CHAPTER 7: DEVELOPMENT AND EVALUATION OF 20-YEAR STRATEGIES

In the 1998 Rural Transportation System Plan this section defined the County's strategy for future maintenance and improvement of our transportation systems. This section is repeated here with no substantial changes, as the County's strategy has not changed with this updated document. While minor revisions have been made to the goals and objectives, the County's general transportation strategy of inter- and intra- County mobility still remains the best approach to reach our goals and objectives.

7.1 DESCRIPTION OF STRATEGIES

evaluates the strategies we developed for our Transportation System Plan. As a starting point to arrive at suitable strategies, we reviewed several alternatives included in the Transportation Planning Rule Guidelines. A description of these are:

7.1.1 No-Build Alternative

This alternative is to show what would happen to our current system if no changes are made other than committed projects and improvements to existing services such as transit service. This alternative is not consistent with the policy direction of the Willamette Valley Transportation Strategy, Oregon Transportation Plan, and other policy actions at the State and regional level. However, it will still be considered for purposes of comparison.

7.1.2 Transportation System Management (TSM) Alternative

TSM focuses on maximizing the efficiency of the existing system and mitigating safety problems by implementing traffic control improvements, access management strategies, and land use controls. Although several TSM actions would be beneficial to the County, a TSM alternative by itself would not sufficiently address the farm-to-market and countywide transportation issues that the transportation system needs to address.

7.1.3 Transportation Demand Management (TDM) Alternative

TDM focuses on strategies to reduce or contain the demand for transportation facilities, especially during the peak periods of travel. TDM strategies include shifting work schedules away from peak periods, compressing the work schedules into fewer days, rideshare programs, telecommuting, and alternative modes such as transit, bicycling, and walking. This alternative is especially effective in managing commuter traffic. However, due to the rural nature of the County, an alternative based solely on TDM would not adequately address many of the farm-to-market, freight, and business needs of the County.

7.1.4 Transit Alternative

This alternative looks at providing transit service where none exists or at improving or expanding existing service. Transit service can include fixed route and para-transit service as well as park-and-ride facilities along major bus routes. Marion County residential and employment areas outside of the Salem/Keizer urban area are not likely to achieve density levels high enough to

support a fixed countywide transit system, with the exception of a few shuttle-type routes between cities. In addition, many of the existing and future transportation problems in the rural County are primarily safety related or involve short corridor capacity needs that transit improvements will only marginally improve. A public transportation feasibility study conducted by the Mid-Willamette Valley Council of Governments for this transportation plan recommends that the function of a transit system in Marion County should be to provide access from outlying cities to Salem for commuter and daily business travelers, and to improve para-transit service for County residents without other travel options to conduct personal business, seek medical services, or visit friends. As such, a transit-only alternative that focuses on developing a fixed route, countywide transit system would not be suitable for Marion County. Instead, recommendations from the MWVCOG transit study, which identified the need for commuter shuttles, have been incorporated as part of an overall transportation strategy.

7.1.5 Roadway Improvement Alternative

This alternative focuses on improvements to the existing system by providing capacity for cars, trucks, and buses. Some of the improvements could be large-scale roadway improvements and involve refinement studies. While many roadway improvements are needed in the County, an alternative that focuses only on roadway improvements would be short-sighted and would do little do promote alternative, more fuel-efficient and environmentally responsible modes of transportation.

7.1.6 Land-Use Alternative

Land use alternatives involve evaluating different land use scenarios, which would eliminate the need for new transportation facilities, while allowing population and employment growth to be accommodated. While minor, isolated changes in land use plans may be appropriate, large sweeping land use changes would be disruptive to the large areas of agricultural and forest resources that are critical to the character and prosperity of the County. For this reason, a land-use alternative by itself would not be an appropriate strategy for Marion County.

7.1.7 Combination of Alternatives

Combining the alternatives would optimize overall transportation system performance. As discussed above, it is unlikely that any one of the above alternatives by itself would be able to address the large number and varying nature of commuter and rural needs of County residents. In addition, there may be components of each of the above alternatives that are not physically or politically feasible, while other components may not adequately resolve issues or problems.

Combining the alternatives allows the County to implement the most effective and feasible components from each. To combine alternatives, we developed nine conceptual strategies as follows:

1. No Build Strategy
2. Build it All at Any Cost
3. Inter-County Mobility
4. Farm to Market
5. Leave the Car at Home
6. Build/Do as Much as Possible
7. Intra-County Mobility
8. Perimeter Roads / New Development Patterns
9. Intra- / Inter-County Mobility

7.2 STRATEGY EVALUATION

Each of the nine strategies are described and evaluated below including how well they address the goals and objectives of the TSP. The results of this evaluation are shown in **Table 7-1**.

7.2.1 No Build

The No-Build strategy represents a baseline measure used to compare the effect of doing nothing versus the preferred strategy. The No-Build strategy assumes that the projects on the County's Capital Improvement Program (CIP) through the year 2006 will be completed over the 20-year planning period. Beyond 2006, the strategy assumes that no other capital projects will be done. No other program changes are included in this strategy, such as transportation system management, transportation demand management, transit, roadway improvements, and land use changes.

Table 7-1 shows that a No-Build strategy would make no progress in achieving the goals and objectives of the TSP. This strategy would do nothing to improve system safety or increase mobility, capacity, and accessibility. It would also do nothing to address the needs of the farming, trucking, and tourism industries that are critical for economic development in the region.

7.2.2 Build it All at Any Cost

This strategy represents a financially unconstrained approach to transportation planning. It consists of addressing all of the transportation needs in the County, regardless of the cost of doing so. While the majority of projects would involve roadway and capacity improvements, this strategy could also include TSM (Transportation System Management – making more efficient use of the existing system) and TDM (Transportation Demand Management – reducing the demand for vehicle travel) actions, a full-scale transit system, an extensive network of bicycle and pedestrian facilities, and a commuter rail system.

This strategy would make a moderate level of progress towards achieving the goals and objectives as shown in **Table 7-1**. It would thoroughly address safety needs, mobility, and accessibility needs, and would make some progress towards accommodating growth. However, this strategy does not take into account the relationship between land use and transportation. In addition, this strategy is financially irresponsible and unrealistic due to the unlikelihood that funding could be found to complete all of these projects over the next 20 years.

7.2.3 Inter-County Mobility

The term "inter-County" refers to travel between counties, or in this case, into or out of Marion County. This strategy focuses on travel where one end or both ends of a trip takes place outside of the County. The strategy is oriented towards agricultural and truck traffic, commuter traffic, and tourism.

Due to the agricultural nature of the County, bringing products from 'farm-to-market' often requires trips to be made outside of the County. Several cities in the County also serve as 'bedroom' communities to Portland and other large employment centers in nearby counties. As a result, a significant portion of daily traffic is made up of commuter trips. In addition, the County attracts a significant amount of tourism traffic from outside the County and this trend is expected to increase with the growing popularity of existing tourist attractions, such as Silver Falls State Park, the Oregon Garden, and the emergence of new tourist destinations. This strategy will effectively address the inter-County freight mobility, commuting, and tourism needs of the County. Components of this strategy would likely include safety and capacity improvements, bicycle and pedestrian improvements, TSM/TDM actions, and possibly transit and commuter rail service. **Table 7-1** shows that all of the goals and objectives are addressed fairly well under this strategy.

7.2.4 Farm-to-Market

This strategy would facilitate travel for trucks and farm vehicles by providing wider lanes and shoulders, adopting special design standards to facilitate truck traffic, and other safety improvements along heavily used truck routes. TSM actions could also be implemented as part of this strategy. Transit service, if included in this strategy, would likely be oriented toward para-transit for the transportation-disadvantaged.

Although this strategy addresses farm-to-market issues that make up a significant portion of transportation needs in the County, it would not provide sufficient transportation capacity for non-farm freight mobility and commuting needs, as shown in **Table 7-1**. In addition, this alternative will do little to promote alternative modes of transportation.

7.2.5 Leave the Car at Home

This strategy focuses on TDM measures such as telecommuting, compressed work weeks, a network of park-and-ride lots; transit service to these new park-and-ride lots; improved bus service to Wilsonville, Portland, and other large destinations; ride-sharing programs; alternative modes; parking strategies; and employer-based trip reduction programs.

Several components of this strategy are appropriate for a transportation plan, but a TDM strategy by itself would be more appropriate for a large urban area rather than a large rural area like Marion County. A 20-year strategy based solely on TDM actions would not adequately address most of the farm-to-market, tourism, and safety issues as shown in **Table 7-1**.

7.2.6 Build / Do as Much as Possible

This strategy represents a financially constrained approach where improvements would be based on geographic equity and prioritized by time of need and level of importance. Components of this strategy would include safety improvements, TSM/TDM actions, bicycle/pedestrian projects, transit service, and possibly some capacity improvements.

This strategy would be appropriate since it attempts to address as many needs as possible based on the available levels of funding. However, it lacks a clear planning strategy and only marginally considers the relationship between land use and transportation. This strategy is, for the most part, reactive rather than proactive since it does not provide a long-term vision and does not attempt to shape the transportation network to meet the future demands on the system.

7.2.7 Intra-County Mobility

The term "intra-County" refers to travel within the County, meaning that both the starting point and ending point of a trip occur inside Marion County. This strategy focuses on supporting trips internal to the County, primarily trips from town to town. It includes improvements to the road system and bicycle/pedestrian facilities along key routes that link cities in the County. Transit service would include commuter transit routes along key commuter corridors and would be supported by a system of park-and-ride lots.

This Intra-County strategy addresses many needs of the agriculture and trucking industry, commuters, and the transportation disadvantaged in that it attempts to improve the connection between larger urban areas and surrounding smaller cities. Similar to the Inter-County strategy, this strategy addresses all the goals and objectives of the TSP to a high degree, as shown in **Table 7-1**. It is also well suited for a rural County with issues on bringing products from farm to market.

7.2.8 Perimeter Roads (Circumferential Routes) / New Development Patterns

This strategy represents a long-term vision to provide circumferential roads around urban areas to reduce the amount of traffic through town. Several cities have indicated a desire to divert traffic, mainly commercial truck traffic and through auto traffic, around urban areas. This strategy attempts to re-direct much of the non-local traffic around urban centers to improve the livability within the urban areas, meaning that many cities may find it easier to pursue the pedestrian and bicycle friendly developments that enhance the "small town" concept. To facilitate this strategy, land use/zoning patterns would need to be reviewed and policies adopted to prevent commercial and residential development along these perimeter roads. Roadway improvements would be oriented towards developing the circumferential pattern, while bicycle/pedestrian improvements and transit service would be oriented towards the urban centers. This strategy represents a very aggressive, forward-thinking approach to planning a future transportation system. It examines the dual functionality of many urban throughways (truck/auto traffic versus bicycle/pedestrian traffic) that would otherwise have to be addressed by another strategy. While it addresses all of the goals and objectives to some degree as shown in **Table 7-1**, this strategy would almost certainly extend beyond the 20-year time frame. In addition, many concerns arise regarding compatibility of perimeter roads with perimeter land uses and the intent of the Transportation Planning Rule. For that reason, this concept will be discussed separately as a long-term conceptual issue (Section 13).

7.2.9 Intra- and Inter-County Mobility

This strategy combines the key elements of the Inter-County Mobility strategy (#3) with the key elements of the Inter-County Mobility strategy (#7). It focuses improvements on 'strategic

routes,' which are key corridors identified as being most critical to either Inter-County or Intra-County mobility (or both). Focusing improvements on these key corridors allows efficient use of funds to facilitate passenger and goods movement, while maintaining much of the County's rural character along other roads. As shown in **Table 7-1**, this strategy has many benefits.

7.3 BASIC ROADWAY NEEDS

Improvements that are absolutely essential for the maintenance and preservation of the County transportation system are included in the 20-year plan, regardless of which strategy is chosen. These improvements are referred to as "Basic Needs" and were identified as those projects that received a high project prioritization rating.

7.4 PREFERRED STRATEGY

Based on the evaluation in Section 7.1 and **Table 7-1**, the strategy that was determined to be the most appropriate for the County and best addresses the goals and objectives of the TSP was strategy #9, the combination of the Intra-County strategy and the Inter-County strategy. It was determined by the planning team, the Citizens Review Committee, and the Technical Advisory Committee that the Intra-County strategy should be pursued, but not at the exclusion of key Inter-County corridors. Therefore, the preferred strategy can be summarized as improvements that emphasize transportation along the County's primary Intra- and Inter-County corridors. The corridors that have been designated as strategic Intra-County or Inter-County corridors are shown in **Figure 7-1**.The preferred strategy is meant to facilitate safety and mobility for all users: truck drivers, residents, farmers, commuters, shoppers, and tourists. This strategy is consistent with the State policy in the Oregon Transportation Plan, which calls for facilitating the movement of goods and services and improving access in rural areas. Although another policy in the Oregon Transportation Plan discourages highway capacity improvements which primarily serve commuters from outside of urban growth boundaries, the preferred Intra-/Inter-County strategy is not intended to promote development and commuting outside urban areas; rather the Intra-/Inter-County strategy is intended to best facilitate the economic vitality of the Marion County region. Each of these strategic intra- and inter-county routes is also hereby designated a Strategic Freight Route – a route that is considered to be strategic in the movement of freight into, out of, within, and through Marion County. Each of these routes is also a key route for emergency response, and is thus also hereby designated a primary emergency response route. The County will continue to coordinate with emergency responders and managers to keep these route designations consistent with the routes most used in emergencies.

The improvements, which make up the Intra/Inter-County strategy, along with the basic needs (as described in Section 7.2), form the basis of the RTSP. These improvements are described in detail in Sections 8 and 9.

TABLE 7-1
EVALUATION OF STRATEGIES

LEGEND

- ● Provides exceptional achievement of the goal or objective
- ◕ Provides favorable achievement of the goal or objective
- ◑ Provides moderate achievement of the goal or objective
- ◔ Provides minimal achievement of the goal or objective
- ○ Provides negligible or no achievement of the goal or objective

Goals & Objectives	**Strategy 1** No-Build	**Strategy 2** Build it at any cost	**Strategy 3** Inter-county Mobility	**Strategy 4** Farm-to-Market	**Strategy 5** Leave the Car at Home	**Strategy 6** Build/Do as Much as Possible	**Strategy 7** Intra-County Mobility	**Strategy 8** Perimeter Roads / New Development Patterns	**Strategy 9** Combination of Intra & Inter County Mobility
Goal 1 – Improve Transportation Safety									
Improve System Safety for all Modes	○	●	◕	◕	◔	◕	◕	◕	◕
Overall Achievement of Goal 1	○	●	◕	◑	◔	◕	◕	◑	◕
Goal 2 – Provide an Accessible, Efficient, and Practical Transportation System									
Increase mobility and access options for Marion County system users	○	◕	◕	◔	◔	◕	◕	◕	◕
Facilitate goods movement into and out of area, increase freight mobility, and intermodel transfer	○	◕	◕	◕	○	◕	◕	◔	◕
Facilitate shipping of goods by the most efficient and least impactive means possible	○	◕	◕	◕	○	◕	◕	◕	◕
Address changing characteristics of trucking, aviation, agriculture, and rail industries	○	◕	◕	◔	◔	◔	◕	◔	◕
Facilitate system connections as needed to improve efficiency and access	○	◕	◕	◔	◔	◕	◕	◕	◕
Overall Achievement of Goal 2	○	◕	◕	◑	◔	◑	◕	◑	◕

Goals & Objectives	**Strategy 1** No-Build	**Strategy 2** Build it at any cost	**Strategy 3** Inter-county Mobility	**Strategy 4** Farm-to-Market	**Strategy 5** Leave the Car at Home	**Strategy 6** Build/Do as Much as Possible	**Strategy 7** Intra-County Mobility	**Strategy 8** Perimeter Roads / New Development Patterns	**Strategy 9** Combination of Intra & Inter County Mobility
Goal 3 – Provide Sufficient Transportation Capacity									
Accommodate existing needs and projected growth									
Adequately provide for the Transportation needs of residents									
Adequately provide for the Transportation needs of businesses, customers and visitors									
Encourage actions that reduce demand on transportation system									
Encourage actions that maximize value of existing system									
Overall Achievement of Goal 3									
Goal 4 – Recognize Fiscal Reality									
Facilitate best usage of available resources									
Be ready to use additional resources efficiently									
Facilitate procurement of grant funding									
Recognize that not all goals and objectives will be met to the ideal extent									
Overall Achievement of Goal 4									

Goals & Objectives	**Strategy 1** No-Build	**Strategy 2** Build it at any cost	**Strategy 3** Inter-county Mobility	**Strategy 4** Farm-to-Market	**Strategy 5** Leave the Car at Home	**Strategy 6** Build/Do as Much as Possible	**Strategy 7** Intra-County Mobility	**Strategy 8** Perimeter Roads / New Development Patterns	**Strategy 9** Combination of Intra & Inter County Mobility
Goal 5 – Work in partnership with communities to address needs									
Minimize adverse impacts of transportation system on quality of life in communities									
Minimize adverse impacts of transportation system on quality of life in rural areas									
Facilitate regional goods movement while minimizing conflict with central city livability									
Foster cooperation between the County and cities to address transportation issues									
Assist each community, when possible, to achieve its vision for the community									
Overall Achievement of Goal 5									
Goal 6 – Promote alternative modes of transportation									
Facilitate provisions for a variety of transportation options									
Reduce dependence on any one mode									
Facilitate improved connections between different modes									
Support land use planning strategies that facilitate transportation system development									
Overall Achievement of Goal 6									

Goals & Objectives	**Strategy 1** No-Build	**Strategy 2** Build it at any cost	**Strategy 3** Inter-county Mobility	**Strategy 4** Farm-to-Market	**Strategy 5** Leave the Car at Home	**Strategy 6** Build/Do as Much as Possible	**Strategy 7** Intra-County Mobility	**Strategy 8** Perimeter Roads / New Development Patterns	**Strategy 9** Combination of Intra & Inter County Mobility
Goal 7 Consider land use and Transportation relationships									
Integrate Land use and Transportation Planning to manage and plan the Transportation System	○	○	◓	◒	◒	◒	◓	◓	◓
Minimize detrimental effects of transportation improvements on rural land uses	◓	○	◒	◒	●	◒	◒	◒	◒
Ensure environmentally responsible Transportation System	◒	◒	◓	◓	●	◓	◓	◓	◓
Comply with clean air and water regulations	◓	○	◓	◓	◓	◓	◓	◓	◓
Protect established Land Uses including prime farmland	○	○	●	●	◓	◒	◓	◓	◓
Overall Achievement of Goal 7	◒	○	◓	◓	◓	◓	◓	◓	◓
Goal 8 – Address Transportation policy issues and intergovernmental Coordination									
Improve coordination with all affected jurisdictions	○	◓	◓	◓	◒	◓	◓	◓	◓
Facilitate development of coordinated transportation design standards	○	◒	◓	◒	◓	◓	◓	◒	◓
Emphasize facilitation, rather than restriction/regulation of business	○	◓	◓	◓	◒	◓	◓	◓	◓
Ensure cost-effective, fiscally responsible, economically efficient Transportation investment	○	○	◓	◒	◒	◓	●	◓	●
Develop an ongoing public involvement process	○	◓	◓	◓	◓	◓	◓	◓	◓
Overall Achievement of Goal 8	○	◓	◓	◓	◓	◓	◓	◓	◓

Goals & Objectives	**Strategy 1** No-Build	**Strategy 2** Build it at any cost	**Strategy 3** Inter-county Mobility	**Strategy 4** Farm-to-Market	**Strategy 5** Leave the Car at Home	**Strategy 6** Build/Do as Much as Possible	**Strategy 7** Intra-County Mobility	**Strategy 8** Perimeter Roads / New Development Patterns	**Strategy 9** Combination of Intra & Inter County Mobility
Goal 9 Provide a useful plan document									
Accurately reflects existing issues and needs									
Identify methods for funding recommended actions									
Provides clear planning direction									
Extend usable life of facilities									
Develop list of issues for further studies									
Overall Achievement of Goal 9									
OVERALL RATING									

Marion County
OREGON
Public Works

Rural Transportation System Plan
2005 Update

Date:	Project:	Prepared By:
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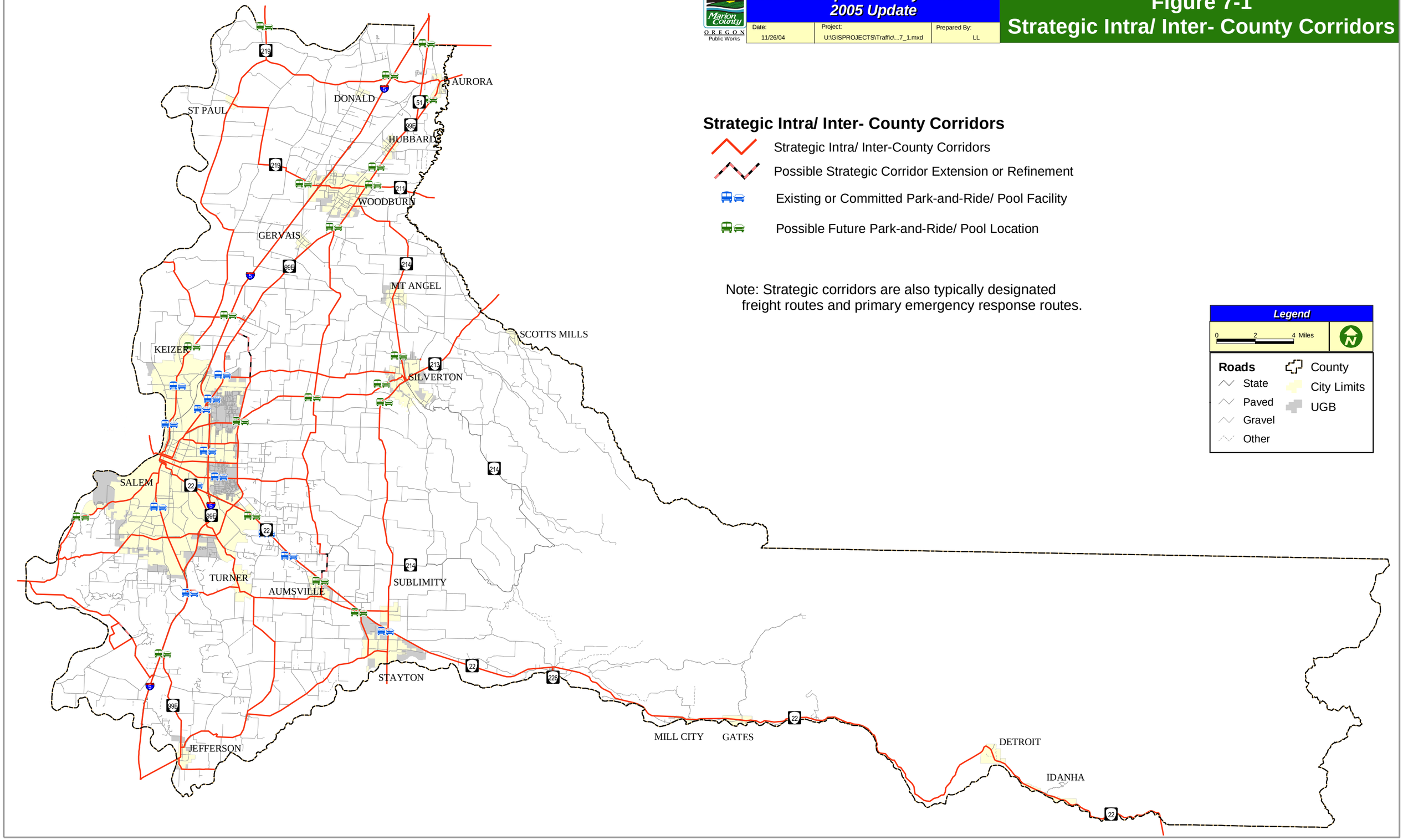
Figure 7-1
Strategic Intra/ Inter- County Corridors

Strategic Intra/ Inter- County Corridors

- Strategic Intra/ Inter-County Corridors
- Possible Strategic Corridor Extension or Refinement
- Existing or Committed Park-and-Ride/ Pool Facility
- Possible Future Park-and-Ride/ Pool Location

Note: Strategic corridors are also typically designated freight routes and primary emergency response routes.



Legend

0 2 4 Miles

Roads
- State
- Paved
- Gravel
- Other

- County
- City Limits
- UGB