

## CHAPTER 3: BACKGROUND AND EXISTING PLANS

This section 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 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) is included below in plain text. Information added since the development of the original RTSP 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 Some jurisdictions' plans that were included in the 1998 TSP have been superseded by subsequent planning efforts; plans that have been superseded are not included in this update.

The purpose of this section 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.

#### 3.1.1 Summary of Other Agencies' Plans

##### City Plans

- The following cities are anticipating significant growth: Aumsville, Aurora, Donald, Gervais, Hubbard, Jefferson, Keizer, Mt. Angel, Salem, Silverton, Stayton, Sublimity, Turner, and Woodburn.
- Many cities are facing a major transportation funding shortfall.
- Many cities are proposing many projects (approximately \$100 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.
- Many cities promote access management as an effective way to preserve their roads.
- 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.

### **State, Adjacent County, and Regional Plans**

- Marion County's plan is consistent with all other agency plans.
- 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 adopted stricter access management policies and interchange spacing policies.
- ODOT has adopted higher standards for road performance, despite its apparent lack of ability to meet them with current resource levels.
- Freight rail traffic is expected to increase significantly, and will also necessitate significant funding increases to maintain service levels.
- Increased transit service is promoted.
- Bicycle and pedestrian travel is promoted.
- Reducing peak hour traffic volumes is promoted as an alternative to construction projects.
- Barge traffic on the Willamette remains an option, but not likely a cost-effective one.
- Air travel is promoted, but no major plans for new or expanded airports in Marion County.

#### **3.1.2a Marion County Comprehensive Plan (1981)**

*Note: The Transportation Element of this plan has been superseded (in rural areas) by the 1998 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.

### **3.1.2b Marion County Urban Growth Management Framework (2002)**

- *Provides 2050 population forecasts as a long-range planning tool for cities (not a coordinated, adopted forecast as required by statutes), 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 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/11<sup>th</sup> St.*

### **3.1.4a Aurora Transportation System Plan (1999)**

- *Includes the objective to provide a greater degree of safety for pedestrians walking along Oregon 99E.*
- *Promotes alternative modes of transportation, transportation demand management programs, and transportation system management.*
- *Objective: Develop an efficient road network maintaining LOS D or better.*
- *Objective: Develop a more pedestrian-friendly Aurora consistent with historical preservation goals.*
- *Policy: Protect the function of existing and planned roadways, consider impacts of land use action, preserve right-of-ways, consider potential of accessways, paths, or trails before vacating any right-of-way.*
- *Integrate new arterial and collector routes into a grid system with an emphasis on reducing pressure on traditionally heavy routes.*
- *Goal: Provide sidewalks, bikeways, and safe crossings on arterial and collector streets demonstrating those needs and in a manner consistent with the historic nature of Aurora*
- *Provide shoulders on rural collector and arterial streets.*
- *Develop an access management strategy for Oregon 99E.*
- *Coordinate road improvement schedules with ODOT and Marion County.*
- *Proposes reconfiguration of the Ehlen Rd/Airport Rd intersection (has since been completed).*
- *Recommends consideration of measures to limit cut-through traffic in Aurora: potential Arndt Road interchange (Direct access Canby to I-5), and/or increasing travel time from Ehlen Rd interchange to Canby. Efforts would be coordinated with Clackamas County.*

### **3.1.4b Aurora Comprehensive Plan Update (2002)**

- *Forecasts a population of 1262 in 2020.*
- *Identifies potential industrial land north and west of the current urban area.*
- *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.*

### **3.1.5 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.*
- *Proposes widening the Whiskey Hill Road bridge at the county line to 32 feet.*

- *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.*
- *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."*

### **3.1.6 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.*

### **3.1.7 Donald Comprehensive Plan (1980)**

- 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.

### **3.1.8 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.

### **3.1.9 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.*

**3.1.10 Hubbard Transportation System Plan (1999)**

- *Identifies maintenance of existing streets with poor to fair pavement conditions as top priority.*
- *Look for access management opportunities along Oregon 99E; develop Broadacres Rd to J St to Whiskey Hill Rd as an east-west route.*
- *Apply to open J St railroad crossing and improve intersection at Oregon 99E.*
- *Realign the intersection of D St and Oregon 99E.*
- *Add a truck route.*
- *Update design standards, goals, and policies.*
- *Transit facility at Riveness Park coordinated with the "North Marion County Service."*
- *Notes a 1977 Hubbard Comp Plan recommendation for an interchange at I-5 and Broadacres Road.*
- *Recommends extending existing collectors and arterials to provide for good local circulation and connection to intra-county and inter-county facilities.*
- *Plans a new perimeter collector from Mineral Springs Rd around the northern perimeter of the city and south to Whiskey Hill Rd.*
- *Plans substantial improvements to 3<sup>rd</sup>, 5<sup>th</sup>, D, and J Streets within the city.*

**3.1.11 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.*

**3.1.12 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 5<sup>th</sup> 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.*

### **3.1.13a Keizer Comprehensive Plan (1992 periodic review)**

- *Proposes a study for Lockhaven Dr. from N. River Road to Chemawa interchange for future widening, noise buffering, and pedestrian crossing (safety is a concern near middle school).*
- *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.*
- *Recommends increasing transit service to Clear Lake area, McNary Town Center, Chemawa Center.*

### **3.1.13b Keizer Transportation System Plan (2000)**

- *Forecasts a Keizer population of 35,698 in 2020.*
- *55% of Keizer trips were home-based non-work trips.*
- *Designates North River Rd. and Lockhaven Dr. as major arterials.*
- *Recommends improvements to traffic flow on Lockhaven Dr. to and from I-5.*
- *Recommends study of access management along North River Road.*
- *Supports a SKATS RTSP goal of restoring commercial navigation through the upper Willamette River where environmental impacts can be mitigated or minimized and economic justification exists.*
- *Goal: A safe pipeline into and out of Keizer.*
- *Notes Washington County's plan to start rail service from Beaverton to Wilsonville in 2003-2004 [now 2008] and the possibility of extending service to the Salem-Keizer area.*
- *Objective: Preserve all rail corridor rights-of-way for transportation-related uses.*

### **3.1.13c 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.*

#### **3.1.14 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.*

#### **3.1.15 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.

#### **3.1.16a 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.

#### **3.1.16b Mt. Angel Transportation System Plan (1997)**

- *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.*

### **3.1.17a Oregon Highway Plan (1999)**

- *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.*

### **3.1.17b 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.*

### **3.1.18 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. 8,500 annually].*

### **3.1.19 St. Paul Comprehensive Plan (1978 and 1985 amendments)**

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

### **3.1.20a 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).

### **3.1.20b Salem Transportation Plan (1998)**

- *Provides a street classification system for Salem.*
- *Provides design standards and typical cross sections for streets.*
- *Identifies recommended roadway improvements for city streets.*
- *Recommends the following improvements for Marion County:*
  - High Priority:*
    - < *Align Market Street with Swegle Rd at 45<sup>th</sup> Ave; widen to standards*
    - < *Interstate 5 from North Santiam Interchange to Delaney Rd Interchange (Widen to three lanes each direction; raise Battle Creek bridge)*
    - < *Blossom Dr from Indian School Rd to Portland Rd (Widen to standards)*
  - Medium Priority:*
    - < *Install traffic signal and turn lanes at intersection of Cordon and MacLeay Roads*
    - < *Lancaster Drive access management project, State St to Silverton Rd*
    - < *Cordon Rd / Oregon 22 Interchange*
    - < *Cordon Rd and Pennsylvania Ave (Add left turn lane)*
    - < *State St from Lancaster Dr to Cordon Rd (Widen to 3 lanes, curbs & sidewalks)*
    - < *Ward Dr from Fisher Rd to Lancaster Dr (Widen to 3 lanes, curbs & sidewalks)*
    - < *Center St from Lancaster Dr to Cordon Rd (Widen to 3 lanes, curbs & sidewalks)*
  - Lower Priority:*
    - < *Kale Rd from Portland Rd to Cordon Rd (Widen to 3 lanes, curbs & sidewalks)*
    - < *Sunnyview Rd from Lancaster Dr to Cordon Rd (Widen to 3 lanes, curbs &*

- sidewalks)
  - < *Brown Rd from Sunnyview Rd to Silverton Rd (Widen to standards)*
  - < *Hollywood Dr from Silverton Rd to current City Limits (Widen to standards)*
  - < *Auburn Rd from Cordon Rd to Lancaster Dr (Widen to standards)*
  - < *MacLeay Rd from Cordon Rd to Pennsylvania Ave (Widen to standards)*
  - < *45<sup>th</sup> Ave from Silverton Rd to Ward Dr (Widen to standards)*
  - < *Herrin Rd from 45<sup>th</sup> Ave to Cordon Rd (Widen to standards)*
  - < *Kuebler Blvd from Croisan Creek Rd to Viewcrest Dr (Widen to standards)*
  - < *Viewcrest Dr from Keubler Blvd to Viewcrest Extension (Widen to standards)*
- *Recommends increased frequency, extended hours of operation, and expanded weekend service 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 subcenters, 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.*

### **3.1.20c Salem Transportation System Plan – 2000 and 2001 Amendments**

- *No changes significantly affecting the Marion County Rural Transportation System Plan.*

### **3.1.20d Salem Transportation System Plan – 2005 Amendments**

- *Removed a ‘capacity freeze’ on the Keubler/Cordon circumferential route.*
- *Notes planned traffic signal and intersection improvements at the intersection of Cordon Road with MacLeay Road and a left turn lane on Cordon Road at Gaffin Road.*
- *Specifically identifies the need for an additional bridge across the Willamette River.*
- *References development of the Salem Regional Employment Center east of Keubler Blvd between Turner Rd and Hwy 22.*

### **3.1.21 Salem-Keizer Area Transportation Study (SKATS) Regional Transportation Systems Plan (RTSP) 2002 Update**

- *Promotes compact development with higher population densities and mixed land uses.*
- *Encourage transit-, pedestrian-, and bicycle-friendly developments.*
- *Forecasts 270,500 residents of the Salem-Keizer UGB and 281,000 residents of the SKATS area by 2025 (both 33% increases).*
- *Forecasts 123,313 jobs in the Salem-Keizer UGB and 125,072 jobs in the SKATS area by 2025 (both 33% increases). 95% of employment growth is forecast to be east of the Willamette River.*
- *Notes a downward trend in number of air flights using McNary Field.*
- *Notes a 31% decline in Amtrak passenger boardings from 1985 to 1994 and a 193% increase from 1994 to 2001.*
- *Notes a 60% increase in Cherriots transit ridership from 1991 to 2001.*
- *Notes a ridership of about 47,000 people using the CARTS regional transit program in July*

2000 through June 2001; 16,500 in Marion County.

- Notes an 80% increase in traffic crossing the River in Salem from 1981 to 2000.
- Identifies significant funding shortfalls for virtually all aspects of the Salem-Keizer regional transportation system.
- Recommends a pedestrian/bicycle improvement on Center Street from Cordon to 63<sup>rd</sup>.
- Recommends a multi-use path in place of the existing Geer Railroad line from the I-5 right-of-way to 63<sup>rd</sup> Ave (remove rails and install pathway).
- Recommends a multi-use path in place of the existing Burlington Northern – Santa Fe rail line within Salem and extending to the southwest.
- Recommends ‘bicycle facilities’ extending out from Salem to the SKATS boundary on S. River, Skyline, Liberty, Sunnyside, and Sunnyview Roads.
- Recommends traffic signal interconnection throughout the Salem-Keizer Urban Area.
- Designates Cordon and Hazelgreen Roads as “existing freight-supportive roadways.”
- Identifies potential improvements to McNary Field Airport, including reconstruction of the terminal building and possible lengthening of the main runway. This is not expected to significantly increase traffic at the airport.
- Explores the possibility of maritime freight transportation (barges) on the Willamette River, reaching the explanation that it would require substantial dredging that would encounter significant cost and environmental issues, thus not being worth exploring at this time. Recreational and excursion-boat use of the river is possible.
- Identifies future ramp and electrical improvements at the Wheatland Ferry.
- Goal: Preserve rail rights-of-way that may be abandoned for future transportation-related uses.
- Promotes improvements to the rail system serving the Salem-Keizer area, including improvements to track north and south of the area.
- Identifies the possibility of passenger service along the BNSF/P&W line from Salem/Keizer to Wilsonville and Beaverton.
- Outlines several Transportation Demand Management and rideshare programs serving commuters to the Salem-Keizer area.
- Goal: A balanced regional transportation system that affords the residents and businesses in the Salem-Keizer area a range of viable modal options for the movement of people and goods.
- Designates a regional Congestion Management System (CMS) (for monitoring and analysis of congestion and use of major travel corridors) consisting of many of the major roads in Salem/Keizer, including Cordon Road and Hazelgreen Road.
- Support for bus service to potential park-and-ride locations near the ‘major corridor entry points to the region.’
- Recommends a future signal interconnect on Cordon Road from State St to Silverton Rd.
- Goal: An integrated transportation system that provides convenient service in the interregional and interstate corridors.
- Policy: Support public and private efforts to develop and implement appropriate expansions of bus and rail service, including commuter rail, between the Salem-Keizer area and locations outside the region.
- Support intercity Amtrak rail service and thruway bus service, the CARTS regional transportation system, rail improvements (including high speed rail).
- Recommends a feasibility study with county staff of bus service connecting Salem/Keizer with cities in Marion and Polk counties.
- Recommends study to determine impact of future Keizer Station development on the

*Chemawa interchange.*

- *Refers to the Willamette River Crossing Study identification of the Tryon / Pine corridor as the preferred location for the eastern terminus of a future bridge across the Willamette. The plan identifies a need for additional capacity across the Willamette River.*
- *Recommends a signalization / realignment project at Cordon Rd / Macleay Rd.*
- *Recommends adding left turn lanes on Cordon Rd at Herrin Rd and Pennsylvania Ave.*
- *Recommends study of the area to determine the necessity and feasibility of a new interchange between Cordon Road and Oregon 22. If a new interchange is not appropriate, recommends reconstructing the existing overpass to address functional and safety issues.*
- *Recognizes that the region faces a significant financial shortfall in the foreseeable future.*

### **3.1.22 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.*

### **3.1.23a 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.*

### **3.1.23b Silverton Transportation System Plan (2000)**

- *Identifies access management strategies for Silverton Rd, Oregon 213, and Oregon 214 within the UGB.*
- *Notes existing LOS F on C St at Water St and on First St at C St (southbound right turn); LOS E on C St at McClaine St.*
- *Notes lack of sidewalks on C and Jefferson Sts, Hobart, Monitor, and Steelhammer Rds, and Eureka Ave.*

- *Notes that Willamette Valley RailRoad in Silverton is considered “excepted” – freight service only with maximum speeds of 10 miles per hour.*
- *Describes “The Silver Trolley” – fixed route hourly van service on Mondays and Wednesdays in town, with dial-a ride availability on Fridays. Links with regional transportation system.*
- *Recognizes ‘inadequacy’ of service for the transportation disadvantaged.*
- *Projects a 2020 population of 9,965 – essentially buildout of UGB at existing zoning.*
- *Proposes a north-south collector between Silverton Rd and Pine St (Hazelgreen Rd).*
- *Proposes a north-south collector east of the city, possibly extending Monitor Rd to join to Ike Mooney Rd near Water St/Oregon 214.*
- *Proposes traffic signals or roundabouts at Westfield/C/McClaine and C/Water.*
- *Proposes traffic signals at First/C, Water/Oak and Water/Main.*
- *Recommends street widening of Silverton Rd, Cascade Hwy, Eureka Ave, C St, Hobart Rd, Monitor Rd, Pine St, South Water St, Westfield St, and Steelhammer Rd.*
- *Recommends not widening collectors and arterials in established neighborhoods.*
- *Recommends development of a traffic calming program for city streets.*
- *Recommends expansion of the ‘Silver Trolley’ transit service.*
- *States the desirability of intercity bus service between Silverton and Woodburn.*
- *Recommends development of park-and-ride lots in connection with inter-and intra-city transit systems.*

#### **3.1.24a 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.*

#### **3.1.24b Stayton Transportation System Plan (2004)**

- *Identifies future capacity deficiencies on Cascade Hwy/1<sup>st</sup> Ave and Golf Club Rd and the Cascade Hwy / Hwy 22 Eastbound Ramp.*
- *Proposes widening Cascade Hwy/1<sup>st</sup> 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 1<sup>st</sup> 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.*

### **3.1.25a 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.

### **3.1.25b 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 9<sup>th</sup> 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/135<sup>th</sup> Ave, and Pine St.*

### **3.1.26a 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 3<sup>rd</sup> Street/Delaney Road and 3<sup>rd</sup> 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 3<sup>rd</sup> Street and Denver Street.’*

### **3.1.26b 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 3<sup>rd</sup> Street at Delaney Rd and possibly on 3<sup>rd</sup> 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 3<sup>rd</sup> and Denver Streets, rather than Chicago and 2<sup>nd</sup> Streets.*
- *Recommends vacating the right-of-way of unbuilt streets in flood areas south of town.*
- *Recommended Improvements: Upgrading the ‘commercial corridor’ of 3<sup>rd</sup> and Denver Streets with sidewalks, bike lanes, curbs, gutters, center turn lanes, parking, and storm drains; Improving 2<sup>nd</sup> and Gaston Streets to re-route access to 55<sup>th</sup> 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 3<sup>rd</sup> Street north of Mill Creek to focus commercial activity on the ‘downtown’ core.*
- *Recommends access management along the 3<sup>rd</sup> 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.”*

### **3.1.27a Woodburn Transportation Plan (1996) and Comprehensive Plan (1989)**

- Supports access management strategies.
- Identifies need to expand Oregon 99E and Oregon 214 to serve growth plans.
- Identifies three I-5 access alternatives for Woodburn: develop a split diamond interchange; develop a second interchange at Parr Road; and improve the existing interchange, including an option to convert to a partial cloverleaf configuration. (All three build alternatives include development of some kind of south bypass from Oregon 214 to Oregon 99E, as well as improvements to the city’s minor arterials and collectors.)
- Evaluates different intracity and intercity bus service options, including improvements to existing routes and new service from Woodburn to Portland and Salem.
- Recommends improvements, design standards, and new facilities for roadways, transit, pedestrians, bicycles, golf carts, and rail.

- Provides an access management analysis for the Oregon 214/Oregon 99E corridor.

### **3.1.27b 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.”*

### **3.1.28 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.*

### **3.1.29 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 Salem Bridges to Independence, and \$1.2 million including the shoaling north of the Salem bridges.*

### **3.1.30 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, the future of this project is unclear at this time.

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.

### **3.1.31 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.

### **3.1.32 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.*

### **3.1.33 Oregon 99E Corridor Safety Report (2002)**

- *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 54<sup>th</sup> St, realign 54<sup>th</sup> 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.*

### **3.1.34 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.*

### **3.1.35 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.*

### **3.1.36 Newberg Dundee Transportation Improvement Project Draft EIS (2002)**

- *Seeks to improve regional and local (Newberg-Dundee) transportation along the Oregon 99W corridor in the Newberg-Dundee area by reducing traffic congestion, primarily by investigating the provision of a bypass for through traffic around Newberg and Dundee.*
- *Reviews the impact of eight potential bypass corridors, plus a No Build Alternative.*
- *None of these corridors or alternatives extend into or through Marion County.*
- *Some involve interchanges between the bypass and Oregon 219 just north of Marion County.*

### **3.1.37 Resolution passed by the Marion County Board of Commissioners in 2001:**

- *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."*

### **3.1.38 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.*

### **3.1.39 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*

### **3.1.40 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; would also raise bridges at Albus and 72<sup>nd</sup>, 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 1<sup>st</sup> 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.*

### **3.1.41 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.

### **3.1.42 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.*

### **3.1.43 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.

#### **3.1.44 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.”*

## 3.2 TRANSPORTATION ISSUES

In addition to existing plans and studies, transportation issues were also compiled through public involvement and from County staff.

### 3.2.1 Transportation Issues Identified through Public Involvement

Public input (in the 1998 TSP process) was provided by citizens attending public open houses or responding to open house newsletters and by members of the Technical Advisory and Citizens Review Committees. A total of 240 comments were collected through this public involvement process. These comments were reviewed by County staff and the consulting firm of W&H Pacific and grouped into 10 main transportation-related categories. These categories are described below.

In many instances, comments consist of more than one transportation issue and overlap into two or more categories. For example, a comment for setting standards to limit the number of driveways along a section of road falls into both the “Access” category and the “Design Standards” category.

#### Access

A total of 21 comments were received that relate to transportation system access. In general, “access” pertains to the ability to enter or use the transportation system. Access to a transportation facility may be limited or denied due to physical conditions, such as roadway congestion, or policy requirements, such as the State’s ability to limit direct access onto highways from private property. An example of a comment on access is the desire to enter the Interstate highway system from outlying areas. Access issues can also be site-specific problems, like where high traffic volumes make it difficult to enter or exit the roadway. (Comments that relate to access for sidewalks, transit, and bicycle lanes were placed under the “Alternative Transportation Modes” category.)

#### Safety

A total of 66 comments pertain to transportation safety. “Safety” is identified as an issue when there is an unacceptable risk of injury or loss of property. Safety problems may be general, like truck/bicycle conflicts, or site specific, such as the need for guardrail at a certain location. Locations with repeated accident occurrences indicate potential safety problems. Comments related to safety include all modes of travel.

#### Capacity

A total of 33 comments relate to transportation capacity. “Capacity” is identified as an issue when there is an unacceptable level of congestion, or when the transportation facility is insufficient to meet existing or future demands. Examples of comments related to capacity include construction of a potential new bridge across the Willamette River, installation of signals at congested intersections, and construction of additional lanes on congested roads.

#### Design Standards

A total of 41 comments relate to design standards. Generally, these comments involve improving roadway facilities to meet existing geometric design standards; evaluating and possibly changing

the existing standards to improve the operation of the roadway; and using uniform design standards among jurisdictions. Examples of comments pertaining to design standards include the need for paved shoulders on some roads, limiting access onto arterials, and wider shoulders for bicycle traffic.

### **Transportation System Connectivity**

A total of 30 comments relate to transportation system connectivity. “Connectivity” is necessary to allow efficient travel from one location to another. Several of the comments received are specific to roadway projects, which have been identified previously, such as a new bridge crossing over the Willamette River or a new interchange on I-5. Other connectivity comments address constructing or improving roads around communities and connecting bicycle/pedestrian facilities.

### **Alternative Transportation Modes**

A total of 69 comments relate to alternative transportation modes. “Alternative transportation” includes travel by bicycle, foot, transit, commuter rail, and telecommuting. Several comments indicate a need for county-wide transit service with park-and-ride facilities and the use of existing rail lines for commuter rail service.

### **Air/Water/Rail Transportation**

A total of 32 comments relate to air, water, and rail (freight and non-commute passenger) transportation. Several comments pertain to safety problems at rail crossings, both at-grade and above-grade. Other comments indicate a general need for rail service, including retention of spurs serving industrial areas. Comments related to air service question the future use of airfields in Aurora and Gates, and the feasibility of scheduled passenger service from Salem.

### **Trucking**

A total of 35 comments relate to trucking. Comments range from a general concern about moving goods from “farm to market”, to more specific concerns, like recommending truck routes in certain areas. Several comments address conflicts between bicycles and trucks, and between trucks and peak hour traffic. A few comments suggest that the rural road classification and roadway geometrics may not be up to date with current trucking equipment (i.e., longer trailers require greater turning radius).

### **Land Use/Transportation Relationships**

A total of 34 comments pertain to the relationship between land use and transportation. This category addresses the interaction between urban and rural land uses and traffic; the impact of roadway development and maintenance on the environment; the relationship between growth and the transportation system; and the impacts of transportation on the livability of communities.

### **Policy & Intergovernmental Issues**

A total of 75 comments relate to policy and intergovernmental coordination. This general category covers a wide range of comments and suggests policy direction for the TSP. Examples of comments in this category include changing and enforcing speed limits, enforcing trucks to stop at weigh stations, coordinating standards and policies with other jurisdictions, and encouraging transportation demand management (TDM) policies.

### **3.2.2 Issues Identified by County Staff**

County staff also identified issues for the TSP. Members from the Design, Surveying, Construction, Land Use, Traffic, and Planning Sections along with the Director of Public Works identified 206 transportation issues in the County. Most of these issues were site specific and the majority of issues involved some aspect of safety. Input by County staff provided a mix of site specific, technical issues to supplement the broad range of general issues from the public.

### **3.2.3 Summary of Transportation Issues**

Once all of the comments were collected through the public involvement process and from County staff, site-specific issues were separated and evaluated by members of the planning team. These site-specific issues were grouped into the following categories:

#### **Safety**

A total of 49 issues pertain to safety. These issues involve sight distance, accidents, poor alignment, and bridge crossings. A number of safety issues also involve the need for intersection reconfiguration or traffic control.

#### **Non-Safety**

A total of 37 issues pertain to traffic control and intersection reconfiguration. Traffic control issues generally involve signals, left turn lanes, and changes to intersection control. Most of the reconfiguration issues involve “Y” intersections, skewed approaches to intersections, or confusing intersections.

#### **Planned Improvements, Urban Issues, and Undocumented Issues**

Four issues were identified that are already planned projects for 1997 or 1998. Another eight issues were identified in urban areas that involve traffic control or intersection reconfiguration and will not be included in this plan because of the plan’s rural emphasis.

A total of 44 issues were perceived problems rather than factual and no evidence could be found to support the notion that these locations actually present problems. These issues are considered undocumented issues for now and will be reviewed periodically to check for actual problems. Of these undocumented issues, 33 pertain to perceived safety issues, 8 involve perceived reconfiguration needs, and 3 involve perceived traffic control deficiencies.

#### **Widenings**

A total of 18 issues involve lane or shoulder widening (or both) on rural roads. Three other widening issues were identified in urban areas, but will not be addressed in this plan.

#### **Bridges**

Four rural bridges have sufficiency ratings under 50. Bridges with sufficiency ratings below 50 warrant rehabilitation or replacement and are considered issues for the County. Other bridge issues that present safety problems are included under “safety” issues.

**Drainage**

A total of 14 issues involve drainage problems. Some problems are due to widespread high water from flooding. Other problems are due to inadequate drainage that contributes to flooding of adjacent properties.

**Corridor Studies**

A total of 10 County corridors were identified as issues in need of study. These corridors are broken down into three groups: regional corridors, semi-regional corridors, and local corridors.

**Special Studies**

Three additional issues were identified as needing further study. These issues include: a second I-5 interchange near Woodburn, an interchange at Oregon 22/Cordon Rd, and a feasibility study for another bridge over the Willamette River.

A summary of transportation issues is provided in Appendix A and lists all of the site-specific issues identified through public involvement or by County staff. These issues provide the starting point for determining individual transportation improvement needs.

Non-site specific issues were also useful in developing the TSP. They were used in formulating goals and objectives; identifying deficiencies in existing policies and design standards; and formulating strategies for alternative transportation modes, especially public transportation.

The process developed the issues considered in the 1998 RTSP and many of these issues have since been corrected and other new issues have arisen.