CHAPTER 3: BACKGROUND AND EXISTING PLANS

This chapter provides an overview of transportation issues compiled from the transportation plans and studies of other jurisdictions and those already in effect for Marion County, and from extensive public involvement through open houses and Technical Advisory Committee and Citizens Review Committee meetings both during the original 1998 TSP process, the 2005 update, and the current update. In addition, County staff also contributed in identifying transportation issues as part of the planning process.

3.1 REVIEW OF EXISTING PLANS AND STUDIES

Transportation studies, system plans, and comprehensive land use plans were collected and reviewed to identify pertinent transportation issues and policy statements. A summary of issues from these plans and studies is provided below. Information considered in the development of the initial 1998 Rural Transportation System Plan (RTSP) and 2005 update is included below in plain text. Information added since the development of the 2005 RTSP update is shown in *italics*. All information collected has been fully considered in the planning efforts of this update. Some jurisdictions' plans that were included in the 2005 RTSP have been superseded by subsequent planning efforts; plans that have been superseded are not included in this update.

The purpose of this chapter is to provide a summary (for reporting purposes only) of planning efforts that have been conducted that would affect the Marion County rural transportation system. We have attempted to accurately represent these plans, but one should review each jurisdiction plan for the full text. The information presented is for reporting purposes only, and Marion County does not necessarily agree with each aspect of each plan. Marion County's policies regarding the transportation system will be set forth in later chapters. A summary of issues identified in these plans follows:

- Marion County's plan is consistent with all other agency plans.
- Many cities are facing a major transportation funding shortfall.
- Many cities are proposing many projects (more than $200 million worth) on County Roads in their cities and urban areas. Existing resources would only be enough to accomplish a few of this lengthy list of projects.
- Many cities (including Aumsville, Aurora, Gervais, Hubbard, Jefferson, Mill City, Mt. Angel, Salem, Silverton, Stayton, Sublimity, Turner, and Woodburn) are seeking to develop more of a 'town center' feel or 'downtown renewal' and inviting pedestrian-friendly atmosphere and character in their city centers.
- Many cities (including Aurora, Gates, Hubbard, Jefferson, Keizer, Mill City, Mt. Angel, Salem, Silverton, Stayton, Sublimity, Turner, and Woodburn) are observing growing negative effects of traffic congestion on main routes through town.
- Some cities (including Stayton, Sublimity, and Turner) are proposing bypass routes. Others seek investigation of alternate routes
- Most cities would like increased intercity transit service.
- Many cities promote pedestrian/bicycle travel and strategies to reduce peak hour traffic.
- There seems to be an increasing desire for trails, particularly in the North Santiam Canyon, the Salem-Keizer area, and in the Woodburn-Hubbard-Aurora area.
- Most cities with rail lines appreciate them and recommend continued and improved service.

- Promoting tourism is a common theme, particularly in the North Santiam Canyon
- Opportunities abound for regional cooperation and cross-promotion.
- Agencies are increasingly recognizing the importance of freight mobility and efficiency.
- The fastest-growing areas tend to be near or between the major population centers – the Portland metro area and Salem/Keizer.
- For adjacent counties and ODOT, the roads are getting more and more crowded.
- The need for traffic flow and safety improvement projects is increasing quickly, but existing funding levels will not be able to keep up with these needs.
- ODOT has relaxed their access management policies.
- ODOT amended the OHP and TPR to simplify and streamline the regulatory process.
- Freight rail traffic is expected to increase, and will also necessitate significant funding increases to maintain service levels.
- Increased transit service is promoted.
- Reducing peak hour traffic volumes is promoted as an alternative to construction projects.
- Air travel is promoted, but no major plans for new or expanded airports in Marion County.

*3.1.1 **Urban Growth Boundary Coordination Agreements***

Marion County has an Urban Growth Boundary (UGB) Agreement with each of the incorporated cities within the County, including the City of Lyons, except for the City of Salem. Policies and procedures regarding the City of Salem are included in the Salem Area Comprehensive Plan (adopted 1992, amended 2009). A summary of the agreements follows:

- *The intent of the urban growth program is to promote the orderly and efficient conversion of land from rural/resource uses to urban uses within the urban growth area (UGA), reduce potential conflicts with resource lands, promote the retention of lands in resource production in the UGB until provided with urban services and developed, and to coordinate growth in accordance with local and County comprehensive plans.*
- *The County shall retain responsibility for regulating land use on lands within the UGA until such lands are annexed by the city.*
- *The County and city shall maintain a process for land use proposals in the UGA, including annexations, comprehensive plan amendments, and zone changes. All land use actions shall be consistent with the city's Comprehensive Plan and the County's land use regulations.*
- *The extension of facilities shall be as specifically agreed upon in the individual agreement.*
- *Procedures for amendments to the UGB and UGA are agreed upon, as well as the administration of zoning and subdivision regulations.*
- *Refers to the Marion County Growth Management Framework (see **3.1.3.1b)**.*
- *May include policies for areas of mutual concern, which lie outside of the UGB, that may have significant impact on future groth plans.*
- *Applications for uses permitted outright in the applicable County zone including ministerial actions will not involve any notice or request for comments to the city.*
- *The County shall, to the extent feasible, require City development standards for development within the UGA, including dedication of right-of-way or application of special setbacks when requested by the City. The County shall, to the extent feasible, require compliance with City development standards, in lieu of County standards if the development is other than a single-family dwelling.*
- *The Salem Comprehensive Plan includes Salem/Keizer Urban Area procedures and policies*

for reviewing and amending the plan. The Salem Keizer Area Transportation Study (SKATS) Cooperative Agreement provides the coordination mechanism for regional transportation issues within the Salem/Keizer UGB.

3.1.2 Summary of City Plans

3.1.2.1a Aumsville Comprehensive Plan (Adopted 1999, Amended 2002)

- Forecasts a population of 4,127 needing 745 acres within the UGB and 658 new housing units by the year 2015.
- Seeks to develop a business center around the city hall area.
- Projects acceptable 2015 level of service on county roads and arterials within city limits.
- Proposes a new collector from Shaw Hwy to Bishop Rd.
- Proposes local streets accessing residential development west of Aumsville Hwy/11th St.

3.1.2.1b Aumsville Transportation System Plan (2010)

- *Goal is to provide a balanced, multi-modal, safe, convenient, cost-effective and efficient transportation system for Aumsville.*
- *Evaluates future traffic conditions under two scenarios: UGB build-out and UGB plus expansion.*
- *Identifies short and long term improvements under both scenarios.*
- *Streets in Aumsville UGB that are under County jurisdiction are: Aumsville Hwy/11th Street, Bishop Road, Main Street/Mill Creek Road, and Shaw Highway/1st Street.*
- *UGB expansion area is anticipated to occur predominately to the east and west of the city and would add up to 91.2 acres.*
- *Traffic operations analysis indicates the following intersections on County maintained roads will exceed standards: Shaw Highway/OR22 Ramps, 1st Street/Del Mar Drive, 1st Street/Main Street 1st Street/Cleveland Street, and 11th Street/Olney Street.*
- *Several pedestrian and bicycle improvements are identified.*
- *New streets to serve the UGB expansion areas are identified.*
- *Recommends the identification of a truck route system.*
- *Recommend adding provision for requiring and preparing Traffic Impact Analyses (TIAs), and refers to Marion County TIA requirements.*
- *Public transit is provided by CARTS.*
- *Transportation System Development Charges (TSDCs) are discussed. (Note: As of 2012, Aumsville has adopted TSDCs, but has elected to set the rate at $0.)*

3.1.2.2a Aurora Comprehensive Plan Update (2002)(Updated 2009)

- Forecasts a population of 1,262 in 2020, with access to Aurora State Airport.
- Identifies potential industrial land north and west of the current urban area with access to Aurora State Airport.
- Describes Oregon 99E as "near its design capacity and in need of improvements."
- Recommends access control on Oregon 99E.
- "The city should work with Marion County and the Aurora Airport to encourage widening and straightening improvements to Keil Road cutoff to alleviate the existing physical

constraints to truck traffic."

- Implements an 80-foot right-of-way and 50-foot setbacks on Ehlen Rd.
- Anticipates continued development of the airport industrial district; anticipates Airport Road as a major link serving that development.
- States that the city will continue to coordinate with Wilsonville's SMART transit system.
- Recognizes a need for commercial and industrial parcels in the UGB in the next 20 years.
- The city may consider extension of a sewer line to the Aurora Airport.

3.1.2.2b Aurora Transportation System Plan Update (2009)

- *Overall goal is to provide and encourage a safe, convenient, and economic transportation system.*
- *Goal to improve coordination among the City of Aurora, Marion County, the Aurora State Airport, and ODOT.*
- *Objective to work with Marion County and ODOT in establishing cooperative road improvement programs and schedules. Marion County and ODOT shall also coordinate their road improvement programs and schedules with the City of Aurora.*
- *Streets in the Aurora UGB that are under County jurisdiction are: Ehlen Road (arterial) and Airport Road (arterial).*
- *Street design, traffic mobility, and access spacing standards are included.*
- *Improvements are identified on Ehlen Road and Airport Road.*
- *Identifies project to add a southbound left turn lane and a westbound right turn lane as a high priority at the Ehlen Road/Airport Road intersection. A project to add a eastbound left turn lane and a traffic signal when warranted is identified as a low priority.*
- *Identifies projects to add interim bicycle and pedestrian amenities to Ehlen Road and Airport Road, with projects to improve to urban standards as a separate phase.*
- *Mentions effort to develop a trail along Mill Creek from Woodburn through Hubbard to Aurora.*
- *Includes discussion of transit, pedestrian, bikeway, air, rail, water, and pipeline systems.*
- *Includes a financing plan.*
- *Cost estimates for proposed projects are included.*

3.1.2.3a Detroit Development Code (2001) and Comprehensive Plan (2002)

- Includes access management requirements for new developments.
- Includes pedestrian access and circulation and street connectivity requirements.
- Encourages bikeway development for tourism.
- Recommends pursuing Marion County Housing Authority bus service.
- Recommends bikeways and walkways to minimize conflict with autos on Oregon 22.

3.1.2.3b Detroit Transportation System Plan (2009)

- *Includes functional classification map, bicycle and pedestrian facilities map, and community trails (both existing and proposed) map.*
- *Identifies project needs on City and ODOT facilities.*
- *Identifies a project to construct a southbound left turn lane on OR 22 at Meyer Street and Guy Moore Drive.*

- *Identifies bicycle and pedestrian improvement projects.*
- *There are no County Roads within the Detroit UGB.*
- *Includes cost estimates and a financing discussion.*

3.1.2.4 *Donald Comprehensive Plan (1980) (1988 update)*

- *Notes a 2000 population of 468 persons. Note: Current 2011 PSU population is 980 persons*
- *Recognizes that approximately 80%-90% of residents commute to work in Washington County.*
- *Proposes development of a park-and-ride lot if a commuter bus is provided.*
- *Supports MWVCOG carpool program.*
- *Notes availability of rail access and access to I-5.*
- *Notes two Marion County collector streets intersecting the city – Donald Road and Butteville Road*
- *Overall goal of safe convenient and economic transportation system to meet the needs of the residents of the city.*

3.1.2.5 Gates Comprehensive Plan (1978)

- Calls for a park-and-ride facility in the CBD if transit is provided.
- Recognizes that Oregon 22 is hazardous for pedestrians to cross, especially during tourism season.
- Identifies the need for limiting highway access for safety.

3.1.2.6 Gervais General Plan (1999)

- Notes a 1996 population estimate of 1,080; an adjusted 2000 population (including subdivisions) of 1,956.
- Identifies the following functional classifications: Arterial: Third, Ivy, Douglas; Collector: First, Fifth, Seventh, Black Walnut.
- Notes the existing grid system which is advantageous to pedestrian and bicycle travel.
- Notes bicycle and pedestrian routes on 5' shoulders on Douglas Ave.
- Policy: Traffic movement on streets shall be facilitated by controlling access points wherever possible.
- Policy: Level of Service C is the minimum acceptable for city arterials and collectors.
- Policy: The major street network should function so that livability of neighborhoods is preserved.
- Policy: Give priority to street improvements that are necessary to achieve safety, lower maintenance costs and increased efficiency.

3.1.2.7 Hubbard Transportation System Plan (2012)

- *Identifies needed system improvements to serve the recently expanded UGB areas.*
- *Portions of J Street and D Street are under Marion County jurisdictions and are classified as minor collectors.*
- *Study intersections included 5th and J (under Marion County jurisdiction).*

- *Identifies most problem areas are near OR 99E and the rail crossing.*
- *Anticipates 2035 population to be 5,154.*
- *D Street, J Street, and 3rd Street comprise the minor arterial network in Hubbard. The revised minor arterial design standards incorporate the recommendations of the Downtown Revitalization Plan and acknowledge the unique character of 3rd Street and the historic downtown area. These standards provide a 12-foot sidewalk and on-street parking fronting buildings on the western side of 3rd Street, and a landscaped buffer on the eastern side of the street fronting the railroad right-of-way.*
- *The Preferred Plan identifies roadway, pedestrian, bicycle, and other improvements needed to address the city's transportation deficiencies and meet the city's transportation goals. The projects are categorized as either high-priority, medium-priority, or low-priority based on how they will meet the city's needs and the order in which the projects could potentially be pursued. Includes funding discussion.*

3.1.2.8 Idanha Comprehensive Plan (2002)

- Policy: Idanha will actively seek bus service from the Marion County Housing Authority for eligible seniors.
- Policy: Provision should be made for bikeways to serve as an alternative mode of transportation; investigate the installation of walkways to separate auto and ped traffic.
- New developments shall be required to fully develop streets to city standards.
- Notes a 1998 population estimate of 300 and a 2015 forecast of 337.
- Notes "aggressive steps to increase tourism and recreation opportunities in the area."
- Projects part-time and visitor population of 660 in 2000 and 880 in 2015.
- Describes twice daily service by Hamman stage lines from Redmond to Salem; as-requested passenger and freight service.

3.1.2.9 Jefferson Transportation System Plan (2001)

- Objective: maintain a volume/capacity ratio of 0.85 or better along Jefferson Hwy; maintain LOS D or better throughout the city.
- Objective: continue to develop the road system as the principal mode of transportation.
- Objective: develop an access management plan for the local arterial street system and direct commercial development access to local streets wherever possible.
- Objective: Seek further improvement of mass transit systems to the City of Jefferson by encouraging more frequent scheduling of commercial carriers and by continued support of those systems presently developed for mass transit in the region.
- Goal: Improve coordination between the City of Jefferson, Marion County, and ODOT.
- Proposes a north-south collector roughly along 5th street from Cemetery Hill Rd to Jefferson-Scio Drive. Meets a need for a continuous through street east of the railroad.
- Identifies potential problem of a long freight train blocking all city crossings at once. – notes an emergency vehicle agreement for use of a private crossing if necessary.
- Plans a future signal at Jefferson Hwy/North Ave (Jefferson-Marion Rd).
- Recommends a future refinement study to consider the feasibility of a grade-separated railroad crossing.
- Recommends extensive construction of sidewalks, bike lanes, and shoulders.
- Defers to Marion County and ODOT access spacing standards.

- Provides guidelines for implementation of traffic calming measures on residential city streets.

3.1.2.10a Keizer Comprehensive Plan (1992 periodic review)

- Recommends minimizing BNRR crossing conflicts.
- Supports evaluation of third bridge to support industrial development of the City.
- Establishes noise standard of 67dB for residential compatibility.

3.1.2.10b Keizer Station Plan (2002)

- Provides preliminary planning work for an area set aside for substantial development near the interchange of I-5 and Chemawa Road.

3.1.2.10d Keizer Transportation System Plan (2009)

- *Includes goals, objectives and policies for public involvement, environment, streets and multi-modal, funding, transportation demand management and system management.*
- *Includes a functional classification map and cross-sections for each.*
- *Identifies roadway improvement projects- including roundabout at Chemawa and Verda and a Verda Lane extension from Lockhaven to River Road.*
- *An UGB expansion was identified as an outstanding issue.*
- *There are no County roads within the Keizer city limits*

3.1.2.11 Mill City Comprehensive Plan (1990 policies; 1991 background study)

- Encourages working with Linn and Marion counties and ODOT for a solution on the "single bridge problem" over the N. Santiam River.
- Identifies the eastern edge of Fishermen's Bend State Park as the "best location" for a new bridge.
- Recognizes the need to minimize industrial traffic through the city.
  Supports access management strategies to enhance highway operation and safety.
- Views the railroad as a vital economic link and encourages its continued use and improvement.
- Recommends that the City and County work out maintenance agreements.
- Identifies Oregon 22 as hazardous for pedestrian traffic.

3.1.2.11a Mt. Angel Comprehensive Plan (1987)

- Endorses the Access Management Techniques document (from ODOT) as a guide to access management.
- Identifies heavy reliance on the Woodburn-Springfield line [now Willamette Valley Railway] of Southern Pacific Railroad by a local farmers' cooperative (WILCO).
- Recommends restricting future RR crossings.
- Identifies several private, non-profit bus services (Benedictine Nursing Center, Mt. Angel, COA).
- Supports the concept of County-wide transit.

- References the City's guidebook for transportation system planning.

3.1.2.11b Mt. Angel Transportation System Plan (1997) (revised June 2003)

- Estimates a population of 4,127 by 2015.
- Objective: "Where and when possible, acquire land on the west side of South Main Street to allow for future right-of-way connection with West Church Street."
- Policy: Encourage differentiation in the street network in order to reflect the intended function of the street.
- Maintain 'restricted access' on Oregon 214 from Garfield St south; encourage access management in other areas.
- The city is supportive of the concept of the creation of a Marion County transit program.
- The city supports retention and maintenance of the local rail line.
- The city will encourage ODOT to analyze intersections at Oregon 214/Marquam St and Oregon 214/Church St.
- Functional Classifications: Arterial: Oregon 214; Collector: Church and Marquam Sts, Mt Angel Hwy; two future east-west collectors in western portion of city.

3.1.2.12 St. Paul Comprehensive Plan (1978 and 1985 amendments)

- Supports transit by providing parking facilities and signage, if needed.

3.1.2.13a Salem Area Comprehensive Plan and Transportation Plan (1992)

- Recommends new bridge in west Salem.
- Recognizes impacts of through-truck traffic on neighborhoods and downtown.
- References acquisition of Burlington Northern Railroad right-of-way for future transportation/recreation corridor.
- Prioritizes street projects in the capital improvement program.
- Recognizes concern for access to downtown from south Salem and west Salem.
- Includes regional transportation policies (general development, planning and management policies for all modes).

3.1.2.13b Salem Transportation Plan (1998) (2002, 2001, 2005, 2007 and 2009 Amendments)

- Provides a street classification system for Salem.
- Provides design standards and typical cross sections for streets.
- Identifies recommended roadway improvements for city streets.
- Recommends improvements for Marion County.
- Recommends increased frequency and extended hours of operation for the Salem Area Mass Transit District.
- Includes goals and objectives for transportation demand management, parking management, intercity passenger travel, freight movement, and transportation system maintenance.
- Includes long-range transportation strategies for urban street standards, regional transit service, Willamette River crossings, off-street facilities, activity sub-centers, mixed use

developments, increased residential densities, local street connectivity.
- Provides recommended long-range street system improvements for the Oregon 22 corridor, circumferential travel routes, and other corridors in the city.
- Removed a 'capacity freeze' on the Kuebler/Cordon circumferential route.
- Specifically identifies the need for an additional bridge across the Willamette River.

3.1.2.13c ***Bike and Walk Salem! – 2011***

- *Serves as update to the Bicycle and Pedestrian System Elements to the Salem Transportation System Plan.*
- *Lists goals, objectives, policies and performance measures.*
- *Evaluation and project identification included unincorporated areas within the Salem UGB.*
- *Projects categorized in three tiers – Tier 1 highest priority projects recommended to be completed within 10 years*
- *Recommended pedestrian Tier 1 projects on roads under Marion County jurisdiction (at least partially) include: 45th Avenue from Silverton Road to Ward Drive, Brown Road from Sunnyview Road to Arizona Avenue, Center Street from Lancaster Drive to Cordon Road, Chemeketa Cross Campus shared use path, Hayesville Drive from Portland Road to Cordon Road, Hollywood Drive from South of Hollyridge Loop to Silverton Road, Lancaster Drive at Center Street, McKay Park connector, Macleay Road from Lancaster Drive to Connecticut Avenue, Rickey Street from Houck Middle School to Cordon Road.*
- *Recommended bicycle Tier I projects on roads under Marion County jurisdiction (at least partially) include: Beverly/Phillips/Carolina family friendly bikeway from Lancaster Drive to Carolina Avenue ,CooleyDrive shared lane markings from Fisher Road to West Transit Station on CCC, Elma/Deana/Monroe/45th family friendly bikeway from Glenwood Drive to Dean Street, Hollywood Drive bike lanes from Hollyridge Loop to Silverton Road, Satter Drive family friendly bikeway from 45th Avenue to 47th Avenue.*

3.1.2.14 Scotts Mills Comprehensive Plan (2002)

- Goal: To develop a balanced transportation system including alternatives such as public transit, bicycle, and pedestrian facilities.
- Notes a 2000 census population of 312 and a 2020 forecast of 420.
- "The city should provide means of communication [for arranging carpools] through Council actions and community posters."
- Recognizes that existing streets meet the basic transportation needs of the community.
- Recognizes a need for bicycle and pedestrian facilities, especially between the elementary school and the central area.

3.1.2.15a Silverton Comprehensive Plan (1989)

- Establishes 60-foot minimum right-of-way standard for arterial streets and subdivision/partition dedication requirement.
- Establishes 60-foot minimum right-of-way standard for collector streets. Gives priority to improvement of collectors providing access to the industrial park.
- Establishes 60-foot minimum right-of-way standard for local streets, unless it can be

demonstrated that less right-of-way is more desirable.
- Requires off-street parking in new commercial and industrial developments.
- Discourages "strip" commercial development.
- Supports development of special setback requirements along arterials to reflect the possible need for future expansion of the street improvement and to increase sight distances.
- Calls for the City to investigate ways to assist special transportation programs serving the elderly.
- Attempts to identify sources of funding for additional transportation studies, such as street network adequacy, parking needs, accident patterns, signage, traffic control devices (especially downtown), commuter patterns and feasibility of bus and carpooling programs.

3.1.2.15b Silverton Transportation System Plan (2008)

- *Includes policies regarding cooperation and coordination with Marion County.*
- *Identifies access management standards for ODOT, Marion County and Silverton.*
- *Includes functional classification and jurisdiction maps.*
- *Identifies existing truck routes.*
- *Projects that C Street/McClaine Street and James Street/C Street intersections will fail to meet adopted mobility standards in 2030 in the no-build scenario.*
- *Includes bicycle and pedestrian master plans including projects on County roads.*
- *Updated the functional classification of many roads, including County roads.*
- *Includes street cross-sections based on functional classifications.*
- *Identifies potential collector roadways, including one that is outside of the UGB.*
- *Includes projects to: construct a southbound right turn lane at C/McClaine, restrict northbound and southbound left turns at James/C, construct a left turn pocket with median treatment at Hwy 213/Steelhammer, and construct roundabouts at Pioneer/Evans Valley and Hwy 213/Monitor.*
- *Included funding discussion.*

3.1.2.16a Stayton Comprehensive Plan (1991)

- Supports commuter transit to and from Salem.
- Supports the MWVCOG carpool program (park-and-ride lot provided at Oregon 22).
- Recognizes the use of the rail spur in town by NORPAC foods, WILCO and Truss-Joist.
- Recognizes the potential for a thermal energy pipeline as the US Forest Service permits exploratory geothermal drilling at Breitenbush.
- References the development of a bike route between Stayton and Sublimity in cooperation with Marion County.
- Identifies the need for safer and more convenient accesses to and from Oregon 22.
- Acknowledges industrial traffic needs and downtown traffic routing as pertinent issues.
- Identifies the need for two more bridges if a truck bypass is designated.

3.1.2.16b Stayton Transportation System Plan (2004)

- Identifies future capacity deficiencies on Cascade Hwy/1st Ave and Golf Club Rd and the Cascade Hwy / Hwy 22 Eastbound Ramp.

- Proposes widening Cascade Hwy/1st Ave to five lanes from Hwy 22 to Regis St; Golf Club Rd to five lanes from Hwy 22 to Shaff Rd, and reconstructing the Hwy 22/Cascade Hwy interchange.
- Based on a 2025 city population of 10,213.
- Proposes roundabouts at Wilco/Washington/Ida and along East Washington/Jefferson/Santiam Streets.
- Policy: seek improvements of mass transit services to the City of Stayton.
- Designates a through truck route along its arterials and major collectors.
- Recommends access management on First Ave and other arterials.
- Mentions a need for route allowing trucks to bypass 1st Ave, towards Golf Club Rd.
- Designates pavement widening, sidewalk sections and bike lanes to add along key roadways.
- Recommends transit service from Stayton to Salem and other common destinations.

3.1.2.17a Sublimity Comprehensive Plan (1987)

- Discourages on-street parking for the safety of bikes and pedestrians.
- Endorses access management policies.
- Recommends City to acquire East Starr Street and Berry Street from the County.
- Identifies need for access improvement from Carter Street to Oregon 22 to serve future industrial growth.
- Encourages development of public transit services to meet the needs of the transportation disadvantaged.
- Encourages use of carpools, vanpools and other strategies to increase automobile and energy efficiency.
- Recommends bike paths and sidewalks be provided to connect schools, parks, and shopping centers with residential areas.
- Calls for review of access points during the building permit review to minimize congestion and safety problems.
- Advises the City to consider adopting the State Highway Compatibility Guidelines and Model Ordinance.
- Recommends that future streets facilitate access to major transportation routes.
- Proposes the major street network function in such a way so that the livability of neighborhoods is preserved and enhanced. Discourages arterial streets that penetrate identifiable neighborhoods.
- Promotes new street development standards to facilitate development of odd-shaped parcels.
- Identifies the need for landscaping and noise reduction in road design.
- Recommends giving priority to improvements necessary for safety, lower maintenance costs, and increased efficiency.
- Identify repair/construction needs and prepare Capital Improvements Program.
- Cooperate with agencies, developers and owners to provide equitable and cost-effective financing of improvements.

3.1.2.17b Sublimity Transportation System Plan (1998) (Currently Under DLCD Review)

- Policy: Encourage the development of a public transportation service for the transportation disadvantaged.
- Policy: The acceptable level of service for arterial and collectors shall be 'C' or better.
- Policy: Give priority to street improvements, which are necessary to achieve safety, lower maintenance costs and increased efficiency.
- Policy: Traffic movement on arterials shall be facilitated by controlling access wherever possible.
- Proposes refinement studies of Center St/Cascade Hwy through the city, including capacity analysis of the Center/Starr intersection. Recommends installation of sidewalks along Center St, several curb extensions at key intersections, and a center turn lane through the southern part of the city.
- Suggests development of alternate routes for north-south traffic and development of an alternative truck route.
- Foresees potential need for an east-west collector south of the UGB, such as an extension of 9th St; the city encourages Marion County to include potential for this in its TSP.
- Proposes several new north-south and east-west streets within the UGB.
- Proposes extending Dalmatian Ave south to Sublimity Blvd and also to the north towards Main St.
- Proposes a west perimeter road running north-south west of the UGB and encourages Marion County to include potential for this road in its TSP.
- Lists the following Functional Classifications: Arterial: Cascade Hwy/Center St; Collector: Sublimity Rd, Starr St, Church St, Berry St.
- Recommends maintaining parking on Center St.
- Recommends development of bikeways along Cascade Hwy/Center St, Sublimity Rd/Starr St, Church St, Berry St/135th Ave, and Pine St.

3.1.2.18a Turner Comprehensive Plan (2001)

- Incorporates the 1999 Turner TSP into the Turner Comprehensive Plan.
- Recognizes that transportation systems 'become the basic structural and organizational framework on which a community grows and develops.'
- Notes 'some congestion' during the a.m. and p.m. peak hours at the 'intersections of 3rd Street/Delaney Road and 3rd Street/Val View Drive due to the lack of turning lanes'.
- States that 'All of the streets are expected to operate at acceptable levels (Level of Service C or better) during the next 20 years.'
- Notes that 'Residents are concerned about increased gravel truck traffic through town that will occur in about 10 years as a result of a new sand and gravel extraction site just south of Turner. … The City must coordinate efforts with Marion County and the site owners to mitigate impacts in Turner, including the possibility of a bypass route south of town.'
- 'Renewal of the "Downtown" should begin immediately and should be continually improved as the community grows.'
- Recommends changing parking from 'head-in' to other forms of parking.
- Recommends more provision of pedestrian facilities within Turner.
- Refers to the CARTS program providing public transportation to and from Turner.

- Recommends consideration of developing rail service to Turner from the UP mainline.
- 'Access controls shall be used to integrate traffic and land use developments, to minimize the potential impacts associated with increased growth. Arterial access locations shall be kept to a minimum.'
- 'The City and Marion County shall seek to re-route the Commercial Corridor so motorists will make one turn at 3rd Street and Denver Street.'

3.1.2.18b Turner Transportation System Plan (1999)

- Updates and replaces existing text in Article 6 of the Comp Plan.
- Forecasts Turner population of 2,363 in 2020.
- Anticipates need for a left turn lane on 3rd Street at Delaney Rd and possibly on 3rd Street at Val View Drive.
- Notes citizen concern about gravel trucks passing through town; mentions "the possibility of a bypass route south of town."
- Notes potential increased demand for shuttle service to Salem.
- Walkways and bikeways should be built along all arterial and collector streets, especially along the commercial corridor.
- Recommends rerouting through traffic to 3rd and Denver Streets, rather than Chicago and 2nd Streets.
- Recommends vacating the right-of-way of un-built streets in flood areas south of town.
- Recommended Improvements: Upgrading the 'commercial corridor' of 3rd and Denver Streets with sidewalks, bike lanes, curbs, gutters, center turn lanes, parking, and storm drains; Improving 2nd and Gaston Streets to re-route access to 55th Ave.
- Recommends developing an alternative to the 4th Street bridge over the Mill Creek Bypass and taking the bridge out of service.
- Notes a need to replace the Wipper Rd Bridge over Mill Creek Bypass.
- Notes that the owners of the gravel operation southeast of town are required to pay for widening of the Marion Road Bridge over Mill Creek.
- Notes that "The county expects the intersection of Marion Road and Mill Creek Road to operate at LOS E by the year 2015.
- Recommends extending Delaney Road to the east to connect with Witzel Road.
- Recommends extending Gaston St west to Wipper Rd.
- Notes a strong public desire for: Daily shuttle service to Salem, transportation service for the transportation-disadvantaged, extending Cherriots bus service to the park-and-ride lot at I-5 and Delaney Road, extending Cherriots bus service to Turner.
- Notes potential desirability of reducing the amount of commercial-zoned land, especially along 3rd Street north of Mill Creek to focus commercial activity on the 'downtown' core.
- Recommends access management along the 3rd Street corridor.
- Goal: An inviting pedestrian and bicycle-friendly streetscape for the commercial corridor.
- Policy: "The City supports and encourages Marion County to study the feasibility of a southern truck route bypass around the City of Turner."
- Policy: "The City supports the Oregon Department of Corrections' vision to construct a multi-use path along Mill Creek from the south boundary of the City of Salem into Salem. If such a path is constructed, the City of Turner will pursue extending the path into Turner."

3.1.2.19a Woodburn Comprehensive Plan (including 1999 Amendments)

- Assumes a city population increase to 28,000 by 2014.
- "Woodburn will continue to show a transition from an agricultural-based economy to a manufacturing-based economy. Woodburn is also in transition from a mostly rural area to a service center for smaller communities. Woodburn will also continue to be a freeway – oriented service center.
- Plans access consolidation along Oregon 214 and along Oregon 99E.
- "The City's public facilities now being built are to be paid for by the system development charges from the anticipated growth."

3.1.2.19b Woodburn Transportation System Plan (2005)

- *Identifies locations that are anticipated to experience capacity problems in 2020 if no improvements are made including the I-5 Interchange, and Butteville Road/Oregon 214*
- *Much of the growth is anticipated to occur outside of the existing city limits.*
- *Preferred alternative includes reconstructing the I-5 Interchange, extending Crosby Road to Goudy Gardens and 99E, extending the southern arterial from 214 to Oregon 214 and making improvements to the Butteville Road/219 intersection.*

3.1.3 Summary of County Plans

3.1.3.1a Marion County Comprehensive Plan (1981)(Amended in (1994, 1998, 2000, 2001, 2002, and 2010)

Note: The Transportation Element of this plan has been superseded (in rural areas) by the 2005 Rural Transportation System Plan.

- Encourages zoning for denser developments near major arterials and collectors where mass transit lines can be run most efficiently.
- Encourages bicycle and pedestrian facilities to encourage non-motorized transit.
- Locating public facilities in easily accessible areas so that one trip can serve several purposes.
- Advocates the use of existing right-of-way for new transportation facilities to the extent opening the road is appropriate.
- Encourages review of development of unopened, dedicated public roads for consistency with land use policies. Requires use of adequate roadway development standards when possible.
- Requires owners to dedicate right-of-way necessary to meet County standards as a condition for approval of a partitioning, subdivision, or zoning permit that allows more development to access onto a County road.
- Encourages minimizing the number of access points on collector and arterial roads for efficient operation and safety. Encourages providing primary access to residential development through roads of lower functional classification.
- Encourages access be provided to State and County parks through major collectors and arterials.
- Proposes limited development of new private roadways for areas with 4 or fewer home

sites. Requires maintenance agreements for private roadways.

- Recommends locating airports in areas that are safe for air operations and compatible with surrounding uses. Advises the County to review location and use of small airports and private airstrips on an individual basis to ensure that compatibility with land use is demonstrated.
- Adopts "appropriate provisions" to protect public airports from incompatible structures and uses, consistent with FAA guidelines.
- Advises special review requirements be established to ensure that noise sensitive uses are not allowed in close proximity to public airports.
- Calls for minimizing adverse affects of traffic noise on residential areas.
- Encourages underground pipeline development as an alternative to surface shipping.
- Calls for the protection of natural resources, such as valuable soil, timber, water, scenic and cultural resources.

3.1.3.1b Marion County Urban Growth Management Framework (2002)

- *Includes coordination guidelines that require street connectivity, coordination of connectivity standards and states that, when feasible, the County will utilize city standards for development that occurs on unicorporated lands within UGBs.*
- Provides 2050 population forecasts as a long-range planning tool for cities (not a coordinated, adopted forecast as required by statute), unincorporated areas, and all of Marion County.
- Encourages use of alternative modes of transportation.
- "The Marion County TSP will be designed to accommodate the forecast population, housing, and employment identified in this framework, as well as the areas that are planned for urban expansion, in coordination with the communities involved."
- "The Marion County TSP will investigate countywide alternative transportation, such as intercity transit, vanpooling, and passenger rail service serving the county and the Willamette Valley region."
- Goal: Development of a population distribution pattern in which most persons employed within an urban community live in and participate in the activities and government of that community.
- Sets standards for local street connectivity within some cities.
- Seeks to enhance intercity transit connections.
- Encourages zoning revisions in cities to reduce need for vehicle trips.
- Encourages development of traffic calming recommended methods.
- Cities over 10,000 and the County will jointly plan for freight movement by both rail and truck in their transportation planning activities.
- Supports improving the walking and biking environment in all communities.
- Goal: Reduce vehicle miles traveled, emissions infrastructure costs, congestion, and truck traffic on local streets.

3.1.3.1c Marion County Public Works Strategic Plan (2011)

- Presents the organizational structure of the Public Works Department
- Discusses service areas for each division.
- Includes mission, goals, objectives, strategies, and tactics.

3.1.3.2 Clackamas County Comp Plan: Chapter 5: Transportation (2002)

- Identifies projects to signalize the Arndt/Airport Road intersection and widen and straighten Arndt Road to four lanes to Barlow Rd and construct a new 3-lane extension connecting Arndt Rd to Oregon 99E northeast of Barlow. *(Note: The Arndt/Airport Road signalization project has been completed.)*
- Proposes widening the Whiskey Hill Road Bridge at the county line to 32 feet. *(Note: Project currently in development.)*
- Proposes widening and straightening Meridian Road north of the county line.
- Proposes widening Oregon 99E to four lanes with a median from the Marion County line to Barlow Rd.
- Proposes constructing scour protection on the Oregon 213 bridge over Butte Creek between Clackamas and Marion counties. *(Note: This will be addressed in bridge replacement project currently in construction.)*
- Proposes passing lanes on Wilsonville-Hubbard Hwy between Marion County and I-5.
- Identifies the following Functional Classifications of Clackamas County Roads at the Marion County border: Major Arterial: Arndt Rd, Wilsonville-Hubbard Hwy, Oregon 99E, Oregon 211, Oregon 213; Minor Arterial: Butteville Rd, Boones Ferry Rd, Lone Elder Rd, Whiskey Hill Rd, Monte Cristo Rd, Nowlens Bridge/Maple Grove Rd; Collector: Airport Rd, Meridian Rd, Elliot Prairie Rd; Local: Marquam Rd, Klupenger Rd.
- Notes a transit route along I-5 connecting Salem with Wilsonville and the Barbur Blvd. Transit Center.
- Notes an existing bikeway along Arndt Rd to the Marion County border.
- Proposes bikeways along the following roadways connecting to Marion County: Butteville Rd, Boones Ferry Rd, Airport Rd, Oregon 99E, Oregon 211, Elliot Prairie Rd, Meridian Rd, Monte Cristo Rd, Oregon 213, Nowlens Bridge Rd, and Maple Grove Rd.
- Designates Oregon 99E towards Salem as a desirable freight route.
- Policy: "Coordinate with Marion County to implement regulations on development near the Aurora Airport."

3.1.3.3 Linn County Transportation Plan (1995)

- Recommends replacement of the Mill City Bridge within 15 years, primarily for width reasons.
- Assigns the following functional classifications Roads near the boundary of Linn and Marion Counties: Major Arterial: I-5, Oregon 22; Minor Arterial: Oregon 226, Jefferson Hwy, Stayton-Scio Rd; Major Collector: Jefferson-Scio Rd, Kingston-Lyons Dr.
- Proposes installing paved shoulders on Stayton-Scio Rd.

3.1.3.4 Polk County Transportation System Plan (1998)

- Notes a 1996 population estimate of 56,132 and a 2020 projection of 101,588.
- Policy: Work with cities to transfer jurisdiction of roadways to the city as urbanization occurs.
- Policy: Strive to maintain LOS A on all county arterials and collectors, and will initiate corrective action to prevent degradation below LOS C.

- Policy: Support spot-dredging of the Willamette River.
- "Although waterborne transportation is not expected to become a major form of multi-modal transportation, several private operators are presently exploring opportunities for limited travel along the Willamette River."
- Notes annual usage of 1,000 vehicles on the Buena Vista Ferry [actual usage is approx. 20,000 annually].

3.1.3.5 Yamhill County Transportation System Plan (1996)

- Recommends "a joint study between the ODOT, Yamhill County, and neighboring counties to determine the optimum location of a bridge intended to relieve the congestion on the Wheatland Ferry."
- "Fully supports the concept of a Newberg-Dundee bypass to relieve congestion on Oregon 99W." [Note: All options being considered are within Yamhill County.]
- Notes a 1994 county population estimate of 72,800.
- Designates Oregon 219 a Minor Arterial at the Yamhill-Marion County border and Wheatland Road a Major Collector as it approaches the Wheatland Ferry.

3.1.4 Summary of State Plans

3.1.4.1 Oregon Transportation Plan (2006)

- *The Oregon Transportation Plan is the state's long-range multimodal transportation plan for Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads.*
- *Six priorities emerged during planning process:*
  - *Maintain the existing transportation system to maximize the value of assets.*
  - *Optimize system capacity and safety through information technology.*
  - *Integrate transportation, land use, economic development and the environment.*
  - *Integrate the transportation system across jurisdictions, ownerships and modes.*
  - *Create a sustainable funding plan for Oregon Transportation.*
  - *Invest strategically in capacity enhancements.*
- *The following seven goals are defined by more specific policies and strategies:*
  - *Goal 1 – Mobility and Accessibility: "To enhance Oregon's quality of life and economic vitality by providing a balanced, efficient, cost-effective and integrated multimodal transportation system that ensures appropriate access to all areas of the state, the nation and the world, with connectivity among modes and places."*
  - *Goal 2- Management of the System: "To improve the efficiency of the transportation system by optimizing the existing transportation infrastructure capacity with improved operations and management."*
  - *Goal 3- Economic Vitality: "To promote the expansion and diversification of Oregon's economy through the efficient and effective movement of people, goods, services and information in a safe, energy-efficient and environmentally sound manner."*
  - *Goal 4 – Sustainability: "To provide a transportation system that meets present needs without compromising the ability of future generations to meet their needs from the joint perspective of environmental, economic and community objectives.*

This system is consistent with, yet recognizes differences in, local and regional land use and economic development plans. It is efficient and offers choices among transportation modes. It distributes benefits and burdens fairly and is operated, maintained and improved to be sensitive to both the natural and built environments."

- *Goal 5 – Safety and Security: "To plan, build, operate and maintain the transportation system so that it is safe and secure."*
- *Goal 6- Funding the Transportation System: "To create a transportation funding structure that will support a viable transportation system to achieve state and local goals today and in the future."*
- *Goal 7 – Coordination, Communication and Cooperation: "To pursue coordination, communication and cooperation among transportation users, providers and those most affected by transportation activities to align interests, remove barriers and bring innovative solutions so the transportation system functions as one system."*

3.1.4.1a Oregon Highway Plan (1999 *and 2006 update incorporating amendments*)

- Goal 2: "System Management: To work with local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of the highway and road system that: safeguards the state highway system by maintaining functionality and integrity; ensures that local mobility and access needs are met; and enhances system efficiency and safety."
- Goal 3: "Access Management: To employ access management strategies to ensure safe and efficient highways consistent with their determined function, ensure the statewide movement of goods and services, enhance community livability and support planned development patterns, while recognizing the needs of motor vehicles, transit, pedestrians, and bicyclists."
- Goal 4: "To optimize the overall efficiency and utility of the state highway system through the use of alternative modes and travel demand management strategies."
- Designates the following State Highway Classifications: Interstate: I-5; Statewide: Oregon 22; Region: Oregon 99E, Wilsonville – Hubbard Hwy; District: Oregon 211, 213, 214, 219, 226, Jefferson Hwy.
- Provides a policy for designation of Expressways
- Action 1B.3: To assist in implementing state access management standards and policies, work with local governments to develop an access management plan or access management component in comprehensive plans, corridor plans and/or transportation system plans involving the state and local systems.
- Action: Work with local governments on developing an adequate local network of arterials, collectors, and local streets (including frontage roads) to limit the use of the State Highway or interchanges for local trips.
- Describes Special Transportation Areas (STAs) for "a highway segment when a downtown, business district or community center straddles the state highway within an urban growth boundary or in an unincorporated community…"; defines characteristics and requirements for STAs.
- Describes Urban Business Areas (UBAs) to "recognize existing areas of commercial activity or future nodes … on District, Regional, or Statewide Highways where vehicular accessibility is important to continued economic viability…"; defines characteristics and

requirements for UBAs.

- Designates I-5 and Oregon 22 as part of the State Highway Freight System.
- Designates Oregon 22 and Forest Service 46 (Breitenbush Rd) as a State Scenic Byway.
- Policy: "Provide a secure lifeline network of streets, highways, and bridges to facilitate emergency services response and to support rapid economic recovery after a disaster."
- Defines acceptable roadway and intersection performance standards for State Highways.
- "It is the policy of the State of Oregon to place the highest priority for making investments in the state highway system on safety and managing and preserving the physical infrastructure."
- Goal: Development of cooperative partnerships with other jurisdictions.
- Policy: "Consider, in cooperation with local jurisdictions, interjurisdictional transfers that: … simplify management responsibilities … reflect the appropriate functional classification … or lead to increased efficiencies in operation and maintenance."
- Sets access spacing and interchange spacing standards for state highways; designates ranges which constitute a minor deviation (compared to a major deviation).
- Access management requirement for crossroads at rural freeway interchanges: no access within 1320 feet of the centerline of the nearest freeway ramp.
- Notes $29.1 billion in 'total needs' on the State Highway system and $13.9 billion in anticipated revenues.
- Notes that "Oregon highway users incur an estimated $16 billion per year in highway user costs" (fuel, vehicle maintenance, crash costs, etc.).
- Notes a marginal return on investment in 2020 of $310 million per year for each additional $10 million per year invested in preservation. Also estimates a 20 to 1 benefit/cost for safety investments.
- Projects a 60% increase (not including inflation) in per-mile cost to drivers in 20 years if current driving patterns and funding sources continue.

3.1.4.1b ***Oregon Highway Plan Policy 1F Revision (2011)***

- *Senate Bill 795 called for changes that would streamline, simplify and clarify the requirements and better balance economic development and the efficiency of urban development with consideration of development of the transportation infrastructure.*
- *The amendments have streamlined the regulatory processes and changed the substance of the rules and policies.*
- *Key changes broaden the policy to better consider and balance multimodal and community development objectives along with highway mobility, provide less-stringent requirements for plan amendments that have a small increase in traffic, encourage and expand options for developing alternatives to existing mobility expectations, raise volume-to-capacity ratio thresholds for areas inside UGB's, and allow use of mobility measures besides volume-to-capacity ratios.*
- *Allow local government to rezone land without analyzing traffic if the rezoning is consistent with the comprehensive plan designation and the transportation plan.*
- *Local decisions can be made without traffic analysis if the action includes conditions to prevent any increase in traffic generated at the site.*
- *Reduced the burden for economic development projects to mitigate traffic impacts.*
- *Allows local governments to designate areas where compact urban development is desirable and thus traffic congestion will not be a factor in zoning decisions.*

3.1.4.1c Oregon Highway Plan Access Management Revisions (2012)

- *Senate Bill 264 was passed to address ODOT's management of access to state highways with the goal of promoting and facilitating urban growth and economic development opportunities in Oregon's communities with continued management of a safe and efficient highway system.*
- *Includes changes to the access management standards for spacing and mitigation requirements, use of medians, and deviation and dispute resolution/appeals processes for access applications.*
- *Revisions to interjurisdictional transfer agreements and highway classification review.*
- *Policy 3B actions are revised to discuss the inclusion of documentation of stakeholder correspondence when not using non-traversable medians in project development.*
- *Policy 3D is revised to include reference to the new Access Management Rule for details pertaining to application procedures for deviations from access management standards and policies. Sight distance is added as an additional consideration for a deviation.*
- *Policy 3E is revised to include reference to the new Access Management Rule for details pertaining to the revised appeals process.*
- *OHP Appendix C access management spacing standards are revised to include the new spacing standards (tables 1-4) from Senate Bill 264. The standards are based on highway classification, speed, and traffic volumes. The tables are further broken out based on highways of less or more than 5,000 AADT. This legislation provides less stringent spacing, mobility, and mitigation requirements for highways with less then 5,000 AADT. Policy 3A actions are also revised to address the standard changes from Senate Bill 264.*
- *Policy 2C actions are revised to state that interjurisdictional transfer agreements must include the transfer of freight mobility requirements. Additionally, Action 2C.2 is revised to include ODOT's provision of funds to the jurisdiction for the maintenance, improvements, construction, and repair of the transferred road.*

3.1.4.1d Oregon Rail Plan (2001)

- Oregon's freight rail traffic totaled 63.5 million tons in 1999, an 18% increase over 1992.
- "Ridership on the Pacific Northwest Rail Corridor through Oregon has increased concurrent with added frequencies of service, and growing highway congestion. Between Portland and Eugene, ridership in year 2000 totaled more than 100,000 passenger trips, up from slightly more than 24,000 passenger trips in 1993.
- "ODOT's goal for the Willamette Valley Corridor by 2003 is to increase the number of daily round trips from 3 to 5 and to reduce the travel time to 2 hours and 15 minutes from 2 hours and 35 minutes today."
- Anticipates potential commuter rail service on the BNSF line between Beaverton and Wilsonville beginning in 2004, with projected daily ridership of 4,600.
- "During the process of conducting the Beaverton-Wilsonville study, a number of people at the public hearings suggested that the service be extended southerly to Salem. The Beaverton-Wilsonville Steering Committee indicated that they did not want to entertain the suggestion at this time. They were concerned that the increased costs for this extension would make the overall project so large that funding would be even more difficult to

obtain. They suggested that a more appropriate time to discuss the extension was once the Beaverton-Wilsonville project was fully funded. A preliminary look at the costs associated for this 27-mile extension seemed to indicate that capital costs for such an extension would be approximately $88 million. This included both track improvements and the necessary equipment."

- Plans an incremental approach towards high speed rail between Portland and Eugene.
- Notes that if a true high speed line were developed, it would likely have to be new construction.
- Identifies a funding need of "Rail, cross ties and turnout renewal" on the Willamette Valley Railway, costing $1,657,6000.
- Identifies funding needs of "Rail renewal, Bridge Repair, Cross tie renewal, and turnout renewal" on the Portland & Western Railway, some of which is in Marion County.

3.1.4.1e ***Oregon Freight Plan (2011)***

- *The purpose of the Oregon Freight Plan is to improve freight connections to local, state, regional, national and global markets in order to increase trade-related jobs and income for Oregon workers and Businesses.*
- *Oregon's freight network is centered around four primary multi-modal corridors.*
- *Oregon's economy is expected to grow and increase the demand for freight.*
- *Identifies issues that need to be addressed in order to ensure that Oregon has an efficient and sustainable freight transportation system that continues to support economic growth. Formulates strategies that ODOT and other governmental agencies can implement in order to realize the states' freight transportation goals.*
- *Recommends partnering with local government agencies to identify intermodal connectors that provide "last mile" connectivity to freight generating businesses or locations. Request local governments to show how they have addressed last mile connector needs in their TSPs. Encourage inclusion of connector roads in local TSPs.*
- *Several opportunities to reduce transportation-related greenhouse gas emissions from freight movements in Oregon.*

3.1.4.2 Brooklake Road / I-5 Interchange Management Plan (ODOT, June 1997)

This study investigates future traffic conditions at the I-5/Brooklake Road Interchange. The study area includes the Brooklake Road corridor from River Road to Oregon 99E.

Substantial development could occur in this area. Most notably, the Oregon Agricultural Center (OAC), an industrial park and visitor center, was once planned for the existing NORPAC site east of the interchange. *However, this project does not appear to be being pursued at this time. These comments are being included as an example of the type of improvements that would be required of any development in this area.*

If the NORPAC OAC project occurs, the following improvements identified in the Master Plan Traffic Impact Analysis for the Oregon Agricultural Center would be recommended:

- Install signals on Brooklake Road at the intersections with the I-5 southbound and northbound ramps, and the OAC east access.

- Construct four lane cross section on Brooklake Road from the I-5 northbound ramps to the OAC east access.
- Construct loop ramp from westbound Brooklake Road to southbound I-5.
- Construct an additional lane on both the northbound and southbound I-5 off-ramps.
- Construct a free right turn lane from the I-5 northbound off-ramp to eastbound Brooklake Road.
- Construct double left turn lanes on eastbound Brooklake Road at the two OAC access intersections.

Truck stops, restaurants, and other projects have been proposed on Brooklake Road west of the interchange. These developments and the possible construction of the OAC are expected to negatively impact the operation of the interchange and the intersections on Brooklake Road. The purpose of this study was to analyze the magnitude of traffic volumes within the study area after complete build-out occurs under two different land use scenarios, and to recommend appropriate improvements to the interchange and adjacent street network. Conclusions of the study are as follows:

"Land Use Scenario A" assumes development will occur in conformance with the current zoning. If Scenario A occurs without the NORPAC OAC project, the following improvements are recommended:

- Install signals on Brooklake Road at the intersections with the I-5 southbound and northbound ramps.
- Construct right turn pockets on both the I-5 northbound and southbound off-ramps.
- Construct a free right turn lane from eastbound Brooklake Road to the I-5 southbound on-ramp.

"Land Use Scenario B" assumes that vacant land in the corridor is developed at a higher intensity than designated by the current zoning. If this scenario were to occur, major interchange improvements would be necessary to maintain acceptable levels of service at the interchange. These improvements would include:

- Reconstruct interchange (construct multiple loop ramps and additional lanes).
- Make additional improvements at all of the adjacent Brooklake Road intersections. (Specific improvements would have to be determined from further analysis.)

"Land Use Scenario A" is considered more likely to occur.

3.1.4.3 OR22/Shaw Highway Interchange Area Management Plan (2010)

The goal of the IAMP is to ensure that the OR 22/Shaw Highway Interchange area continues to operate and function as designed and to recommend land use measures to protect the function of the interchange, and improvement strategies to meet identified transportation needs.

- *Identifies access management strategy including location specific recommendations.*
- *Recommends projects within the IAMP including projects at the OR 22 ramps at Shaw Highway and 1st Street/Del Mar Drive.*
- *Was prepared in conjunction with the Aumsville TSP.*

3.1.4.4 I-5 at Chemawa Road Interchange Area Management Plan (Draft – October 2011)

- *Identifies roadway improvements needed at and surrounding the Chemawa Road/I-5 interchange.*
- *Recommended alternative is: Phase 1: Chemawa/Lockhaven limited widening from OR 99E to Verda Lane, Phase 2: Tepper overcrossing and extension, Indian School Road realignment, 35th Avenue realignment and I-5 auxiliary lanes, Phase 3: Chemawa northbound off-ramp as a partial cloverleaf.*
- *Recommends alternative mobility standards for roadways under ODOT's jurisdiction: Chemawa at I-5 southbound and northbound ramps, Chemawa at Ulali/Stadium, and Chemawa at OR 99E.*
- *Recommends alternative mobility standards for roadways under City of Keizer's jurisdiction: Lockhaven at 14th, Lockhaven at McLeod, Lockhaven at Chemawa/Keizer Station, Lockhaven at River, and Lockhaven at Verda.*
- *Supports expansion of transit service in the Interchange Management Area.*
- *Supports establishing a transportation demand management (TDM) program in the Interchange Management Area.*
- *Supports encouraging walking and bicycling in the Interchange Management Area and providing safe and accessible pedestrian and bicycle facilities.*
- *Supports exploring ways to improve local road systems in order to relieve traffic on Chemawa Road and Lockhaven Road.*
- *Includes Hazelgreen Road and Cordon Road as two primary roadways in the interchange management area under county jurisdiction.*

3.1.4.5 Oregon 99E Corridor Safety Report (2002) (Update in Progress)

- Notes the designation of Oregon 99E as a safety corridor.
- Notes a significantly high number of crashes along Oregon 99E from 1994 through 1999; purpose of study was to attempt to address potential safety issues along Oregon 99E between North city limits of Salem and North city limits of Canby.
- Notes a higher-than-average rate of alcohol involvement in crashes.
- Notes a higher-than-average rate of pedestrian fatalities.
- Recommends installation of 'launch pads' for police to better monitor traffic.
- Recommends the following projects: access closure and consolidation near Labish Gardens Rd; left turn refuge on Oregon 99E at Perkins; left turn refuge at 54th St, realign 54th to be closer to a 'T' intersection ('T-up'), widen radii at Ramp St, access consolidation near Brooks, center left-turn lane through Brooks, left turn refuge at Waconda; relocate and 'T-up' Checkerboard; left turn lane for Checkerboard and Keene/Duck Inn; 'T-up' Boones Ferry and add left turn refuge; 'T-up' Howell Prairie and install left turn refuge; Sidewalks, shoulder bikeways, and access consolidation in Hubbard; add left turn lane from D St to Wilsonville-Hubbard Hwy; consideration of possible signal at G St, RR x-ing on J St, improvements to Oregon 99E.
- Notes that funding is not available to construct all recommended projects.

3.1.4.6 Oregon 214 Alternatives Analysis Study (1999)

- This study addresses the need for and configuration of alternate improvements to Oregon 214 between the I-5 northbound ramps and Park Avenue (just east of the UPRR railroad tracks).
- Notes a high crash frequency per vehicle mile on this section of Oregon 214.
- Notes LOS F for minor street stop-controlled approaches to 214; notes that actual conditions are better because of 2-way left turn lane.
- Calculates LOS C/D for signals on Oregon 214; notes that actual conditions are worse, noting that vehicle queues often extend into other intersections; video notes that these intersections are at or over capacity.
- Based on 51% housing growth and 60% employment growth by 2020.
- Recommends a five-lane section (including either a center left-turn lane or raised median) for all of Oregon 214 in the study area, at an estimated cost of about $15 million.
- Notes that the road is still close to capacity in 2020.

3.1.4.7b Newberg Dundee Bypass Final Environmental Impact Statement (EIS) (2012)

- *The project will be located along the south sides of Newberg and Dundee, extending from the Oregon 99W/Oregon 18 junction near Dayton to just past the top of Rex Hill, east of Newberg. Most of the project will be in Yamhill County with about 1000 feet extending east of Newberg into Washington County.*
- *The preferred alternative will include the bypass, four interchanges, modifications to local streets.*
- *The bypass will be an 11-mile long expressway with four12-foot mainline travel lanes, paved shoulders, full access control, medians, stormwater treatment facilities, and will be designed for 55 mph operating speeds.*

3.1.4.7c Resolution passed by the Marion County Board of Commissioners in 2001 *and again in 2003 and 2006*:

- RE: Newberg-Dundee Bypass Study: "It is resolved that the Marion County Board of Commissioners opposes efforts to locate the regional bypass in Marion County and urges that all consideration of locating the bypass in Marion County be immediately discontinued."

3.1.4.8 Salem to Bend Corridor Interim Corridor Strategy (1998)

- Notes a planned project to widen Oregon 22 to four lanes from Golf Club Road east to Fern Ridge Road and reconstruct the Cascade Highway interchange *(Note: project completed)*; would also raise bridges at Albus and 72nd *(Note: project in process)*, and rebuild eastbound ramps at Oregon 214 interchange.
- Notes several cities in which Oregon 22 becomes a main street within the city and where access management becomes an issue.
- Notes significant seasonal traffic volume variation; July volumes east of Gates are approximately 2.5 times January volumes.
- Notes some congestion on Oregon 22, particularly within cities.

- Projects approximately 80% traffic volume growth on Oregon 22 from 1997 to 2016.
- Recommends adding passing lanes at several locations along Oregon 22.
- Recommends improving visibility at several locations.
- Goal: Increase vehicle occupancy rate through rideshare, vanpooling, and park-and-ride.
- Goal: Establish commuter transit between Salem and smaller cities.
- Goal: Preserve or acquire abandoned rail lines for use as trails.
- Support increased use and improvement of the Willamette Valley RR tracks.
- Goal: Provide better pedestrian and bicycle facilities along the corridor.
- Investigate feasibility of bike/ped path between Detroit Lake State Park and Detroit.
- Goal: Improve pedestrian crossing opportunities, especially in and near cities.
- Goal: Improve safety and reduce congestion at North Fork Road intersection, at Oregon 226 in Mehama, at 1st Ave in Mill City, in Detroit, and in Marion Forks.
- Goal: Keep the highway v/c ratio below 0.60 in rural areas, 0.65 in unincorporated communities, and 0.75 in incorporated cities.
- Goal: Examine methods of reducing negative impacts of Oregon 22 on surrounding communities, parks, and neighborhoods.
- Goal: Reduce energy consumption in use of Oregon 22.

3.1.4.9a Woodburn Interchange Refinement Plan (2000)

- Determined that the existing interchange, albeit with significant construction, could provide 20 years of capacity – therefore the study only seriously considered revisions and adding capacity to the existing interchange and not a new interchange(s), consistent with ODOT's application of the requirements of the Oregon Highway Plan.
- Specifically did not consider a second interchange near Woodburn (see above).
- Specifically did not consider in detail the possibility of converting to a split-diamond interchange; the option was deemed impractical by ODOT before detailed analysis was conducted and not forwarded to the TAC for full consideration.
- Study only considered revision of the existing interchange – 3 forms: Standard diamond, tight diamond, and partial cloverleaf.
- Identifies capacity deficiencies at the current interchange and along Oregon 214 east of the interchange.
- Notes a high crash frequency at many points on Oregon 214 east of the interchange.
- Recommends replacing existing interchange with a partial cloverleaf (loop ramps for Oregon 214 traffic entering I-5, but not for I-5 traffic exiting to Oregon 214).
- Includes the statement: "To date, there has been no study done to demonstrate the value [or lack of value] to the state transportation network of a second interchange in north Marion County."

3.1.4.9b Woodburn Interchange Project Revised Environmental Assessment (2006)

- *FHWA determined that there would be no adverse significant impact on the human or natural environment.*
- *The selected build alternative is a hybrid of the widen north and widen equal alternatives that would reconstruct the interchange to a partial cloverleaf-A and widen the structure to the north to accommodate additional lanes. Oregon 219 and 214 would be widened to the north or equally to both sides depending on the segment. Sidewalk and bike lane*

improvements and additional improvements to city streets are included.

3.1.4.10 Draft Oregon Statewide Transportation Strategy- Oregon Sustainable Transportation Initiative (May 1012 Draft, adoption pending)

- *Part of the larger effort known as the Oregon Sustainable Transportation Initiative (OSTI), and integrated statewide effort to reduce greenhouse gas (GHG) emissions from Oregon's transportation sector.*
- *On or before February 1, 2014, the Land Conservation and Development Commission and the Department of Transportation shall report to the House and Senate interim committees related to transportation on progress toward implementing the land use and transportation scenario.*
- *Developed recommendations to reduce GHG emissions for passenger, commercial, freight, and air transportation*
- *DLCD must make recommendations as to how the planning requirements should be extended to metropolitan planning organizations serving areas with populations of more than 200,000 or to cities located outside the boundaries of metropolitan planning organizations that have significant levels of commuting trips to destinations within the boundaries of a metropolitan planning organization*

3.1.5 Summary of Regional Plans

3.1.5.1 Salem-Keizer Area Transportation Study (SKATS) Regional Transportation Systems Plan (RTSP) 2011 Update

- *The goals and objectives were revised to reduce redundancy.*
- *Includes maps that show data on demand/capacity and crashes.*
- *Includes functional classification maps, and bicycle and transit maps.*
- *Includes funding discussion. Forecasted Marion County revenue for capital projects (2011-2035) is $44,434,800.*
- *Project lists include $6,621,252 in committed projects and $53,943,085 included projects (2011-2035).*
- *Discusses the impacts to air quality, cultural resources, environmental resources, greenhouse gases, historic resources, travel time/congestion, and environmental justice.*
- *Recognizes that the Kuebler Boulevard/Cordon Road/Hazelgreen Road corridor is a regionally significant circumferential route around the Salem-Keizer urban area. Marion County has designated the portion of Cordon Road from OR 22 to Hazelgreen as a Throughway in order to facilitate the free flow of traffic around East Salem and Keizer.*
- *Discusses outstanding issues including: Funding, pedestrian and bicycle, goods movement, Salem River Crossing, Brooklake and Chemawa Interchanges, Cordon Road/OR 22 intersection, and future regulations.*

3.1.5.2 Marion and Polk Counties' Regional Transportation Enhancement Plan (1998)

- Basic Question: "How can transportation choices increase for the region's senior and disabled residents without additional funding?"
- Goals: Increase transportation choices; Enhance local community autonomy; Create a

customer-oriented focus for planning and development; Keep the regional system accountable; Enhance community sustainability; Promote regional planning; Use, where possible, technology to maximize efficiency of operations, planning, and administrative functions.

- Short term action: Create two transit routes serving north Marion County and central Polk County – initially provided by WHEELS; now operated by CARTS.
- Market the benefits of the regional transit system.
- Identifies five-days a week, twice a day existing fixed-route service: Silverton>Mt. Angel>Gervais >Donald>Aurora>Hubbard>Woodburn (Mall 99)> Mt. Angel>Silverton.
- Identifies Wednesday-only existing fixed-route service Salem Cherriot Station>Lancaster Mall>Silverton>Mt. Angel>Woodburn (Mall 99)>Lancaster Mall>Cherriot Station.

3.1.5.3a Willamette River Crossing Capacity Study (1998)

- Investigated the potential need for and possible benefits of additional capacity for vehicle travel across the Willamette River.
- Notes 56% of current trips on the Center/Marion bridges have both ends within the SKATS area; 37% is internal-external and 7% is external-external.
- Notes that "Further improvements to the existing bridges or building an additional bridge directly adjacent to the existing bridges would have limited effectiveness due to the significant constraints of the surrounding street network.
- Considered 16 potential bridge locations throughout the Salem-Keizer area and beyond.
- Eliminated many alternatives as having too much impact on established neighborhoods, parks, historical landmarks, and other resources, or for not yielding enough benefit, or costing too much.
- Alternatives suggested for further study are Tryon Street, Pine Street, Kuebler Blvd, and a beltline alternative.

3.1.5.3b Salem River Crossing Project Draft Environmental Impact Statement (DEIS) (2012)

- *The Willamette River is a major travel barrier between the east and west sides of Salem, as well as I-5 and the Oregon Coast.*
- *The significant growth in the metropolitan area since construction of the last bridge in 1952 has led to congestion and safety issues.*
- *The purpose of the study was to identify projects that would improve mobility and safety and reduce congestion.*
- *The DEIS evaluates a no-build alternative and eight build alternatives with various modifications, with associated changes to the street network.*
- *Build alternatives include bridge locations just north of the Marion Street Bridge, between Hope and Tryon, and between Hope and the Pine/Hickory couplet.*
- *The project team is in the process of selecting the preferred alternative.*

3.1.6 Summary of Other Plans

3.1.6.1 Bathymetric Survey and Dredge Plan – Willamette River Miles 80-97 (1998)

- Considered the feasibility of dredging a 100' wide, 6' deep navigation channel in the

Willamette River from Mile 80 (Salem) to mile 97 (Independence). The focus seemed to be on feasibility of excursion vessels, rather than commercial freight vessels.

- Notes significant shoaling (sand and gravel causing a shallow river) just north of the Salem bridges.
- Assumed dredged material would be desirable to aggregate businesses.
- Estimated cost of dredging a 100' wide, 6' deep channel to be approx $750,000 from the Salem Bridges to Independence, and approx $1.2 million including the shoaling just north of the Salem bridges.

3.1.6.2 Brooks - Hopmere Community Plan (2000)

- Estimates current Brooks population of about 374 people in 204 housing units.
- Assumes slightly more transportation – intense development than previous.
- Recognizes that Brooklake Road will be close to capacity within the planning horizon.
- Raises the possibility of a 'bank' to fund capacity improvements through developer contributions.
- New development must be reviewed to ensure no adverse impact on transportation system.

3.1.6.3 Detroit Lake State Park Master Plan (2002)

- Recommends renovation and relocation of some facilities, and building some new facilities, but nothing that would significantly increase their level of usage.
- Plan would convert many tent sites to a smaller number of larger, full hook-up sites.
- Recommends construction of a pedestrian and bicycle connection between the State Park campground and the City of Detroit.
- Notes boating capacity issues at peak periods near boat ramps and parking capacity issues at Mongold and campground.
- Recommends better connections between State Park and Forest Service trails.
- Recommends improving safety of vehicular connections to Oregon 22.
- Proposes minor expansion of Mongold day use area.
- Proposes new group camp at Tumble Creek.

3.1.6.4 Rural Community Plans

- Unincorporated community plans and land-use inventories have been developed for Marion, Mehama, Monitor, Quinaby, Fargo Interchange, Butteville, Labish Village, Macleay, Shaw, and the Turner Interchange. These include detailed zoning maps and inventories of existing uses and vacant parcels. They do not include any significant transportation recommendations.

3.1.6.5 Salem-Keizer Area Transit District Strategic Business Plan (2004)

- The plan includes establishing a Keizer transit center (near N. River/Chemawa) in 2005 and South (S. Commercial near Madrona) and East (Lancaster Mall area) transit centers in 2007-09.
- These additional transit centers would allow shorter routes and transfers between area routes so that riders would not have to go downtown to get to a neighboring route.
- 'Trunk' lines with very frequent service would be installed between downtown and these

transit centers. Routes would also be investigated connecting these transit centers to each other

- Plans to work towards implementing in 2005-06 a 'High Priority Transit Corridor' for which buses would receive signal priority, reduced cross-street traffic, and a special lane on Broadway and North River Road.
- Increased use of technology, to measure service and ridership, speed up the fare collection process ('smart cards'), and to notify customers where buses are, when they're expected to arrive, etc.
- Notes that service between Salem and Wilsonville (and connecting to Portland) is being heavily used.
- Proposes a feasibility study for a downtown Salem trolley

3.1.6.6 Willamette River Commercial Navigation Feasibility Study - Informational Update (Mid-Willamette Valley Economic Development District, 1994)

This study analyzes the feasibility of dredging the Willamette River for commercial barge traffic between the Yamhill River and the Salem/Independence area. The river was previously dredged by the Army Corps of Engineers in the 1970s. The study reviews potential economic, wildlife and farm-related impacts; and analyzes costs and jurisdictional/regulatory issues.

- The study finds a potentially significant economic benefit from dredging aggregate and using the river to transport aggregate and other bulky materials (i.e., using general Army Corps of Engineers criteria). Five out of 24 companies responding to a survey said that they were "very interested" in barging products. Four of those companies said they would be willing to invest in or share the cost of river docking and loading or port facilities.
- The report indicates potential environmental impacts of and regulatory requirements for dredging. An Oregon Water Research Institute study is studying potential impacts to salmon species.

3.1.6.7 Willamette Valley Transportation Strategy, Phase One Report (ODOT, 1995)

This plan was developed by the Valley Policy Advisory Committee on Transportation (VPACT) for ODOT, and includes three primary goals: mobility, industrial growth and livability, with emphasis on livability. The plan includes two components: a Transportation Development Strategy and the formation of a Valley Livability Council (Transportation Coordination Strategy). The former recognizes highways as the backbone of the Valley's transportation system for people and freight, but places increasing emphasis on:

- Developing urban transit;
- Developing intercity rail passenger systems and other alternatives to the single occupant automobile;
- Providing improved inter-modal domestic freight facilities and rail connections to the Port of Portland;
- Encouraging travel demand management strategies; and
- Implementing user fees.
- The Willamette Valley Transportation Strategy is part of the Oregon Transportation Plan. It is presented as a guide for local, regional, and state government decision makers and private and public transportation providers.

3.2 TRANSPORTATION ISSUES

Issues identified through public involvement and from staff during the update process will be summarized in this section.