

RESOLUTION NO. 2016-35

A RESOLUTION INITIATING MAJOR COMPREHENSIVE PLAN AMENDMENTS PERTAINING TO THE SALEM RIVER CROSSING PREFERRED ALTERNATIVE TO AMEND THE *SALEM TRANSPORTATION SYSTEM PLAN*, MODIFY THE URBAN GROWTH BOUNDARY, TAKE AN EXCEPTION TO STATEWIDE PLANNING GOAL 15 (WILLAMETTE RIVER GREENWAY), AND AN AMENDMENT TO CHAPTER 64 OF THE SALEM REVISED CODE TO AMEND THE DEFINITIONS OF THE SALEM TRANSPORTATION SYSTEM PLAN AND THE URBAN GROWTH BOUNDARY

Whereas, the Salem River Crossing refers to the environmental planning process that the City of Salem has been working on with the Oregon Department of Transportation (ODOT), the City of Keizer, Marion County, Polk County, the Salem Area Mass Transit District, the Salem-Keizer Area Transportation Study, and the Federal Highway Administration to identify the preferred location for a new bridge crossing of the Willamette River in the Salem-Keizer area; and

Whereas, the Salem River Crossing Oversight Team recommended a preferred alternative in February 2014, and work is underway to document the preferred alternative in the Final Environmental Impact Statement; and

Whereas, the State Agency Coordination Rule (Oregon Administrative Rule 731-015-0075(3)) requires that ODOT rely on affected cities and counties to make all plan amendments and zone changes necessary to achieve compliance with the statewide planning goals and compatibility with local comprehensive plans prior to completion of the Final Environmental Impact Statement; and

Whereas, land use actions are required to demonstrate consistency with Statewide Planning Goals 12 (Transportation), 14 (Urbanization), and 15 (Willamette River Greenway); and

Whereas, the Salem Transportation System Plan (TSP) is a component of the Salem Area Comprehensive Plan as referenced in Salem Revised Code (SRC) 64.015(a)(5); and

Whereas, it is necessary to amend the Salem TSP to include the project and make associated changes to maintain consistency with the Salem TSP and the Salem Area Comprehensive Plan; and

Whereas, the City of Salem and the City of Keizer share an Urban Growth Boundary (UGB); and

Whereas, the Salem River Crossing preferred alternative, including portions of Marine Drive NW, extend outside the UGB; and

Whereas, modifying the UGB to include approximately 35.7 acres needed to accommodate this regional transportation facility will address compliance with statewide planning goals; and

Whereas, the land proposed for inclusion in the UGB will be given a comprehensive plan designation of Parks, Open Space, and Outdoor Recreation; and

Whereas, pursuant to the Salem Area Comprehensive Plan, the cities of Salem and Keizer and the counties of Marion and Polk have adopted, by legal description, the Salem-Keizer UGB for the Salem and Keizer urban areas and shall review the UGB upon the request of one of the jurisdictions; and

Whereas, an amendment to the Salem-Keizer UGB may be initiated by any one of the four jurisdictions (cities of Salem and Keizer and counties of Marion and Polk), but the other affected jurisdictions must concur in the amendment; and

Whereas, the UGB is a component of the Salem Area Comprehensive Plan; and

Whereas, within urban areas, Goal 15 and OAR 660-004-0022(6) prohibit locating uses or structures that are not water-dependent or water-related within the Greenway setback without an exception; and

Whereas, as defined in statewide planning goals, roads and highways are not generally considered water-dependent or water-related uses; and

Whereas, an exception to Goal 15 is necessary to allow the bridge project within the Greenway; and

Whereas, modifying the UGB, amending the Salem Transportation System Plan, and taking an exception to Statewide Planning Goal 15 are considered major comprehensive plan amendments under SRC 64.020(b); and

Whereas, major amendments to the Salem Area Comprehensive Plan must be initiated by the City Council as set forth in SRC 64.020(e)(1); and

Whereas, an amendment to SRC Chapter 64, Comprehensive Planning, is required to update the definitions of the Salem Transportation System Plan (SRC 64.005(l)) and the UGB (SRC 64.005(o)); and

Whereas, amendments to the SRC may be initiated by the City Council pursuant to SRC 300.1110(a)(1); and

Whereas, major amendments to the Salem Area Comprehensive Plan and all code amendments are legislative procedures pursuant to SRC Chapter 300; and

Whereas, notification to the Department of Land Conservation and Development is required under SRC 300.1110(d); and

Whereas, at least one hearing is required in a legislative land use proceeding; and

Whereas, a public hearing shall be held before the City Council on the proposed major comprehensive plan amendments and the proposed amendment to SRC Chapter 64 and shall not be referred to any other review authority; and

Whereas, notice of the City Council public hearing shall be given in accordance with SRC 300.1110(e);

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF SALEM, OREGON,
RESOLVES AS FOLLOWS:

Section 1. The City Council hereby initiates a comprehensive plan amendment and an amendment to SRC Chapter 64 to consider incorporating the Salem River Crossing preferred alternative into the Salem Transportation System Plan.

Section 2. The City Council hereby initiates a comprehensive plan amendment and an amendment to SRC Chapter 64 to amend the Salem-Keizer Urban Growth Boundary, and take an exception to Statewide Planning Goal 15, Willamette River Greenway.

Section 3. That a public hearing on the matter be set for a future date before the City Council.

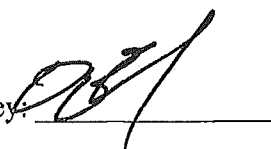
Section 3. This resolution is effective upon adoption.

ADOPTED by the City Council this 8th day of August, 2016.

ATTEST:



City Recorder

Approved by City Attorney: 

Checked by: _____ J. Warncke

RESOLUTION NO: 2016-35

Initiating Major Comprehensive Plan Amendments Pertaining to the Salem River Crossing Preferred Alternative

Adopted: August 8, 2016
Effective: August 8, 2016
Copy to :

Council Vote	Yes	No
Mayor Peterson	X	
Bennett (Ward 1)	X	
Andersen (Ward 2)		X
Nanke (Ward 3)	X	
McCoid (Ward 4)	X	
Dickey (Ward 5)		X
Benjamin (Ward 6)	X	
Bednarz (Ward 7)	X	
Lewis (Ward 8)		A

*A = Absent

CITY OF SALEM

555 Liberty St SE
Salem, OR 97301



Staff Report

File #: 16-124
Version: 2

Date: 8/8/2016
Item #: 3.2a.

TO: Mayor and City Council
THROUGH: Steve Powers, City Manager
FROM: Peter Fernandez, PE, Public Works Director

SUBJECT:

Initiating major comprehensive plan amendments pertaining to the Salem River Crossing preferred alternative.

Ward(s): 1, 5, and 8
Councilor(s): Bennett, Dickey, Lewis
Neighborhood(s): Highland and West Salem

ISSUE:

Shall the City Council adopt Resolution No. 2016-35, initiating major comprehensive plan amendments pertaining to the Salem River Crossing preferred alternative?

RECOMMENDATION:

Adopt Resolution No. 2016-35 (Attachment 1), initiating major comprehensive plan amendments pertaining to the Salem River Crossing preferred alternative.

SUMMARY AND BACKGROUND:

The Salem River Crossing refers to the environmental planning process that the City of Salem has been participating in to identify the preferred location for a new bridge across the Willamette River in the Salem-Keizer area. The Federal Highway Administration published the Draft Environmental Impact Statement for this project in 2012. In February 2014, the Salem River Crossing Oversight Team identified a preferred alternative to advance in the Final Environmental Impact Statement (Attachment 2). Detailed analysis of the preferred alternative will be documented in the Final Environmental Impact Statement, scheduled for publication in 2017.

The State Agency Coordination Rule (Oregon Administrative Rule 731-015-0075(3)) requires that the Oregon Department of Transportation (ODOT) rely on affected cities and counties to make all plan amendments and zone changes necessary to achieve compliance with the statewide planning goals and compatibility with local comprehensive plans prior to completion of the Final Environmental

Impact Statement. The City must take a number of land use actions in order to demonstrate consistency with statewide planning goals and compatibility with the Salem Area Comprehensive Plan. The land use actions include amending the Salem Transportation System Plan, modifying the Urban Growth Boundary (UGB), and taking an exception to Statewide Planning Goal 15 (Willamette River Greenway). The UGB amendment must also be concurred in by the City of Keizer, Marion County, and Polk County.

FACTS AND FINDINGS:

The following land use actions are necessary for the Salem River Crossing preferred alternative to achieve compliance with statewide planning goals and compatibility with the Salem Area Comprehensive Plan:

- a. Amend the Salem Transportation System Plan to include the project and make associated changes to maintain consistency with the Salem Transportation System Plan and the Salem Area Comprehensive Plan.
- b. Amend the UGB to include land needed to accommodate the preferred alternative, including portions of the planned Marine Drive NW.
- c. Take an exception to Statewide Planning Goal 15 (Willamette River Greenway) to allow roadway and bridge structure in the Greenway boundary.

Amending the Salem Transportation System Plan, modifying the UGB, and taking an exception to Statewide Planning Goal 15 are considered major comprehensive plan amendments under Salem Revised Code (SRC) 64.020(b).

Amending the Salem Transportation System Plan and the UGB require amendments to their respective definitions included in SRC 64.005.

Major amendments to the Salem Area Comprehensive Plan must be initiated by the City Council per SRC 64.020(e)(1).

Adoption of Resolution No. 2016-35 will initiate the land use actions necessary to advance the Salem River Crossing preferred alternative.

Following adoption of Resolution No. 2016-35, staff will submit the required notice to the Department of Land Conservation and Development.

Amending the UGB requires concurrence by all four affected jurisdictions (Salem, Keizer, Marion County, and Polk County). The City Manager has requested concurrence from the three other jurisdictions.

A public hearing will be scheduled for Council to consider the proposed land use actions. The City

Manager is coordinating with the other three jurisdictions on the possibility of convening a joint public hearing to provide the public an efficient means of submitting comments to all four jurisdictions.

Attachments:

1. Resolution No. 2016-35
2. Salem River Crossing Preferred Alternative Description

08/02/2016



Below is a description of the recommended preferred alternative (PA) that was selected for study in the Salem River Crossing Final Environmental Impact Statement by the project Oversight Team on February 6, 2014. Modifications to this description may occur as the design is refined to accommodate the needs of pedestrians, bicyclists, and transit vehicles, as well as to address refined analysis of traffic performance. The PA could be built in sequential construction phases.

Crossing Location and Bridge Description

The PA would have the same crossing point as all the Alternative 4 crossings shown in the Draft Environmental Impact Statement (Draft EIS). It would connect to Hope Avenue at Wallace Road on the west, cross Wallace Marine Park at its northern tip, cross the Willamette River and McLane Island, cross over a realigned Front Street, and connect to Pine and Hickory Streets at Commercial Street on the east. The bridge could be a single structure or two side-by-side structures.

The new bridge would have two lanes traveling east and two lanes traveling west. The existing Center Street and Marion Street Bridges would remain in service, without modification¹. The new bridge would include bicycle and pedestrian facilities. The final bridge cross-section and design, including the arrangement of bicycle and pedestrian facilities, would be determined during the Final EIS process. In order to ensure adequate right-of-way to accommodate all modes, the cross-section assumes, in each direction, two twelve-foot wide travel lanes, a ten-foot-wide raised sidewalk facility separated from the paved roadway by a barrier, and ten-foot-wide shoulder (eight-foot lane plus two feet of shy distance) adjacent to the far right travel lane.

Eastside Bridgehead and Distribution Network

This subsection describes the PA on the east side of the new bridgehead and on the road network east of the Willamette River.

The PA new bridge would have an eastbound connection at Commercial Street (via an exit ramp aligned with Pine Street) and a westbound connection (via an entrance ramp aligned with Hickory Street). Entrance and exit ramps would connect at-grade (east of Front Street) to a proposed short Pine Street/Hickory Street couplet. This couplet would be only two blocks in length, extending from the bridge ramps to Liberty Street, including their respective intersections with Commercial Street. Bridge access to and from Salem Parkway would be via the existing north-south Commercial/Liberty couplet. The new bridge would also be accessible from the north from River Road (via Commercial Street).

A portion of Front Street would be reconstructed closer to the river in the segment between Tryon Street and Columbia Street to maintain Front Street's north-south connectivity, below the bridge ramps. The remnant segments of Front Street in this area would allow access to

¹ Modifications to the ramp from the Marion Street bridge to Wallace Road and to the intersection of Wallace Road NW and Edgewater Street NW are assumed as part of the no-build. These include increasing the turn radius, adding an extra westbound lane to Edgewater Street NW at the end of the ramp, adding a receiving lane on Edgewater Street NW, and adding a second east-bound on-ramp from Edgewater Street NW to the Center Street bridge.

existing businesses (on both sides of the bridge approaches). The former segment of Front Street below the bridge approaches would be closed to vehicles.

Westside Bridgehead and Distribution Network

This subsection describes the PA on the west side of the new bridgehead and on the road network west of the Willamette River.

Bridgehead and Wallace Road

The west side bridgehead approaches would combine into a single roadway at the intersection with Marine Drive (which would be constructed as part of the PA). This roadway ("Hope Avenue Extension") would then continue to the Wallace Road intersection at Hope Avenue. The Wallace Road/Hope Avenue intersection would be widened to accommodate the additional traffic traveling to and from the new bridge. There would also be a widening of the Wallace Road/Orchard Heights Road intersection to accommodate increased traffic volumes, including widening along Wallace Road between Taybin Road and Narcissus Court to accommodate the additional turn lanes; Orchard Heights Road would remain in its current alignment.

Marine Drive and Marine Drive - Highway 22 Connection

Marine Drive would be constructed at grade from River Bend Road in the north to Glen Creek Road in the south, with a connection to Highway 22 south of Glen Creek Road via elevated fly-over ramps. The proposed alignment of Marine Drive, as well as all new proposed roadway connections from Marine Drive to Wallace Road, is consistent with the Salem Transportation System Plan (TSP).

Marine Drive would contain one through-lane in each direction of travel with turn lanes at intersections². It would be situated at-grade between River Bend Road and Glen Creek Road, where the roadway would then ramp up and fly over the Union Street Pedestrian Path, the Marion Street Bridge exit ramp, and Wallace Road before descending back to grade near its connection with Highway 22. Eastbound Highway 22 would need to be widened out onto the riverbank (not into the river itself) to allow for the installation of the flyover ramp from Highway 22 to Marine Drive; including flying up and over the Center Street Bridge on-ramp, the Marion Street bridgehead, and the Union Street Pedestrian Path.

The segment of Marine Drive between the Hope Avenue Extension and River Bend Road would include a connection to existing Harritt Drive. South of the Hope Avenue Extension, a new roadway would be built between Marine Drive and Wallace Road ("Beckett Street") as well as between Marine Drive and the Cameo Street/5th Avenue intersection ("5th Avenue"). There would be a new full intersection at Marine Drive and Glen Creek Road (at the entrance to Wallace Marine Park).

When the Marine Drive-Highway 22 connection ramps are installed, the existing Rosemont Avenue westbound exit-ramp would be closed. This closure would be done for safety reasons - the existence of both a Marine Drive-to-Highway 22 ramp and a westbound Rosemont exit-ramp at its current location would result in undesirable weaving conditions;

² Between Hope Avenue and the new Beckett Street, Marine Drive would have two southbound lanes to receive traffic going from the bridge south onto Marine Drive. This additional lane would drop as a right-turn lane at Beckett Street.

the potential for conflict would occur during all periods of the day, but would likely be more severe during the off-peak periods when speeds are higher. With the closure of the Rosemont Avenue exit-ramp, it is forecasted that former Rosemont Avenue-bound traffic wishing to access West Salem neighborhoods would shift to the Wallace Road exit (either to access Edgewater Street or to continue north on Wallace Road) or would continue west on Highway 22 to Rosewood Drive, College Drive, or Doaks Ferry Road. The eastbound on-ramp from Rosemont Avenue to Highway 22 would continue to function as it does today, but would not have access to the new eastbound ramps exiting to northbound Marine Drive.

Figure 1: Salem River Crossing - Preferred Alternative Footprint

