

# AGENDA



## EUGENE, SPRINGFIELD AND LANE COUNTY PLANNING COMMISSIONS

McClane Conference Room, ODOT Springfield Office, 644 A Street, Springfield, OR 97477

Phone: (541) 682-5481

Web site: [www.eugene-or.gov](http://www.eugene-or.gov)

The Eugene, Springfield, and Lane Planning Commission welcome your interest in these agenda items. Feel free to come and go as you please at any of the meetings. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hours notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours notice. To arrange for these services, contact the receptionist at 682-5481. Telecommunications devices for deaf assistance are available at 682-5119.

### JOINT PUBLIC MEETING OF EUGENE, SPRINGFIELD, AND LANE COUNTY PLANNING COMMISSIONS

**DATE: TUESDAY, June 3, 2008**

**LOCATION: McClane Conference Room, ODOT Springfield Office, 644 A Street**

**TIME: 6:00 p.m.**

**PLANNING COMMISSION DELIBERATION: I-5 WILLAMETTE BRIDGE PROJECT**

Staff: Heather O'Donnell, 682-5488

**City of Eugene Planning Commission Members:** Heidi Beierle, Phillip Carroll, Vice President, Rick Duncan, Randy Hledik, President, Ann Kneeland, John Lawless, Anthony McCown

**Lane County Planning Commission Members:** Lisa Arkin, Vice Chair, Ed Becker, Steve Dignam, Todd Johnston, Nancy Nichols, Howard Shapiro, Jozef Siekiel-Zdzienicki, John Sullivan, Chair

**Springfield Planning Commission Members:** Lee Beyer, Bill Carpenter, Frank Cross, Chair, Johnny Kirschenmann, Vice Chair, Terri Leezer, Sheri Moore, Eric Smith



## AGENDA ITEM SUMMARY

June 3, 2008

**TO:** Eugene, Springfield and Lane County Planning Commissions

**FROM:** Heather O'Donnell, Associate Planner, Eugene Planning Division

**ITEM TITLE:** Joint Deliberations for the Joint Public Hearing on the I-5 Willamette Bridge Project Metro Plan Amendment and Refinement Plan Amendment (Eugene files MA 07-3, RA 08-1; Springfield file LRP2007-00010; Lane County file PA08-5230)

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**ACTION REQUESTED:** Deliberate and take action on the proposed Metro Plan amendment and (City of Eugene decision only) refinement plan amendment.

**BRIEFING STATEMENT:** On April 29, 2008, the Eugene, Springfield and Lane County Planning Commissions held a joint public hearing on a proposal to amend the Metro Plan and a City of Eugene refinement plan, the Willakenzie Area Plan (WAP), for the I-5 Willamette Bridge Replacement Project. To summarize, the applicant requests approval of the following for the I-5 Willamette Bridge Replacement Project: to amend the text of Policy D.11 of the Metro Plan to allow for the placement of fill in the Willamette River Greenway and to allow for a goal exception to Statewide Planning Goal 15 (Willamette River Greenway) to authorize a nonwater-dependent, nonwater-related use within the Willamette River Greenway setback; and to amend the text of the WAP to allow for the placement of fill within 35 feet from the top of bank of the Willamette River.

At the public hearing, aside from the applicant's party there were two other people that spoke; one spoke as neutral to the proposal and one spoke against it. To summarize, comments were made requesting the record to be left open, regarding the effects of peak oil and the need for the bridge, and regarding the lack of maintenance of existing bridges. In response to requests for the record to be left open, the Planning Commissions closed the public hearing but left the record open for new evidence until May 13, 2008 at 5 p.m. The Planning Commissions also decided that the applicant's final rebuttal deadline would be May 20, 2008 at 5-p.m. (The applicant waived the ability to submit new evidence, thus eliminating the need for a rebuttal of new evidence.) New evidence submitted by the May 13, 2008 deadline was made available to all Planning Commissioners electronically given the cumulative size of the documents.

Based on the evidence to date, staff still finds that the proposal is consistent with the approval criteria, including that an exception to Statewide Planning Goal 15 is warranted as required under Metro Plan Policy D.11, and staff recommends that the Planning Commissioners recommend approval of the proposed amendments to the elected officials.

**BACKGROUND:**

Please refer to the materials provided with the Planning Commission packet for the April 29, 2008 joint public hearing. (It was not feasible to reprint all of the written materials, attachments, and other items included in the file record for this application as part of the attachments to the staff report. The other materials listed below are only available for review at the Planning Division. Copies of the materials found in the file record for this application can be provided upon request for a fee. The Planning

Commissions are provided a full set of the applicant's materials and all public testimony for review.)

**ATTACHMENTS:**

A. Public testimony received after the April 29, 2008 public hearing through close of record for new evidence on May 13, 2008\*

B. Exhibits submitted at April 29, 2008 joint Public Hearing:

Exhibit 1: Applicant's agenda and graphics

Exhibit 2: Applicant's memorandum regarding noise dated April 28, 2008

\*Due to the cumulative size of the documents submitted, these items were made available electronically to all the Planning Commissioners consistent with code requirements.

**FOR MORE INFORMATION:**

Please contact Heather O'Donnell, Associate Planner, City of Eugene Planning Division, 99 W. 10<sup>th</sup> Avenue, Eugene, OR 97401, by telephone at 541-682-5488 or via email at [heather.m.odonnell@ci.eugene.or.us](mailto:heather.m.odonnell@ci.eugene.or.us).



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**I-5 Willamette River Bridge Project  
Plan Amendment Joint Planning Commission Hearing  
Presentation Agenda**

6:00 PM April 29, 2008

City of Eugene Library, Bascom-Tykeson Room, 100 W. 10<sup>th</sup> Ave., Eugene, OR

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**Introduction – Jane Lee (ODOT)**

- Introductions
- Presentation agenda
- Why we are here
- Future requests

**Project Background – Tim Dodson (ODOT)**

- Project need
- Project process
- Local involvement
- Process for selecting bridge design type
- Parks coordination and planning efforts

**Project Description – Tim Dodson**

- Project components

**Legal Criteria – Mark Greenfield (ODOT Consultant)**

- Metro Plan Amendment for Policy D.11
- Goal 15 Exception
- Willakenzie Area Plan Amendment
- Other policies of interest
  - Statewide Planning Goals
  - Metro Plan, TransPlan, Willakenzie Area Plan

**Questions – Lead by Tim Dodson**

# I-5 Willamette River Bridge

Eugene & Springfield

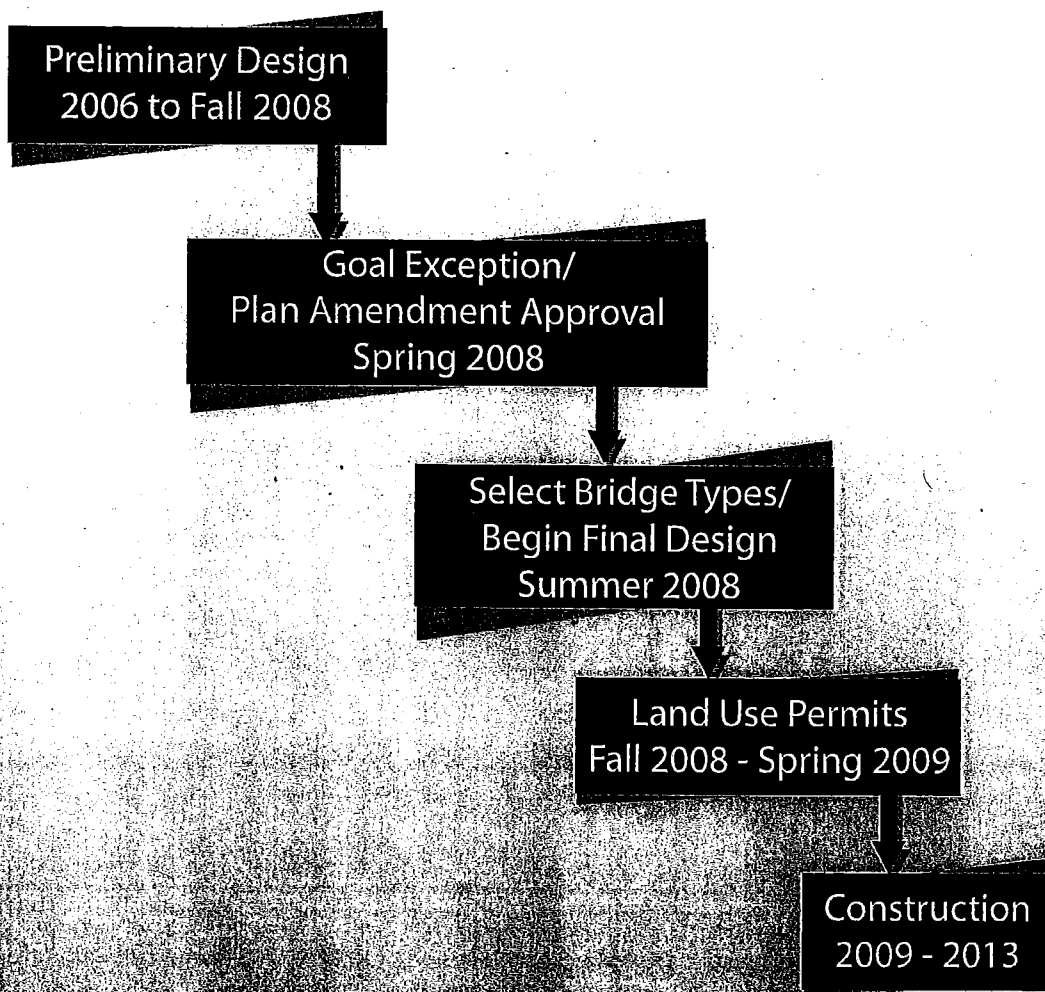
Figure 1: Land Use Approvals

I. Plan Amendments (Current Requests)		Reason
Jurisdiction	Approvals	
Eugene, Springfield, and Lane County	A. Willamette River Greenway Exceptions	
	1. Metro Plan Amendments <ul style="list-style-type: none"> <li>a. Amendment to Metro Plan Chapter III, Section D, Policy 11</li> <li>b. Exception to Statewide Goal 15</li> </ul>	To allow for placement of fill in the greenway needed in conjunction with removal of the decommissioned and detour bridges, construction of temporary work bridges, and construction of the new I-5 replacement bridges. To authorize the bridge approach, a nonwater-dependent and nonwater-related use within the established greenway setback.
Eugene	2. Willakenzie Area Plan Amendment	To permit structures and fill associated with the new I-5 replacement bridges within the first 35 feet from the top of the riverbank within the greenway in the Willakenzie area.
II. Permits (Future Requests)		Reason
Jurisdiction	Approvals	
Eugene	A. Type III Willamette Greenway Permit under Eugene Code 9.8800 through 9.8825	The new I-5 replacement bridges constitute a "development" within the greenway boundary.
	B. Type II "WR Standards Review" approval pursuant to Eugene Code 9.4930(3)(b), 9.4980, and 9.8460 through 9.8474	For any fill, grading, vegetation removal, or new structures within the WR conservation area.
	C. Site Development Permit (or similar building permit), and a FEMA "no-rise" certification	For any construction or structures within the floodway/special flood hazard area.
	D. Tree Felling Permit	For removal of existing trees.
Springfield	A. Type III Discretionary Use Approval under Springfield Development Code 25.050 and 10.030(1)	To address visual impacts.
	B. Administrative "Determination" from the Springfield Planning Director pursuant to Springfield Development Code 31.240(2).	To determine that the new I-5 replacement bridges and possibly the removal of the original I-5 bridge, Caroe Canal bridge and detour bridge, and construction of a temporary work platform for the detour bridge, will not "diminish riparian function" of affected riparian areas.
	C. Type I Permit	To allow construction in the floodplain or floodway.
	D. Tree Felling Permit	For removal of existing trees.

# I-5 Willamette River Bridge

Eugene & Springfield

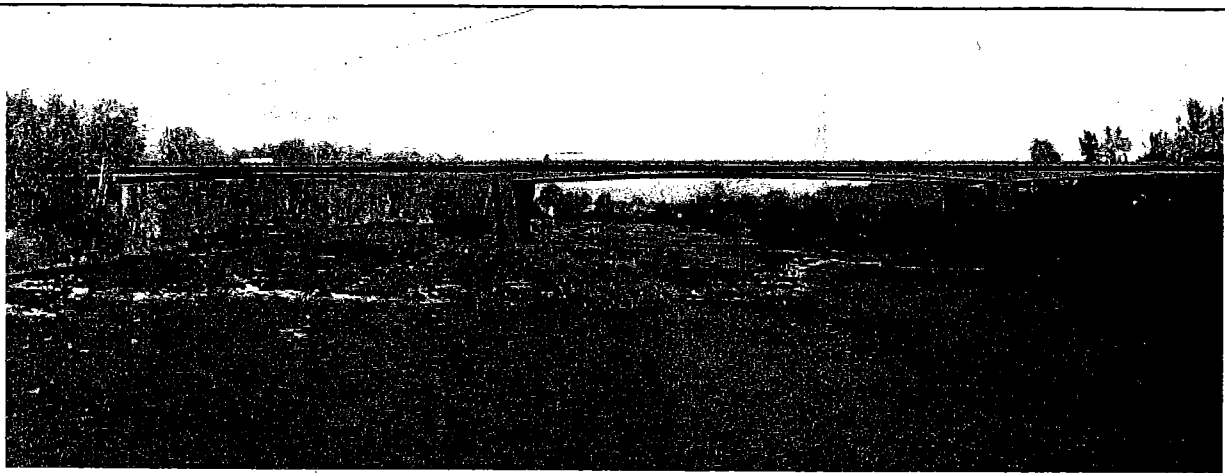
## Figure 2: Process Flow Chart



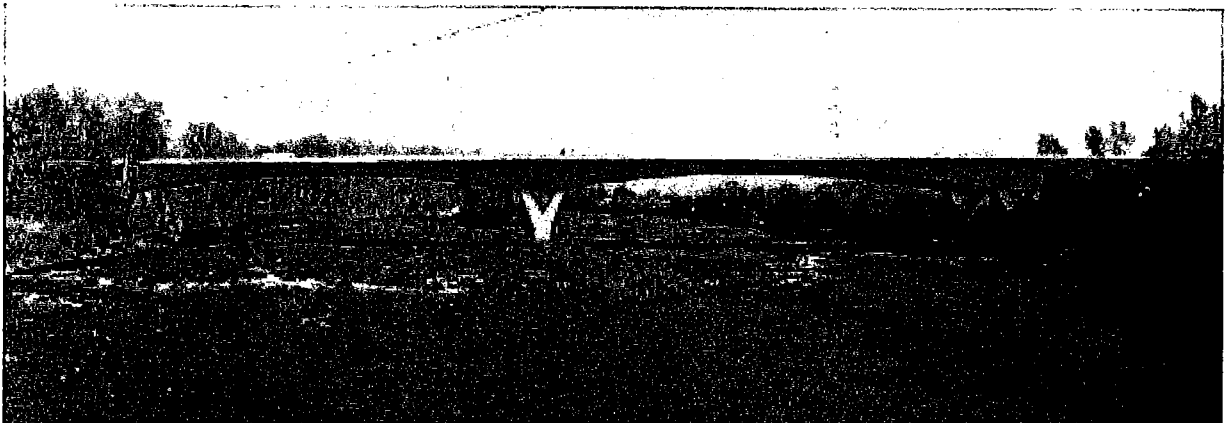
**I-5**  
*Willamette River*  
**Bridge**  
Eugene & Springfield

## Figure 3 : Public Outreach & Involvement

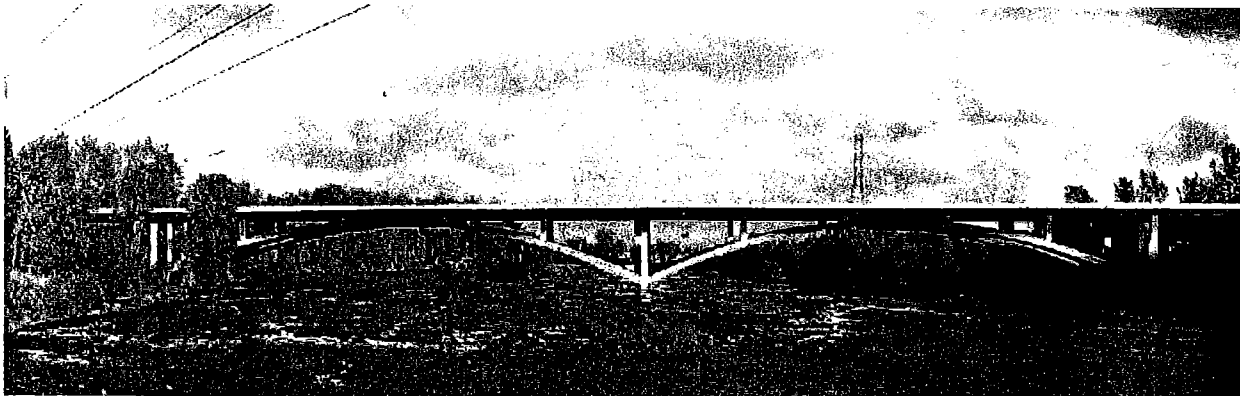




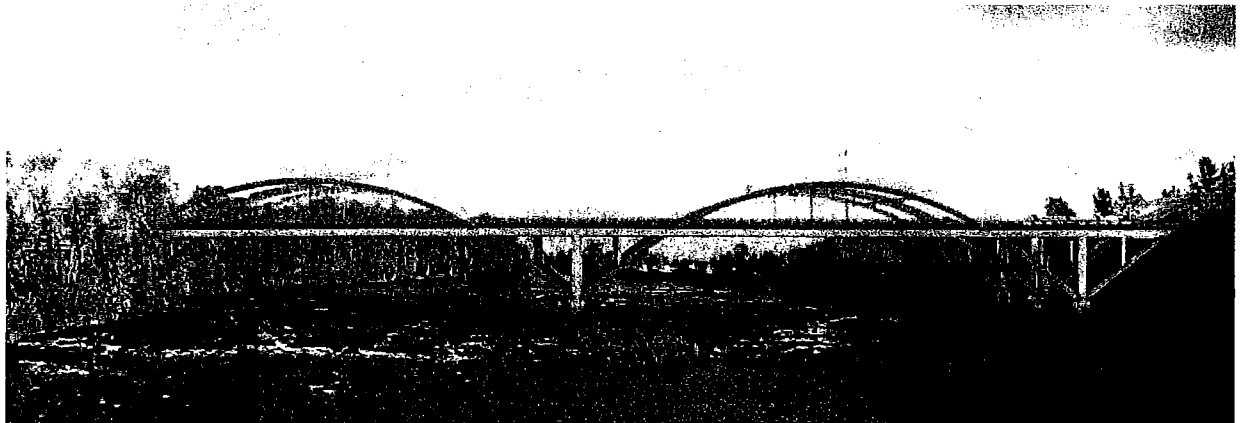
I-GIRDER BRIDGE



BOX GIRDER BRIDGE



DECK ARCH BRIDGE



THROUGH ARCH BRIDGE TYPE

Figure 4: Conceptual Bridge Types

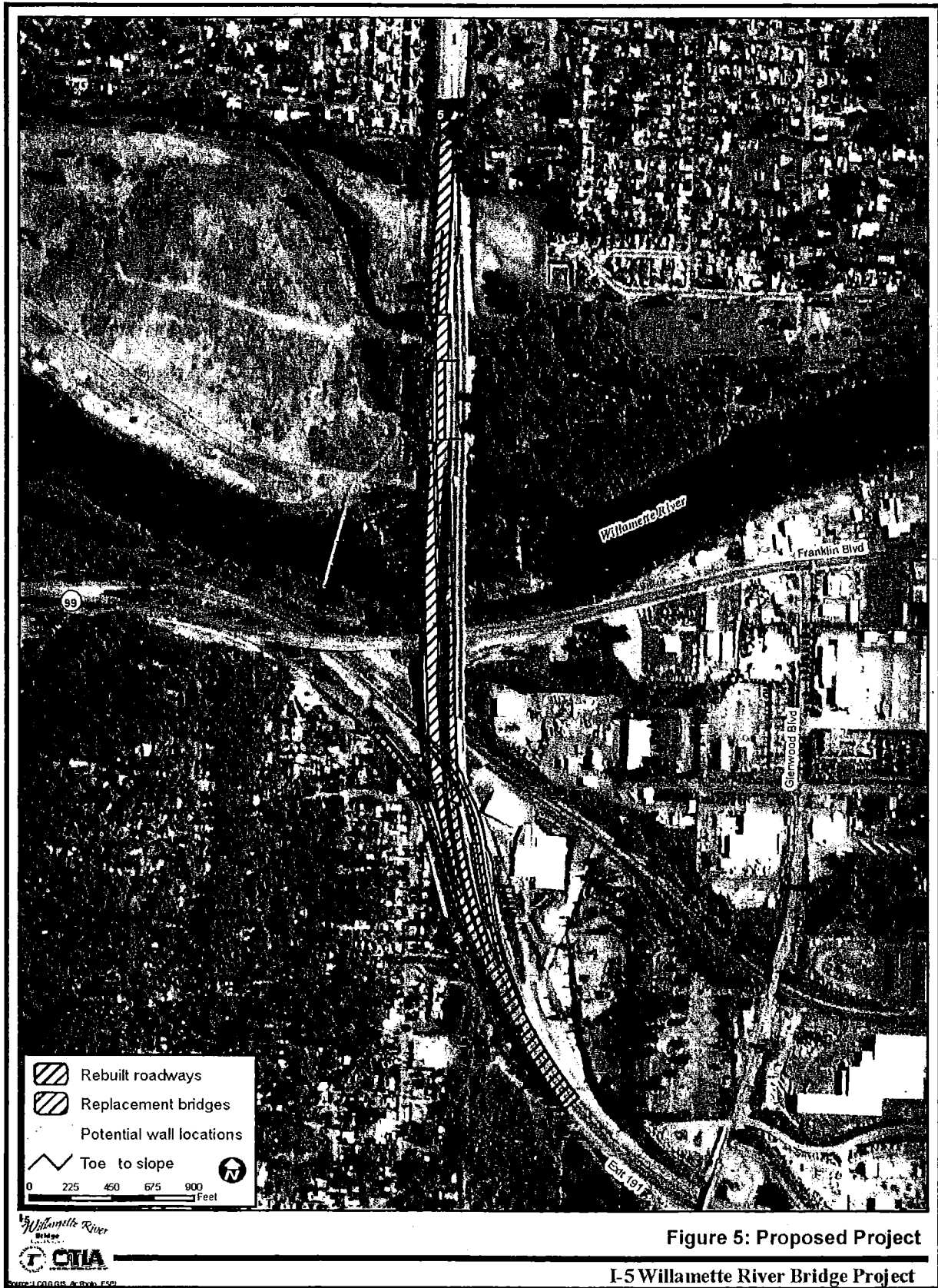


Figure 5: Proposed Project

I-5 Willamette River Bridge Project



ON: 4.29.08

Exhibit 2 FILE NO: Ma 07-3, PA 07

Memo

LKP 2007-00010  
PA 08-5230



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To: Tim Dodson, ODOT	
From: James Gregory and Craig Milliken, OBDP	Project: I-5 Willamette River Bridge Project
Copy: Lou Krug, OBDP	
Date: April 28, 2008	Job No: 53350
Re: <b>Noise Information for Metro Plan Amendment Application</b>	

Public comments were submitted on the Metro Plan Amendment application regarding noise analysis and noise abatement. Generally, the comments related to a desire to have noise walls considered beyond project limits. The following information explains the rationale behind the scope of the analysis and proposed noise mitigation measures.

Project noise was evaluated within the estimated limits of construction - i.e. the limits of the physical modification of the roadway network. This is because ODOT's noise policy follows the Federal Highway Administration's regulations (United States Code of Federal Regulations, Title 23, Part 772 (23 CFR 772), *Procedures for Abatement of Highway Traffic Noise and Construction Noise*), which says that noise studies must be prepared for all federal- and state-funded highway projects that construct new highways; or that reconstruct existing highways by significantly changing either the horizontal or vertical alignment, or by increasing the number of through travel lanes. Locations outside of the limits within which the highway is being significantly altered are generally not included in the noise study, and are not usually considered for noise abatement since overall noise levels or changes in noise levels in these areas are not influenced by the project being considered.

Based on the analysis completed by ODOT, the noise levels at properties beyond the limits of the project would be the same with or without the project. In some cases, this can result in noise walls being proposed for properties within the limits of construction, but generally not at neighboring properties that are beyond the project limits. For the Willamette River Bridge project, this is why the noise wall proposed for the east side on Interstate 5 (I-5) on the north end of the project does not extend all the way up to Centennial Boulevard.

The ODOT noise policy also contains criteria for noise reduction and cost effectiveness criteria to be used in analyzing noise mitigation. For a residence to be considered benefited by a proposed noise wall, the proposed noise wall must achieve at least a 5-dBA noise reduction at that property. The number of residences benefited, and the degree by which they are benefited determines cost-effectiveness. The ODOT *Noise Manual* states that a reasonable cost for noise abatement is a maximum of \$25,000 per residence. Noise wall costs are calculated using the ODOT standard cost for pre-cast post and panel walls of \$20 per square foot.

For the I-5 Willamette River Bridge project, the total cost of the noise wall that was evaluated to reduce noise impacts predicted in the Anderson Lane subdivision on the east side on I-5 at the northern end of the project area was calculated to be approximately \$187,200. This equates to

approximately \$17,000 per benefited residence. A wall in this location meets the ODOT effectiveness and cost-effectiveness criteria.

Similarly, the total cost of the noise wall that was evaluated to reduce noise impacts predicted in the Laurel Hill residential neighborhood on the west side of I-5, south of the southbound on-ramp to I-5 from Franklin Boulevard, was calculated to be approximately \$542,500. This equates to approximately \$18,000 per benefited residence. A wall in this location meets the ODOT effectiveness and cost-effectiveness criteria.