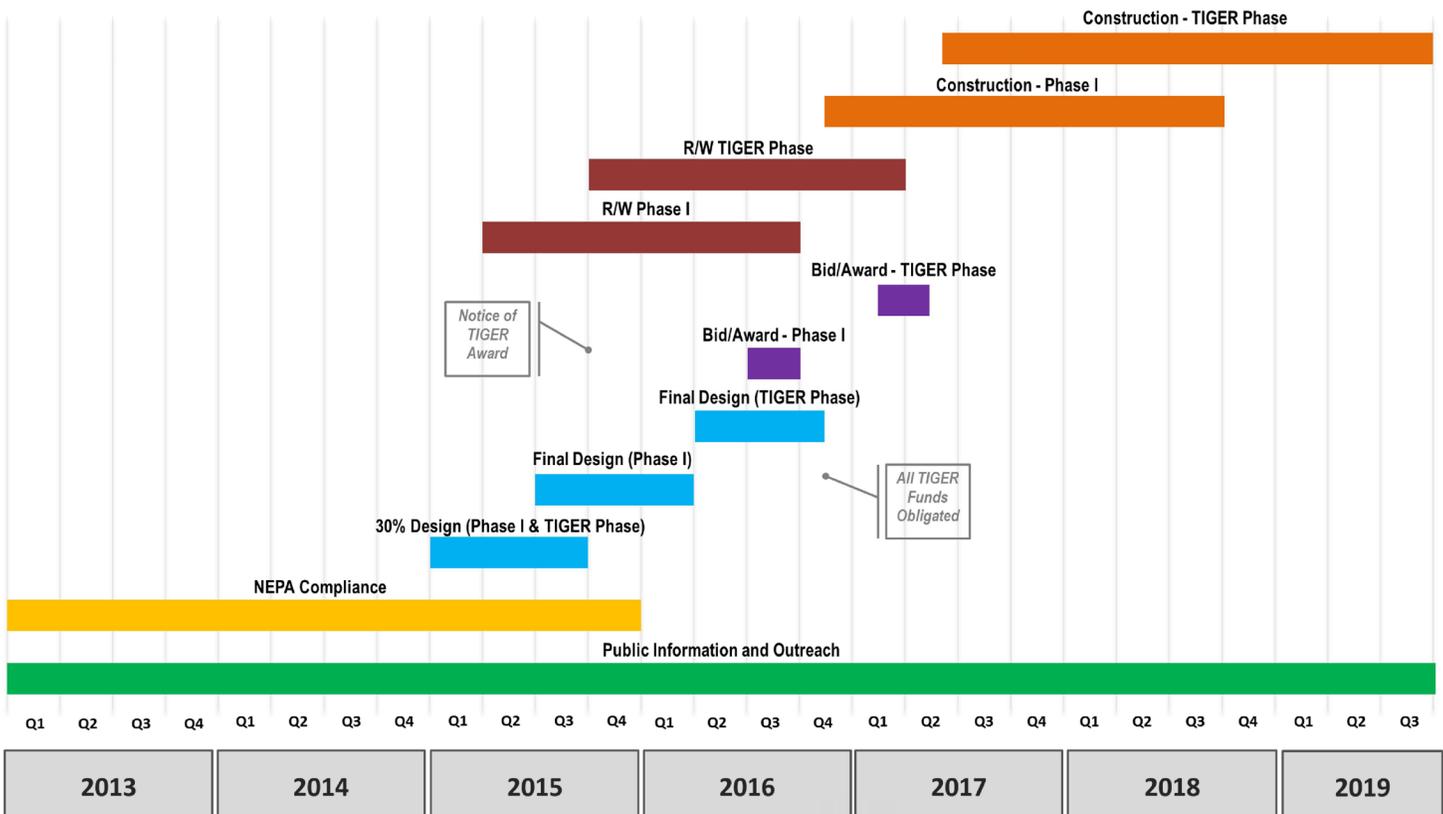
Lighting provides travel safety benefits along the corridor, at mid-block and intersection crossings, and improves the security of pedestrians and transit riders.

PROJECT DELIVERY

The Franklin Project is well underway using all available state and local funding to contribute just over 50% of total project costs, with an estimated 42% match of unspent non-federal funds at time of grant agreement. Construction will begin on the \$10.5 million eastern phase of the project in 2016 using state and local funds.

Due to the State’s dramatic highway surface preservation and bridge seismic retrofit needs coupled with sizeable bonded debt from last decade’s bridge replacement [program](#) to address weight restrictions on aging structures, perhaps \$25 million in federal formula funds would be available statewide for roadway enhancement projects in the 2018 – 2021 STIP. The community truly cannot afford to wait another 5 – 10 years to complete the Franklin upgrade, address the walking and biking connectivity gap in the heart of the metro area, and provide the scale and quality of transportation infrastructure needed to leverage the type and level of redevelopment planned in Glenwood.

The TIGER Program is uniquely positioned to help us address these issues and complete our top priority transportation project. The draft Documented Categorical Exclusion ([Appendix D](#)) will be closed out when 30% plans are completed for the whole corridor in fall 2015. The City of Springfield and Project Parties Oregon Department of Transportation and Lane Transit District are currently concluding phase 1 final design and have begun property acquisitions. Phase 1 goes to construction summer 2016 and will be completed in 2017; the TIGER funded final phase will sync up with current design, right of way and construction activities and be completed in 2019.



CITY OF SPRINGFIELD, GRANT APPLICANT

The City of Springfield, a municipal corporation under the laws of the State of Oregon, will be the grant recipient responsible for planning and executing the Franklin Boulevard Complete Street Reconstruction Project in partnership with the Oregon Department of Transportation and the Lane Transit District. Project Party support can be found in [Appendix C](#). The City is a CDBG entitlement community and has extensive experience managing federal grants.



PRIMARY PROJECT CONTACT

TOM BOYATT

CITY OF SPRINGFIELD DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

225 FIFTH STREET

SPRINGFIELD, OREGON 97477

PHONE: 541-744-3373/ 541-556-0187

E-MAIL: TBOYATT@SPRINGFIELD-OR.GOV

OREGON DEPARTMENT OF TRANSPORTATION (ODOT)

ODOT has long served as the administrative agency for the city's federal aid transportation projects. These project's have ranged from a multi-million dollar intersection upgrade adjacent to an I-5 interchange project to arterial surface preservation to transportation planning. ODOT transferred Franklin Blvd. in Glenwood to the City in 2014 to facilitate the redesign and rebuild of the orphaned highway segment to modern urban standards. ODOT has administered The Franklin Project since STP-Urban funds were first programmed by the Central Lane MPO for project planning in 2006, and will continue to project completion. ODOT recently agreed to de-federalize the \$6 million dollars for phase one project construction in the 2015 – 2018 STIP to bring more non-federal leverage to this TIGER Request.



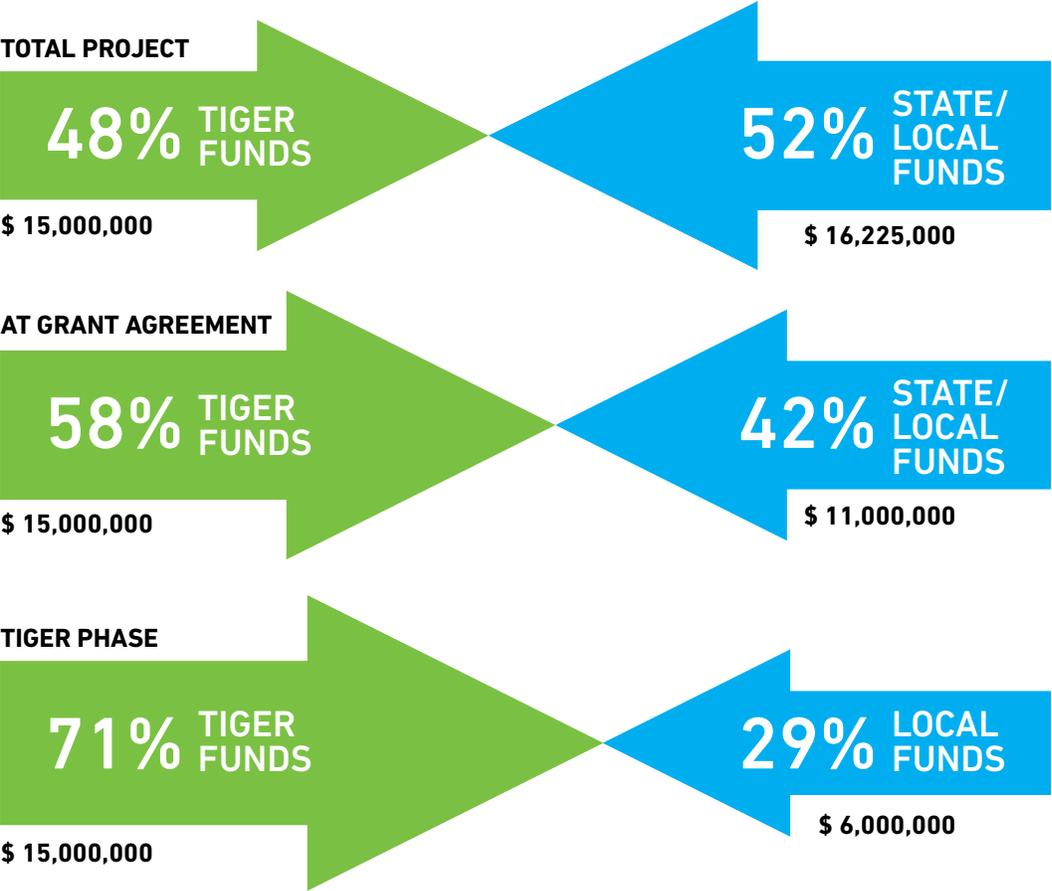
LANE TRANSIT DISTRICT (LTD)

The Lane Transit District owns and operates award winning transit service in Eugene-Springfield and rural Lane County. The City of Springfield and LTD partner on multiple planning, demand management, route service, and capital improvement activities each year. LTD has constructed two bus rapid transit EmX lines in Springfield and is in the process of working with the city to reach an agreement on a locally preferred alternative for a Main St. EmX extension. LTD was awarded a ConnectOregon 5 grant to relocate the largest EmX station in Glenwood as part of the project, and will repurpose above grade station elements from all temporary stations in Glenwood. LTD will provide EmX station design and construction engineering assistance to the project.



Section III. GRANT FUNDS, SOURCES, AND USES

The City of Springfield, the Springfield Economic Development Agency and the Oregon Department of Transportation have contributed \$16,225,000 in non-federal funds to the Franklin Project. Funding for the first phase of construction is \$3,600,000 in local funds, \$6,000,000 in ODOT Enhance Program state funds, and \$625,000 of ODOT ConnectOregon state funds, documented in the 2015–2018 STIP for a total of \$10,225,000. On May 18, 2015, the Springfield City Council approved Resolution No. 2015 – 16 authorizing an additional \$4,000,000 in a combination of ODOT jurisdictional transfer revenue and Stormwater Capital funds as local match to the TIGER request. Also, on May 18, 2015, the Springfield Economic Development Agency approved Resolution No. 2015 – 1 pledging \$2,000,000 to match the TIGER request. See [Appendix B](#) for copies of these resolutions.



STATE OF GOOD REPAIR

The Project will improve existing conditions by upgrading and reconstructing a deteriorating orphan highway into a boulevard that can help convert the underutilized riverfront industrial area into a new, mixed-use, transit oriented community. The new Franklin Blvd. will create an urban environment that accommodates through traffic, walking, biking and transit, and improves access to the adjoining Glenwood Riverfront District. When complete, the project will have successfully built approximately one mile of a completely new hybrid multi-way boulevard roadway that contains the following:

- 5 roundabouts replacing outdated traffic signals that do not meet current standards
- Access Lanes with on-street parking at select locations
- Protected bike facilities on both sides of the street where none exist in the current configuration
- Wide sidewalks setback by landscaping as sidewalks either do not currently exist, are in poor repair, or do not meet current ADA standards
- Decorative roadway and pedestrian level lighting
- Six permanent Bus Rapid Transit stations
- Green Stormwater Treatment Facilities
- Landscaping
- Four Lane Concrete Roadway
- Undergrounding existing overhead utility lines

The City of Springfield accepted transfer of the facility from ODOT last year, and now has jurisdiction of the roadway. Glenwood, as a whole, has a long history of going without improvements, and Franklin Blvd. is no exception. As a bypassed, former state highway the facility has seen few improvements in the past 50 years. The corridor was repaved in 2007 after the city installed a wastewater trunk sewer to serve the area. The arterial continues to move traffic, but the entire system lacks multi-modal facilities that meet today's urban standards. Franklin Blvd.'s surface condition is fair to good, but the facility lacks adequate curb, gutter, sidewalk, ADA accessibility, bicycle lanes, drainage, safe pedestrian crossings, safe intersections, lighting, modern traffic control, adequate right of way, and any access to the riverfront. The existing roadway condition seriously threatens the planned future economic growth and stability east of I-5 in Springfield and the greater area.



Existing conditions of Franklin Blvd.

The new roadway will reduce life-cycle costs for operation and maintenance of the system due to the installation of concrete streets to extend service life and roundabouts to replace aging, labor intensive traffic signals. This project will improve connections between neighborhoods, jobs, schools, green spaces, the riverfront path system, downtown Springfield, downtown Eugene, and the river.

ECONOMIC COMPETITIVENESS



Left: Existing condition of river front

Right: Proposed development of river front

Springfield's past was a time of economic competitiveness, and the city seeks to return the community to those times. During the timber boom in the middle part of the 20th Century, when Oregon lumber built the houses of America, family wage jobs were plentiful in local mills and surrounding forests. Citizens were engaged in their community because they could afford to be. The city's first hospital, a community endeavor; community credit unions formed by labor; public schools with art, music and technical training in mechanical, fabrication and woodworking skills.

Beginning in the 1980s, a series of recessions, aggressive forest management, and environmental challenges on federal lands combined to force the Springfield economy off its dependence on timber. While timber is still important to Springfield, this has been a difficult 35+ year transition softened somewhat by proximity to Eugene as the center of the Metropolitan Services Area, and the University of Oregon. Mid-way through this dramatic economic shift, Oregon voters approved property tax limitation measures which fixed land values for assessment purposes and capped increases in assessed value to 3% per year irrespective of market conditions. Springfield's land values, at the time, were particularly depressed. In a non-sales tax state that must balance its budget each year, the public relies almost completely on the value of the millage rate to fund municipal basics like schools, police, fire and life safety, and human services.



During the long climb back up the economic ladder, Springfield has determined that land value is one key metric for judging future economic success. It will be difficult to 'earn' our way up the wage scale if we cannot increase the demand to live and work in our community. Talent attracts employment, and quality community attracts talent. The current configuration of Franklin Blvd. has not attracted talent or economic development. Springfield is looking to kick start this cycle of community prosperity by increasing the economic productivity of the land in the Glenwood riverfront and our historic downtown.

The City's confidence in the significant economic possibilities in the area is grounded in the untapped resource of this beautiful stretch of urban Willamette River frontage, with parkland on the opposite bank. Currently, there is no public access to the riverfront in Glenwood and even though everyone knows the river is just 'over there' it cannot readily be seen or appreciated, especially from the Franklin corridor. As visual and physical access to the river is restored, and the associated riverfront linear park and multi-use path are constructed, the riverfront's ability to leverage redevelopment will become more apparent to all.

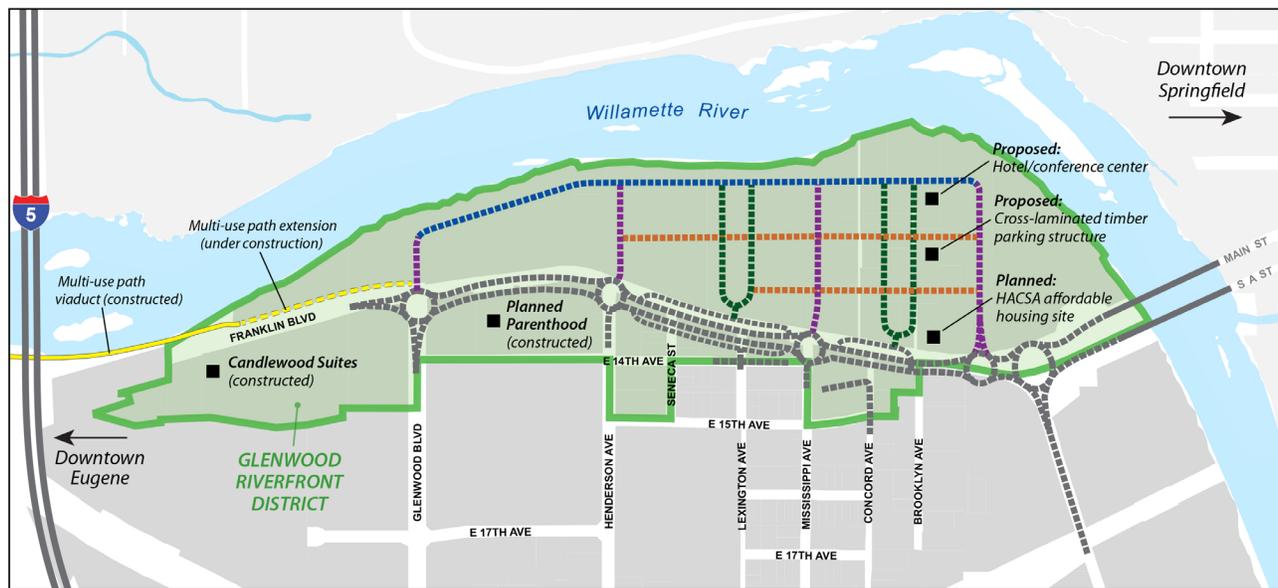


One of three restaurants on the Willamette River in Eugene/Springfield, Roaring Rapids Pizzeria, Glenwood

The Franklin Project is the public investment needed to make community growth and revitalization happen. The Glenwood riverfront is planned for 1,800 new dwelling units, approximately 600,000 square feet of new office, retail and commercial space, and over 1,000 new jobs. Projected conservative value of private investment, excluding infrastructure, over the next 20 years is anticipated to be about \$180 million. At full build out this reaches approximately \$390 million.

With the recovering economy, development pressure is building and the following recent investments have occurred in coordination with the future project:

- New Planned Parenthood regional facility, \$3.0 million
- Candlewood Suites Hotel, \$7 million
- Glenwood Trunk Sewer Extension, \$3.4 million
- New I-5 Bike/Ped Viaduct Connection, \$3.7 million



Pipeline Investments anticipating The Franklin Project include:

- 150 Unit Workforce Housing, CDBG/HOME/HACSA, \$10 million
- Regional Conference Center/Hotel, \$42 million
- Innovative Multi-story Cross Laminated Timber Parking Structure, \$20-25 million
- Eastern Riverfront Internal Street Grid, \$6 million

These projects represent the beginning of positive redevelopment in the Riverfront District and are a window into future development demand that will be further leveraged by the public roadway investment.

In the 1990s and early 2000s economic prosperity began to return to Springfield along the northern edge of the urban growth boundary with the development of a major medical center, light industry, retail, software, and hospitality. However, 50% of Springfield residents are still classified low income by the 2015 HUD Eugene-Springfield Consolidated Plan, and per the 2013 American Community Survey median income in the downtown and Glenwood block groups is about 40% of the metropolitan average. The people who most need to see the planned economic turnaround benefit the most.

It has taken strong leadership, vision, partnerships, and focus to reach this point. The Franklin Project lowers transportation costs and improves access to jobs, education, and services for tens of thousands of disadvantaged Springfield residents east of I-5 by fixing the critical multi-modal barrier on the major arterial that connects to the University of Oregon, downtown Eugene and beyond.

The Project will also generate over 350 jobs across four years of construction, or 61 jobs per \$5 million invested with about half in construction and construction support and half in secondary employment.

QUALITY OF LIFE



The Franklin Project has the twin objectives: creating bicycle and walking connectivity between Springfield and Eugene and leveraging this catalytic investment to spark dense, mixed use redevelopment of the underutilized industrial Willamette River frontage in Glenwood.

Project benefits will enhance the livability of the adjacent Glenwood neighborhood as well as downtown. It also will close in neighborhoods north and east of downtown with the addition of affordable, safe and reliable transportation choices to access work, education and services and promote public health with active transportation options. Quality of life also increases with access to parks, open space and the Willamette River that is another public benefit and leverages redevelopment.

Traditionally underserved, the neighborhoods across I-5 east of Eugene in Glenwood and historic Springfield have not had the opportunities to access the metro area afforded by sidewalks and bike lanes along Franklin Blvd. The Franklin Project will reverse this condition not only to the positive benefit of surrounding neighborhoods, but also for the benefit of the metro-wide population by filling a key connectivity gap in the region's current and planned bike/ped network, further strengthening trip possibilities to multiple destinations.

The community also benefits by reconnecting to the Willamette River in Glenwood with public access along the extent of the redevelopment area via the planned internal streets and sidewalks grid between the rebuilt Franklin Blvd. and the river, and the proposed linear riverfront park and multi-use path along the riverfront. Opening up this stretch of riverfront creates a huge community asset both locally and regionally.



New bike/ped bridge under the new I-5 Willamette River Bridge, connecting Eugene to Glenwood

Each of these positive benefits is expected to become woven into the fabric of the community for many, many generations to come.

The Franklin Project has been developed intimately with the city's land use and economic plans, through multiple iterations over the past decade. The Project is central to the vision for the riverfront district contained in the adopted Glenwood Refinement Plan, which was recently honored with the [American Planning Association's 2015 National Planning Excellence Award for Economic Planning and Development](#). The Franklin Project is also a priority in the MPO Regional Long Range Transportation Plan, the City Transportation System Plan, the Springfield Economic Development Agency's urban renewal investment plan, and is the eastern portion of the catalytic project identified in the Lane Livability Consortium's HUD Sustainable Communities Regional Planning Grant. Local plans, including this project, have been acknowledged by the State Land Conservation and Development Commission as being consistent with state policies, goals and objectives.

ENVIRONMENTAL SUSTAINABILITY

The project adds two roadway features with key environmental benefits: modern roundabouts and green infrastructure.

Multiple studies have demonstrated how modern roundabouts reduce emissions, delay times and fuel consumption as compared to signal control at intersections. An estimated 20% reduction in project corridor delay resulting from five new roundabouts and the elimination of four aged signalized intersections can be roughly calculated to produce a 1,816 metric ton reduction in emissions over 20 years for a positive impact on air quality in the metro region.

Green infrastructure also improves air quality with a corridor planted in trees and shrubs, but its main benefit is in treating stormwater on its journey from roadway to river. For about 75 years, the Franklin Blvd. alignment has drained to the nearby Willamette River, a habitat for salmonid species.



Willamette River as seen from the Glenwood riverfront

The Franklin Project will provide water quality infiltration to remove pollutants such as oil, grease, metals and coolants over 390,000 square feet of hard surface area. While downstream impacts are hard to quantify, especially during peak storm events and associated river flows, there is a substantial water quality benefit treating runoff from a hard surface area that now carries 18,000 vehicles each day and will carry 30,000 vehicle trips per day in 20 years.

Evidence of water quality improvements in the area, albeit anecdotal, came last year with the construction of the new I-5 Willamette River Bridge and the bicycle/pedestrian viaduct path underneath. Raising the path on to a viaduct under the bridge allowed for stream restoration in an area that had been culverted for decades. Salmon were reported to be spotted in the stream the first fall after the stream was restored.

SAFETY



Existing conditions of Franklin Blvd. with no bike facilities, lacking adequate pedestrian facilities, aging signals, and aging street lights

Photo from Google Maps

Between 2009 – 2013 there were 93 crashes in the Franklin corridor in Glenwood, with over half being injury crashes. This is 10% of all crashes occurring since 1986, indicating an upswing in crashes. During the same 27 year period between 1986 and 2013, there were 8 fatalities and 87 serious injury crashes. The current condition in this location is characterized by no bicycle facilities; walkways that are limited, discontinuous, uneven, narrow, curbside and do not meet AASHTO or ADA standards; a five lane cross section with a two-way center turn lane; intersections controlled by aging signals; and power lines, utility poles, and numerous curb cuts that interfere with pedestrian travel and lead to dangerous traffic conflicts between and among all modes of travel.

The project generates strong safety improvements along with mobility and accessibility benefits. Additionally, it demonstrates the ability to reduce crashes and crash severity and foster a safe, connected, accessible transportation corridor.

Adding pedestrian and roadway scale lighting will provide safety benefits at midblock and intersection locations, particularly at crossing points.



Left: Existing street lighting on Franklin Blvd.

Right: Possible style of new roadway and pedestrian level lighting for the project

This major east-west arterial roadway will redevelop to remove that vehicle/bike or vehicle/pedestrian conflict area in the bike lane and on the sidewalk by adding sidewalks, protected bikeways and and ultimately eliminating most existing driveways. Currently people of all ages and abilities have a hard time walking or travelling by wheel chair along the corridor as it is not comfortable, accessible, or safe. This makes it difficult to travel to bus stops, schools, shopping, medical appointments, or work if a car is not a possible or desired mode of transportation. The Franklin Project installs 10' wide sidewalks on both the north and south sides of the street.



Left: Existing pedestrian facility on Franklin Blvd. not up to current standards

Right: Proposed wide sidewalk in close proximity to the elevated protected bicycle facility

Elevated protected bicycle facilities will be constructed on both the north and south sides of the corridor. The protected bicycle facility provides increased comfort and safety for bicyclists due to physical separation from motor vehicles. Taking bicyclists off the roadway reduces crashes, overall injury risk, fear of collisions, the risk of being struck by a car door and eliminates the potential obstructions of the bike way such as motorists parking, driving in the lane, puddling of water and debris. The protected bicycle facilities intend to attract many riders. Not only do we expect bicyclists who would normally use a traditional bike lane, but we expect to also attract new riders of all ages and abilities that may feel safer and more comfortable on a protected facility.



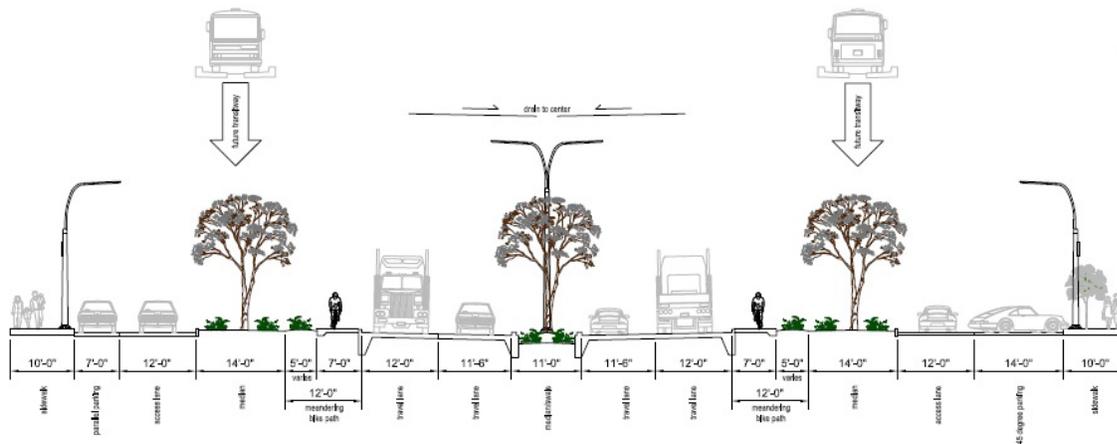
National example of protected bicycle facility

Converting four signalized intersections to five roundabouts and constructing positive median control between the roundabouts, eliminating the potential for right angle and head on crashes, and converting left turn interim property access to right turns will improve the safety for motorists on this roadway. Roundabouts encourage slower speeds and allow for easier decision making as well as improve pedestrian safety by offering short crossings of one-way traffic moving at reduced speeds. According to FHWA, about one-third of all intersection fatalities occur at signalized intersections. Although traffic signals can work well to alternately assign priority to different movements across an intersection, roundabouts have demonstrated substantial safety and operational benefits compared to most other intersection forms and controls, with especially significant reductions in fatal and injury crashes. The Highway Safety Manual (HSM) indicates that by converting from a signalized intersection to a roundabout, a location can experience a 78 % reduction in severe (injury/fatal) crashes and a 48 % reduction in overall crashes.



Existing roundabout at Pioneer Parkway/Hayden Bridge intersection in Springfield

Local access lanes can accommodate on-street parking and freight deliveries, increasing safety by removing conflicts with through traffic. The project is a hybrid multi-way boulevard. The first section from the McVay Hwy. roundabouts to the Mississippi Ave. roundabout includes an access lane on the north side of the street. The section from the Mississippi Ave. roundabout to the Henderson Ave. roundabout includes access lanes on both sides of the street, and the section from Henderson Ave. to Glenwood Blvd. does not include access lanes.



Franklin project cross-section sketch from Mississippi Ave. to Henderson Ave.

INNOVATION

The design for the Franklin Project includes several innovative amenities that work with and enhance the planned transit oriented urban environment and provide mobility and safety for all corridor users. These elements combine to create an innovative and transferable design concept for other redeveloping settings where strong multi-modal systems must work alongside safe and efficient through-mobility.

ROUNDBABOUTS

The City of Springfield is an early adopter of roundabout intersections, and currently operates six roundabouts in various configurations serving a range of traffic types and loads including the state's first five leg, two lane roundabout. In addition to improving safety, roundabouts have many other benefits compared to signalized intersections. Roundabouts save money because operations and maintenance expenses are lower than traffic signals. Drivers save time and cost through reduced delay and lower fuel consumption. More importantly, our community saves because collisions are less frequent and much less severe, reducing insurance cost, medical cost and the human cost of injury and death. Roundabouts also reduce the need for roadway expansion to accommodate the lines of stopped vehicles generated by traffic signals. Roundabouts typically carry about 30-50% more vehicles than similarly sized signalized intersections during rush hour because traffic is always on the move. During light traffic conditions, roundabouts cause almost no delay, whereas traffic signals can cause delay to side streets and left-turning traffic from the major street.

ELEVATED PROTECTED BIKEWAYS

The project will build the metro area's first protected bicycle corridor along a major arterial roadway. This version of protected bikeways is, in simple terms, a sidewalk for bikes. Protecting the bikeway creates a safer cycling environment that is pleasant and practical for diverse riders, from families to older adults to experienced riders. Eugene-Springfield has the highest per capita bicycle commute mode split in Oregon at about 6% of daily work trips, with about 8% in Eugene and 2% in Springfield. This improvement fills a direct route gap in the regional bicycle network, and gives Springfield better access to the regional system.

PEDESTRIAN HYBRID BEACON

The pedestrian hybrid beacon (PHB) is a pedestrian-activated warning device located on the roadside or on mast arms over midblock pedestrian crossings. The city has three PHBs currently in operation. According to the Federal Highway Administration, midblock locations account for more than 70% of pedestrian fatalities. Vehicle travel speeds are usually higher at midblock locations, contributing to the higher injury and fatality rates at these locations. More than 80% of pedestrians die when hit by vehicles traveling at 40 mph or faster while less than 10% die when hit at 20 mph or less. The pedestrian hybrid beacon is a great intermediate option between the operational requirements and effects of a rectangular rapid flash beacon and a full pedestrian signal because it provides a positive stop control in areas without the high pedestrian traffic volumes that typically warrant the installation of a signal. In addition, the alternating red signal heads allows vehicles to proceed once the pedestrian has cleared their side of the travel lane, thus improving vehicle traffic flow. Installation of the pedestrian hybrid beacon has been shown to reduce pedestrian crashes up to 69% and reduce total roadway crashes up to 29%. Springfield has installed one PHB at the western edge of the project.



*Existing PHB
in Springfield*

BUS RAPID TRANSIT

The project includes six Bus Rapid Transit (BRT) stations. Lane Transit District's award winning EmX BRT system is one of the first full-featured BRT systems in the country. BRT systems include off-board fare collection, level boarding, bus-only lanes, and signal system coordination. The Franklin Project deployment further tests EmX efficiency in a roundabout corridor by placing stations at intersection approaches and running vehicles in mixed traffic. As corridor travel times are affected by planned growth, EmX may move to bus only lanes.



A community-building project of this magnitude in Springfield is not possible without a strong and focused shared vision and the commitment of numerous local, regional and statewide partners and stakeholders to manifest that vision as reality. The city and its partners have been deeply involved in Glenwood and downtown Springfield rebirth and redevelopment for over a decade, pursuing a multitude of interlocking activities for the benefit of our citizens and the greater region. As project parties, ODOT and LTD have for years contributed strong technical, financial, project development, and construction delivery expertise to a variety of projects, including Franklin Blvd., that have helped Springfield to gradually move up the ladder of opportunity.

The following have and continue to play a key role in the project:

- The **Citizens of Springfield** approved the Glenwood Urban Renewal District in 2004 with 72% voting in favor of redeveloping Glenwood, and continue to show strong support for the City's refinement plan activities over the past decade.
- The **Central Lane Metropolitan Planning Organization** has been generous with support for project planning, NEPA, and preliminary design, first allocating federal funds in 2006 to study how to best integrate transportation improvements with ongoing land use and economic refinement planning activities.
- The **Springfield Chamber of Commerce** has never wavered in its advocacy for positive and long lasting transformative changes in downtown and the riverfront district, bringing the perspective of local business to the table in the development of plans and projects.
- The **Springfield Economic Development Agency** provides significant support with infrastructure planning and financing, and business recruitment and retention for the Glenwood Urban Renewal District.
- The **Willamalane Park and Recreation District**, a 'Team Springfield' agency along with the City, Springfield Public Schools and the Springfield Utility Board, has been a Glenwood redevelopment partner from day one, and will assist in developing the riverfront path and linear park project, and the 'park blocks' open space components of the Riverfront Plan, taking ownership and operational responsibility of those facilities upon construction.
- The **Lane Livability Consortium**, a broad coalition of local governments, community housing providers, university programs, utilities, the transit district, and ODOT received one of the first HUD Sustainable Communities Grants. Through the grant process the Consortium chose Franklin Boulevard reconstruction in Springfield and Eugene as the key [catalytic infrastructure project](#) for community revitalization.
- The **Lane Area Commission on Transportation**, formed in 2010 as a 30 member advisory body to the Oregon Transportation Commission and represents the general purpose governments, port, tribal governments, and modal and land use stakeholders in Lane County. Lane ACT prioritized the project for significant allocation of 2015 – 2018 STIP funding.
- The **City of Eugene and Lane County** have long been committed partners to a regional vision for the metropolitan area dating back to the 1970's, including the first truly regional comprehensive plan (MetroPlan) in 1982 and first regional transportation system plan (TransPlan) in 1986. Both general purpose governments understand the importance of economic and quality of life successes to the greater good of the metro region.

The Franklin Project has been presented to Governor Brown, Senators Wyden and Merkley and Congressman DeFazio. All have voiced their support for this project.

Listed here are the enthusiastic broad support for the Franklin Project.

Letters can be found in [Appendix C](#).

- Oregon Senator Wyden
- Oregon Senator Merkley
- Oregon Congressman DeFazio
- Oregon Transportation Commission-Project Party
- Lane Transit District-Project Party
- Oregon Land Conservation and Development Commission
- Central Lane Metropolitan Planning Organization
- Lane Area Commission on Transportation
- City of Eugene
- Lane County
- Springfield Chamber of Commerce
- Eugene Chamber of Commerce
- Steve Roth – Roaring Rapids Pizza
- Richard Satre – Riverfront Development Representative
- Travel Lane County Oregon



BENEFIT COST ANALYSIS RESULTS

The Franklin Project generates quantifiable benefits as detailed in [Appendix E](#), Benefit Cost Analysis, and summarized below. The analysis demonstrates a \$1.51 return for every dollar invested at a 7% discount rate and a \$2.73 return at a 3% rate. This return includes the safety benefit of crash reductions, auto travel time savings, and the benefits of new bicycle facilities per the Transportation Research Board's NCHRP Report 522: Guidelines for Analysis of Investments in Bicycle Facilities. The Project fills a critical bicycle gap in the regional network and generates direct user benefits like commuter mobility and health and wellness associated with active transportation. The Project delivers numerous other benefits specific to the Eugene-Springfield urbanized area that are omitted from the BCA for the analysis period, including:

\$180 million in new land development

- 1200 new residents and 750 new jobs
- 350 shorter term construction jobs
- Property value increases associated with mixed use riverfront redevelopment

Criteria	Benefit	Description	Value (3% Discount)	Value (7% Discount)
State of Good Repair	Operations and Maintenance Cost Savings	Reduction in long-term maintenance and repair costs	\$ 1,585,362	\$ 1,179,928
Economic Competitiveness	Auto Travel Time Savings	Travel time savings for auto users associated with roundabout treatment	\$ 8,053,020	\$ 4,584,804
	Transit Travel Time Savings	Travel time savings for transit users associated with roundabout treatment	\$ 231,304	\$ 131,688
Quality of Life	Transit Dependent Mobility	Travel time savings specific to transit dependent users	\$ 83,269	\$ 47,408
	Bicycle Facility Benefits	Mobility, health, recreation and reduced congestion benefits associated with addition of bicycle facilities	\$ 17,630,170	\$ 10,324,986
Environmental Sustainability	Air Quality	Reductions in pollutants and greenhouse gases relative to the no-build condition	\$ 90,737	\$ 82,995
Safety	Crash Savings	Reductions in property losses, injuries and fatalities due to increased safety associated with roundabout, sidewalk and protected bikeway treatments	\$ 29,055,264	\$ 17,262,322
TOTAL Benefit			\$ 56,729,128	\$ 33,614,130

ENVIRONMENTAL PERMITS AND REVIEWS

The Franklin Project has substantially completed a NEPA environmental review, and in 2014 submitted to the FHWA Oregon office a Draft Closeout Document based on agreement that the project qualifies for a Documented Categorical Exclusion. In early Fall 2015, with the completion of 30% design for the entire project extent, the City and Oregon Department of Transportation will submit the Final Closeout Document for signature to FHWA.

See [Appendix D](#) for copies of environmental documents that have been prepared for the project.

The Franklin Boulevard project has received a provisional Categorical Exclusion (CE) from FHWA provided the following four items are addressed:

1. Transportation Noise Analysis
2. Section 106 Consultation
3. Storm Water Runoff
4. Public Outreach to Affected Businesses

The status of these items is listed below.

TRANSPORTATION NOISE ANALYSIS

A Transportation Noise Analysis has been completed and is currently in its final review with the Oregon Department of Transportation (ODOT). The analysis shows that there is no significant transportation noise impacts associated with the project. The final review and acceptance of this report is expected within two weeks.

SECTION 106 CONSULTATION

The Oregon SHPO has been involved in the project from its inception, and a Cultural Resources Report was prepared and reviewed by the SHPO. The report evaluated the potential impacts to both historic and subsurface cultural resources. The report concluded that there would be no effect to known cultural resources in the project corridor. The SHPO has tentatively concurred with this finding. The SHPO did request that the City conduct 12 shovel probes near the bridge approaches at the east end the project. The shovel probe work was deferred until construction right-of-way limits were established during 30% design process. These limits have been established and the test "shovel probes" will be conducted in June 2015. The finding of the probes will be included in the Cultural Resources Report and forwarded to SHPO for final Section 106 concurrence. This is expected to occur in July 2015.

STORM WATER RUNOFF

The Franklin Blvd. Categorical Exclusion assumed on-site detention and treatment of storm water run-off. This design assumption will be evaluated with the development of 30% design documents.

PUBLIC OUTREACH TO AFFECTED BUSINESSES

FHWA requested that the City of Springfield develop an on-going public and business outreach effort throughout the duration of the design and construction of Franklin Blvd. The City is currently in the process of scheduling public meetings and preparing informational materials for businesses and the general public.

Information describing known impacts and possible mitigation of those impacts is located at the [Franklin Draft CE Closeout Document](#).

LEGISLATIVE APPROVALS AND STATE AND LOCAL PLANNING

Franklin Boulevard's upgrade to modern standards first appeared in the 1986 Eugene-Springfield TransPlan and has been in relevant plans for decades. The project is featured prominently in the Central Lane Metropolitan Planning Organization (CLMPO) long range transportation plan, known locally as the Regional Transportation Plan (RTP). Currently, the project is called out in text as a high priority major investment. Project planning, NEPA and preliminary design are shown on the RTP financial constraint project list, with the balance of the project shown on the illustrative list. When the RTP is updated beginning this fall, the currently funded right of way and construction activities will be moved to the financial constraint list. With its adoption of a support letter for the TIGER 7 request, the policy body for the CLMPO also committed to programming all project funds as they become available in the Metropolitan Transportation Improvement Program (M-TIP).

In 2014 the State of Oregon Land Conservation and Development Commission officially acknowledged the Glenwood Refinement Plan (GRP) as being consistent with state and local policies, statutes and regulations. The Franklin Project is featured prominently in the GRP as the catalyst for reinvestment and revitalization. The project is adopted on the 20 year project list in the Springfield Transportation System Plan (TSP). Both the GRP and TSP are refinements to the state required comprehensive plan that sets out 20 year growth and development expectations within the city's mandated urban growth boundary. The project is also a priority of the Springfield Economic Development Agency, which manages both the Glenwood and downtown Springfield tax increment financing district.

The Project is broadly supported by local and statewide agencies, non-profit organizations, private businesses and individuals as documented with this application's Letters of Support. The Project enjoys the support of Governor Brown, Senators Wyden and Merkley, Congressman Defazio, the City of Eugene, Lane County, the Lane Area Commission on Transportation, the Central Lane Metropolitan Planning Organization, the State Land Conservation and Development Commission, State Senator Beyer and State Representative Lively.

Both Lane Transit District and the Oregon Department of Transportation are Project Parties and co-applicants on the TIGER 7 request. [Appendix C.](#)

TECHNICAL FEASIBILITY

The City of Springfield has worked with FHWA and ODOT on many federally funded projects. Our team designs and builds projects on time, within budget, with a high degree of quality and in a manner that has developed and maintains good working relationships with project teams among consultants, contractors, other agencies and the public. Springfield places a high value on working transparently, respectfully and creatively with the public on capital projects, recognizing that changes to the built environment can be impactful.

DESIGN CRITERIA

The design criteria used for the project includes the City of Springfield Standard Construction Specifications, City of Springfield Engineering Design Standards and Procedures Manual, Manual of Uniform Traffic Control Devices (MUTCD), AASHTO Green Book, Oregon Standard Drawings and Oregon Standard Details, among other industry-standard publications acceptable to the FHWA.

PLANNING AND DESIGN STUDIES

A number of studies and plans have been prepared for the project area and have informed of existing conditions, preliminary design and budgetary costs for the project.

These include [The Existing Conditions Report from the Glenwood Refinement Plan](#), [The City Franklin Boulevard Study](#), [The American Institute of Architects Boulevard Study](#), [The Glenwood Urban Renewal Plan](#), and the [NEPA Documented Categorical Exclusion Draft](#).

The City of Springfield completed the draft documented Class II Categorical Exclusion for the Corridor, and in August 2014 Federal Highway's Administration (FHWA) agreed the project is a Class II Categorical Exclusion and the City of Springfield can proceed with preliminary design. The preliminary design is underway and is expected to be completed in September 2015. The final approval of the Categorical Exclusion is scheduled to occur with the submittal of the Design Acceptance Package to ODOT. The corridor design and layout demonstrates technical feasibility.

FINANCIAL FEASIBILITY

Applicant/Sponsor:	City of Springfield
Project Parties:	Oregon Department of Transportation Lane Transit District
TIGER Grant Funding:	\$15,000,000
State/Local Funding:	\$16,225,000
Total Project Cost:	\$31,225,000

A total of \$3,600,000 in local funds and \$6,625,000 in state funds to design and construct improvements on the eastern end of the project are currently programmed in the 2015 – 2018 STIP and the CLMPO Metropolitan TIP. The eastern intersection of the project builds the new main road access to parcels in the riverfront redevelopment area where development interest is highest. This first phase of construction will go to bid in spring 2016.

The Springfield City Council and the Springfield Economic Development Agency approved resolutions pledging additional \$6,000,000 of local match to reach a total of \$16,225,000 in state and local funds. Approved resolutions expressly state the source of funds available for the match portion of the grant. For the resolutions see [Appendix B](#).

The City of Springfield is a full service city incorporated in 1885, with a population base of 60,000 projected to grow to 80,000 by 2030. The city has a AA-Standards and Poors bond rating and has a strong track record delivering multiple large and complex capital projects in wastewater, storm water, transportation and buildings and facilities.

The city is also an experienced and successful grant manager, including prior allocated ARRA funds and annual HUD funds. The Franklin Project has been federalized since concept planning began in 2007 and the Oregon Department of Transportation, a Project party, will act as fiscal agent thereby ensuring compliance with all federal financial requirements.

The following budget details project costs.

Franklin Boulevard Project Budget						
	Phase I	% of Phase I	TIGER Phase	% of TIGER phase	PROJECT TOTAL	% of Total
Preliminary Engineering						
<i>TIGER</i>	-	0%	1,385,000	7%	1,385,000	4%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	1,900,000	19%	565,000	3%	2,465,000	8%
Subtotal	\$ 1,900,000	19%	\$ 1,950,000	9%	\$ 3,850,000	12%
Right-of-Way Costs						
<i>TIGER</i>	-	0%	7,120,000	34%	7,120,000	23%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	2,100,000	21%	2,887,000	14%	4,987,000	16%
Subtotal	\$ 2,100,000	21%	\$ 10,007,000	48%	\$ 12,107,000	39%
Construction by Category						
<u>Roadway Construction</u>						
<i>TIGER</i>	-	0%	5,100,000	24%	5,100,000	16%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	5,026,000	49%	2,045,249	10%	7,071,249	23%
<u>Sidewalk</u>						
<i>TIGER</i>	-	0%	265,000	1%	265,000	1%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	232,000	2%	85,590	0%	317,590	1%
<u>Lighting</u>						
<i>TIGER</i>	-	0%	330,000	2%	330,000	1%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	320,000	3%	130,000	1%	450,000	1%
<u>Drainage Improvements</u>						
<i>TIGER</i>	-	0%	100,000	0%	100,000	0%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	76,000	1%	28,970	0%	104,970	0%
<u>Site Improvements</u>						
<i>TIGER</i>	-	0%	700,001	3%	700,001	2%
<i>other Federal</i>	-	0%	-	0%	-	0%
<i>non-Federal</i>	571,000	6%	258,190	1%	829,190	3%
Subtotal	\$ 6,225,000	61%	\$ 9,043,000	43%	\$ 15,268,000	49%
TOTAL (\$)	\$ 10,225,000		\$ 21,000,000		\$ 31,225,000	
TOTAL (%)	33%		67%		100%	
Total TIGER (\$)	\$ -		\$ 15,000,000		\$ 15,000,000	
Total other Federal (\$)	\$ -		\$ -		\$ -	
Total non-Federal (\$)	\$ 10,225,000		\$ 6,000,000		\$ 16,225,000	
Total TIGER (%)	0%		71%		48%	
Total other Federal (%)	0%		0%		0%	
Total non-Federal (%)	100%		29%		52%	

ASSESSMENT OF PROJECT RISKS AND MITIGATION

The only real area of risk to completing the Franklin Project on time and on budget with the requested TIGER funds is that final real estate acquisition costs are not known at this time. The total conservative R/W estimate for the entire project, including 25% contingencies, is close to \$12 million.

Should costs exceed estimates, the project will first drop acquisition and construction of the access lane portion from the western phase of the project, at a savings of \$4.7 million, \$2.9 million in right of way and \$1.8 million in construction. These side lanes provide main street style access and parking to fronting redevelopment properties and are not required for mobility. Access lanes will be designed with the overall project, and their construction could be deferred to time of land redevelopment without impacting key corridor multi-modal elements or throughput.

If the Project continues to see a funding shortfall, it would also be possible to defer construction of the westernmost intersection improvement at Franklin Blvd. and Glenwood Blvd., at a further cost reduction of \$5.3 million. The city is currently completing a wide sidewalk improvement between the eastern end of the new bike and pedestrian viaduct under I-5 and the current Glenwood Boulevard intersection and on-street bike lanes do currently exist in this section west of the project. While not ideal, postponing conversion of this intersection from signalized to roundabout would not negatively affect the balance of multi-modal upgrades in the corridor. The western area of the corridor is projected to redevelop after the eastern and central parts of the corridor, so deferring intersection construction at this location has the least negative effect on leveraging blighted river corridor revitalization.

This project has been federalized since 2007 and the Oregon Department of Transportation, a Project party, will act as fiscal agent to insure the project is delivered to federal requirements.



*Vision of
Glenwood
riverfront*

CITY OF SPRINGFIELD

OFFICE OF THE MAYOR AND CITY COUNCIL



225 FIFTH STREET
SPRINGFIELD OR 97477
541.726.3700
FAX 541 726 2363
www.springfield-or.gov

Date: June 1, 2015

**PROJECT NAME: FRANKLIN BOULEVARD COMPLETE STREET
RECONSTRUCTION PROJECT**

I hereby certify that the City of Springfield will comply with the requirements of subchapter IV of chapter 31 of title 40, United States Code (Federal wage rate requirements), in the utilization of any funds granted to the City of Springfield under the FY 2015 TIGER Discretionary Grant Program, as required by the FY 2015 Appropriations Act.

Christine L. Lundberg
Mayor, City of Springfield