

## CHAPTER 10: POLICIES

This section includes the policies being continued or implemented by this Rural Transportation System Plan (RTSP) in order to best maintain the existing transportation system and make the most effective use of limited resources for providing new facilities on the transportation system. Each of these policies is hereby adopted at the time that this Rural Transportation System Plan (RTSP) is adopted by the Marion County Board of Commissioners. Policies are grouped into four categories:

1. Transportation System Management (TSM) Policies
2. Roadway Maintenance and Preservation
3. Transportation Policies
4. Future Evaluation of Transportation Issues

### 10.1 Transportation System Management (TSM) Policies

Transportation System Management (TSM) strategies attempt to maximize the capacity, safety, and efficiency of the existing transportation system by implementing traffic control improvements, access management strategies, and land use controls. The idea of Transportation System Management is to make minor improvements at strategic locations to make better use of the already major investment in the road system.

#### 10.1.1 TSM Projects

In many instances, the operation and safety of a roadway can be improved by installing a signal or stop sign, or by adding turn lanes at busy intersections, rather than much more expensive widening and new construction projects. Several of the projects identified in the 20-year plan (recommended in Chapters 8 and 9) are classified as TSM projects because they would improve the efficiency of the transportation system by getting vehicles through 'bottlenecks' (specific locations, such as intersections, that currently limit the flow of vehicles) where a relatively small improvement can reap large benefits.

**Policy 1:** The County will continue to pursue TSM improvements whenever feasible to improve the roadway system before looking at building new facilities.

#### 10.1.2 Intelligent Transportation Systems (ITS)

Intelligent Transportation Systems (ITS) are loosely defined as the use of modern technology to improve the function of the transportation system. This covers a wide range of projects, techniques, and ideas, some of which are already being used in the County. Examples include variable message signs that warn or guide drivers, and cameras that show road, weather, and traffic conditions on the Internet. Many other ITS concepts have the potential for substantial public benefit.

**Policy 1:** Marion County supports the development and installation of Intelligent Transportation System concepts benefiting residents and the traveling public.

### **10.1.3 Access Management**

Access Management is another Transportation System Management (TSM) strategy, and it is particularly effective in improving the safety and efficiency of County roadways. Access Management attempts to minimize the conflicts between access to and from developed land and movement of traffic along the roadway. This is achieved by requiring a minimum distance between access points (driveways, streets, and access roads). Currently, it is the County's policy to provide access onto County roads in a manner and location that will protect the public safety. In general, the County attempts to hold the number of access points onto a roadway to the minimum necessary to provide adequate access to a particular parcel or group of parcels. The location and/or determination of accesses is a roadway network issue (not a land use issue), and decisions are made based on engineering review and study, and appropriate policies. (Note: see Marion County's Driveway Ordinance (#651, or subsequent document) for other requirements for driveways.)

Studies have repeatedly shown that roadways with fewer access points generally experience fewer accidents and better overall traffic flow. These studies have shown that the relative safety of travel on a roadway is inversely proportional to the number of accesses (and thus potential collision points) occurring within the stopping sight distance of a driver on the roadway. The County will continue to take measures to ensure that accesses are properly designed and constructed, and are located in order to maximize the safety and efficiency of the roadway, while maintaining an acceptable level of access. For these reasons, the County adopts these Access Spacing Standards.

#### **Access Spacing Standards**

As discussed in section 5.1.1 (Functional Classification), roadways are grouped into categories based on the character of service they are intended to provide as part of the overall transportation system. Arterials are the most important in providing vehicle capacity for through traffic. They require access to be tightly controlled in order to protect efficiency and safety along these roads. Local roads carry less traffic and therefore access requirements are less stringent. Accesses to arterials must be spaced farther apart than accesses to local roads, and more detail will be required to assure proper design of the access to these arterials. Marion County hereby adopts standards for the spacing of accesses. Recognizing that many driveways currently exist that do not meet these standards, these spacing requirements are typically applied:

- 1) When a new access is constructed,
- 2) When an existing access is substantially modified,
- 3) When the use of an existing access changes, or
- 4) As part of a construction project to improve the roadway.

**Policy 1:** Marion County adopts the following spacing requirements, shown in **Table 10-1**, for new or modified accesses to County roadways. These spacing standards are measured from centerline to centerline of the respective accesses and/or adjacent roadways (see Policy 4 for variance criteria and Policies 5 and 6 for cases in which longer spacings may be required).

**Table 10-1**  
**Spacing Requirements for Accesses**

<b>FUNCTIONAL CLASS</b>	<b>ACCESS SPACING REQUIREMENTS</b>
Arterials <sup>1</sup>	500' from any intersection with a state highway, arterial or major collector. 400' from any other intersection (including a private access).
Major Collectors	400' from any intersection with an arterial or state highway 300' from any other intersection (including a private access).
Minor Collectors	300' from any intersection with an arterial or state highway. 150' from any other intersection (including a private access).
Local Roads	200' from any intersection with an arterial or state highway. 100' from any intersection with a major collector, minor collector, or local road. 50' from any intersection with a private access.

These standards are measured from the centerline of the driveway to the centerline of the adjacent facility.

#### **Access Spacing Standards for Unincorporated Communities and County Roads in Cities That Have Not Adopted Access Spacing Standards**

Several of the unincorporated communities in Marion County function similar to a small city. There are also cities that have not adopted their own access spacing standards. It is important for Marion County to ensure the function of County Roads through these areas by balancing the needs of through traffic with the need for access to local properties. Recognizing this, the County has adopted different standards for roadways within these cities and unincorporated communities.

<sup>1</sup> Unless a separate adopted access management standard exists that is more stringent than these standards. This is currently the case along Cordon Road.

**Policy 2:** Marion County adopts the following spacing requirements standards, listed in **Table 10-2**, for accesses to: 1) roadways within the boundary of an officially recognized unincorporated community and; 2) County-maintained roadways within the Urban Growth Boundary (UGB) of a city with no adopted access spacing standards (see Policy 4 for variance criteria and Policies 5 and 6 for cases in which longer spacings may be required).

**Table 10-2**  
**Spacing Requirements for New Accesses in Unincorporated Communities and County Roads in cities with no Access Spacing Standards**

FUNCTIONAL CLASS	ACCESS SPACING REQUIREMENTS
Major Arterials	500' from any intersection with a state highway, arterial or major collector. 400' from any other intersection (including a private access).
Arterials	400' from any intersection with a state highway, arterial or major collector. 300' from any other intersection (including a private access).
Major Collectors	300' from any intersection with an arterial or state highway 150' from any other intersection (including a private access).
Collectors (If the City only has one Collector Class)	250' from any intersection with an arterial or state highway. 125' from any other intersection (including a private access).
Minor Collectors	200' from any intersection with an arterial or state highway. 100' from any other intersection (including a private access).
Local Roads	150' from any intersection with an arterial or state highway. 75' from any intersection with a major or minor collector 50' from any intersection with a local road or private access.

These standards are measured from the centerline of the driveway to the centerline of the adjacent facility. Within the Urban Growth Boundary of a city, the functional class of the roadway is designated in that city's Transportation System Plan or other plan adopted by the city. If the city has not adopted functional classifications, the County will determine what the classification would be.

**Policy 3:** For County Roads within the Urban Growth Boundary of a city that has adopted access spacing requirements (in their Transportation System Plan or other official document) the County will use their adopted spacing standards, unless in the County's judgment they would not be appropriate (see Policy 4 for variance criteria and Policies 5 and 6 for cases in which longer spacings may be required).

**Policy 4: Variance Criteria:** Variances may be granted at the authority of the Public Works Director in the following cases:

- a) The property has no reasonable alternate access and the driveway spacing is the maximum that can be safely and reasonably achieved,
- b) Adherence to the spacing standard would create safety or traffic operations problems,
- c) The driveway provides a joint approach that serves two or more properties and results in a net reduction of approaches to the roadway, or
- d) In the judgment of the Public Works Director, it would be impossible or unsafe to meet these standards and the proposed access configuration provides the best available option in terms of safety, traffic flow, environmental impacts, and access to the property.

**Policy 5:** In some cases, the requirements of another jurisdiction (such as the Oregon Department of Transportation) with roadways adjacent to a county road may be more restrictive than these requirements. When this is the case, the more restrictive requirement will be applied. This situation can occur at locations such as freeway interchanges.

**Policy 6:** In some situations longer distances between accesses may be required due to site-specific traffic concerns. In these cases Public Works will require longer spacing and/or set the appropriate location based on engineering analysis. An example would be if traffic queuing at an intersection would block the driveway during the peak hour of the design life of the project, staff may require the driveway to be located farther away from the intersection.

#### **Other Access Management Practices**

In addition to implementing access spacing requirements, the County will also look at consolidating existing accesses on County arterials and collectors in situations where entry to developed lands can still be adequately provided after consolidating access points. This action is intended to improve the operation and safety of the roadway.

One arterial where access management plays a significant role in facilitating free flow of traffic around the Salem metropolitan area is Cordon Road. To assure that we maintain its capacity and safety, the Board of Commissioners has approved requirements to limit and control further access to Cordon Road. These restrictions are consistent with and implement the land use and transportation policies of the Marion County Transportation System Plan, the Salem-Keizer Area Transportation Study Regional Transportation System Plan, and the Salem Transportation System Plan.

Land use controls are used to ensure that new development enabled by zoning changes does not adversely affect transportation facilities. In some instances, allowing a change in the land use, especially from agricultural to non-agricultural use (such as commercial or residential), also results in an unacceptable increase in traffic.

**Policy 7:** Land use changes that could result in increased development levels and thus higher traffic levels will be assessed for their impact to current and future traffic volume and flow, and these impacts must be appropriately mitigated (as determined by the Public Works Director in accordance with applicable standards and practices) in order for the development to be allowed.

**Policy 8:** An access management plan has been developed for a portion of the Wilsonville-Hubbard Hwy near Arndt Road. That plan is hereby incorporated into this plan, and is included as **Appendix F**. (Note: other access management plans have also been adopted for other specific areas).

The latest version of the Marion County Engineering Standards (or subsequent document) includes requirements on width of access, structural section, surface type, grade, and other design parameters. These standards may be acquired from the Marion County Public Works Department.

**10.2 ROADWAY MAINTENANCE AND PRESERVATION**

Roadway maintenance and preservation makes up an important component of the RTSP. Without proper maintenance, a roadway system would not provide the level of safety and efficiency required by its users. The terms “maintenance” and “preservation” encompass a variety of tasks and programs including pavement management, signs and pavement markings, vegetation management, gravel road maintenance, shoulder and roadside maintenance, hazard abatement, bridge and structure maintenance, construction zone management, drainage issues, and emergency response. The County’s maintenance policies are focused on the use of preventive maintenance and resurfacing to extend the life of roadway facilities.

With regard to maintenance objectives in general, **Figure 10-1** represents a road maintenance priority matrix for use in daily decision-making. It is intended to be an additional resource to County personnel, as well as a method of conveying to the public how the County prioritizes various kinds of issues.

		ROADWAY FUNCTIONAL CLASS			
PROJECT TYPE					
	Arterial	Major Collector	Minor Collector	Local	
Mandated	HIGHEST				
Emergencies				HIGH	
Hazards/Safety Projects			HIGH	MEDIUM	
Routine Maintenance	HIGH		MEDIUM	LOW	
Minor Improvements	MEDIUM		LOW		
Reconstruction				LOWEST	
	LOW				

**Figure 10-1  
Roadway Maintenance Priority Matrix**

In accordance with the federal Clean Water Act and Endangered Species Act, Marion County has adopted Best Management Practices that guide many of its roadway maintenance and preservation operations. These federal regulations, and new regulations such as Total Maximum Daily Loads, will change the way roadways are designed, constructed, and maintained. The Best Management Practices adopted under these regulations will impact some fundamental maintenance activities such as pipeline cleaning, ditch cleaning, catch basin cleaning, stream maintenance, mowing, brushing, spraying, ditch erosion, and snow and ice control. This section details maintenance policies, practices, and programs that will be used to ensure that roadways are properly maintained in the future.

### **10.2.1 Pavement Management**

Overall Pavement Management includes several different aspects, typically in the following order: 1) review using a pavement management program; 2) resurfacing, which includes repaving, hot patching, chip sealing, slurry sealing, and crack sealing; 3) road restoration; 4) road reconstruction; and 5) localized repair and surface sweeping.

#### **Pavement Management Program**

Marion County currently uses the Metropolitan Transportation Commission (MTC) Pavement Management Program (PMP) to evaluate pavement condition and determine maintenance and resurfacing needs. The purpose of this system is to identify pavement deterioration in the early stages so that the preventive maintenance and/or resurfacing can be applied, rather than waiting until a full reconstruction is necessary. The program also assists in setting priorities for maintenance and resurfacing and determining the most economically feasible time for these treatments. This program has proven itself as a valuable tool in prioritizing resurfacing needs for the County.

#### **Resurfacing**

The County uses several surface treatments that are intended to extend the useful life of paved surfaces, add new texture to old surfaces, and seal the surface to prevent contamination or water from damaging the subgrade. The most extensive and costly in this category is total resurfacing of a road using asphaltic concrete, which generally includes shoulder upgrades and new striping. Hot patching, on the other hand, is resurfacing on a more localized scale, which may or may not involve extensive shoulder work or restriping. This is often done as a temporary measure to keep the surface useable until a more comprehensive resurfacing is appropriate.

Surface treatments like chip sealing and slurry seals are beneficial in that the treatments renew the exposed surface, seal the underlying base, and extend the life of the pavement from five to seven years. Crack sealing, on the other hand, is done solely to keep water from leaching into the base and damaging its integrity.

#### **Road Restoration**

Sometimes pavement needs to be cut or removed in order to work on utilities in the right-of-way. The entity that cuts or removes the pavement is then responsible for restoring it to an appropriate condition (as defined by Public Works). This restoration work is typically done by a contractor or utility company.

**Road Reconstruction**

Road reconstruction is the most expensive and comprehensive method of creating a new road surface. It involves removal of the existing surface, extensive work to the road base, and placement of an entirely new surface. We attempt to avoid this type of refinishing if at all possible, due to its cost, by ongoing preventative maintenance. Unanticipated growth in traffic volumes and truck traffic, and poor road base construction, have been the leading causes of reconstruction projects.

**Localized Repair and Surface Sweeping**

Localized repairs are performed on a continual basis and include cleaning and filling of potholes using either hot or cold mix, and digging out failing sections of pavement or subgrade and replacing them. The primary purpose is to provide a safe road surface and prevent damage from accelerating. Surface sweeping is used to maintain safe, clear driving surfaces and bikeways.

The County has established a regular and consistent maintenance and preservation program to protect the road system into the future. Under our program it was determined that pavement should be resurfaced on a regular cycle to maximize the life of the roadways and ensure that the infrastructure will last. The cycle determined to be the most feasible and cost-effective for the County is a 20-year cycle. This requires that an average of 50 miles be resurfaced every year. The resources allocated for the pavement management and resurfacing program are discussed further in Section 11 - Financing Plan. Policies that relate to pavement and surface management include:

- Policy 1:** Provide an acceptable level of surface maintenance (which may vary by class or type of roadway) on all County roadway facilities, including paved travel lanes and shoulders, and bicycle and pedestrian facilities.
- Policy 2:** Use routine and preventive maintenance, when appropriate, to extend the serviceability of the pavement and to prevent it from dropping below the “good” condition under the Pavement Management Program.
- Policy 3:** Maintain an inventory of pavement condition for all County-maintained paved roads.
- Policy 4:** Use an appropriate Pavement Management Program (such as the currently used Metropolitan Transportation Commission (MTC) Pavement Management Program) to identify pavement distress and resurfacing needs.
- Policy 5:** Allocate necessary resources to allow for resurfacing County paved roads on a 20-year cycle as funding allows.
- Policy 6:** Actively ensure that designated bicycle and pedestrian facilities, and other heavily used paved shoulders, are clean and free of debris.

- Policy 7:**
- a) Require any entity working in the right-of-way to leave the roadway in the same or better condition (pavement condition index (PCI), roadway clear of debris, ditches functioning properly, clear zones, etc.) than they found it throughout all phases of construction.
  - b) Not allow any new pavement surface to be cut within five years of its construction except in emergencies or other exceptions at the discretion of the Public Works Director.
  - c) If a County Road or other facility is damaged or impacted, the County will work to recover repair costs from those responsible for the damage or impact.

### 10.2.2 Signs and Pavement Markings

Maintaining signs and traffic control markings is one of the most critical maintenance functions on the County roadways. The guidance provided to users of the road system, regardless of mode of travel, determines to a great degree how the network will function. Signing and striping has become the means for communicating regulations, right-of-way, warnings, directions to destinations, travel and emergency information, and other information. Marion County has many specific policies and guidelines regarding signing and marking along its roadways (refer to the appropriate policy for specific situations). See also Marion County's road naming ordinance (#1183) for naming requirements for roads. General policies related to signing and pavement markings include:

- Policy 1:** Maintain signs and pavement markings at an acceptable level to ensure a safe and efficient roadway system, without unnecessary cluttering of signs.
- Policy 2:** Maintain an inventory of all signing and pavement markings on County roads and roads within County rights-of-way.
- Policy 3:** Maintain signing and striping within the parameters of the Manual of Uniform Traffic Control Devices (MUTCD), Oregon MUTCD Supplemental Regulations, Oregon Department of Transportation Guidelines, and other accepted transportation engineering documents unless altered by appropriate County departmental policy and/or County engineering review.

### 10.2.3 Vegetation Management

Vegetation control is an ongoing task in the Willamette Valley. Given the high soil fertility and constant moisture, vegetation grows rapidly and can be very thick. This type of growth requires constant attention to manage and plays an important part in routine maintenance operations (so that vegetation does not obscure driver visibility or cause other problems). Policies that address management of vegetation include:

- Policy 1:** Maintain roadways and immediate clear zones free of encroaching vegetation so that legal (statutory or permitted) vehicles can travel safely and roadside hazards are minimized.

- Policy 2:** Actively ensure that vegetation along County roadways does not obscure views of roadway signage, structures, or intersecting accesses.
- Policy 3:** Actively ensure that vegetation along County roadways does not create sight distance obstructions at roadway intersections.
- Policy 4:** Use an integrated vegetation management system (mowing, brushing, spraying, tree removal, private maintenance, etc.) to control vegetation along roadways.

#### **10.2.4 Gravel Road Maintenance**

The 197 miles of rural gravel County roads comprise a significant component of maintenance work that we perform. Grading along these roads occurs in fall, winter and spring months when moisture levels are most favorable. The County also uses a dust-control agent to both help control “washboarding” on steep gravel roads and reduce dust adjacent to citizens’ residences at their request and cost. Gravel road maintenance is relatively inexpensive compared to the cost to maintain the same road if it were paved.

Many requests to pave roads are received each year. In the past, the County had paved some gravel roads through a local improvement district that provided for a cost-sharing agreement with local residents. Due to limited County funding, this program has been discontinued. Citizens can pave their road by submitting plans for the project that meet County standards, obtaining appropriate permits, and paying their contractor for the improvements.

Policies with regard to gravel roads include:

- Policy 1:** Provide an acceptable level of surface maintenance on County gravel roadways to maintain reasonable passage and general safety.
- Policy 2:** Provide options (as appropriate and as budget constraints allow) for paving or stabilizing gravel roads.

#### **10.2.5 Shoulder and Roadside Maintenance**

Shoulder and roadside maintenance consists of removing vegetation and reshaping shoulders, adding support to fill banks, removal of roadside objects, bank work, mowing, herbicide spraying, brush-cutting, and many other activities. In general, shoulders in the rural areas are provided to preserve the actual travel surface of the roadway and to allow for emergency maneuvers and occasional emergency parking. Drainage ditches, narrow rights-of-way, and other geographic conditions mean that many rural roads have no or minimal shoulders. Because of these conditions it is unlikely that shoulders will be added to most of these roads. It is important, though, to maintain existing shoulders in as good a condition as resources allow.

In addition, maintaining a clear zone along the roadway is necessary for safety. It requires the removal of obstructions through brushing, bank removal, tree removal, relocating utility poles and boxes, killing grass on gravel shoulders, picking up dumped garbage, etc. Some of these tasks are controversial as they can impact landscaping, environmentally sensitive areas, and possibly even property values. However, clear zones add to the safety of individuals using the roadway, which is a primary goal for the County.

Policies include:

- Policy 1:** Provide safe and useable shoulders and clear zones on County roads, to the extent possible, with priority given to arterials and collectors.
- Policy 2:** Maintain shoulders and ditches along County roadways to provide adequate drainage and protect the investment in the roadway system.
- Policy 3:** Conduct a roadside spraying program that is sensitive to environmental concerns.
- Policy 4:** Utilize alternatives to roadside spraying when possible and appropriate.
- Policy 5:** Conduct maintenance activities with due consideration to potential impacts on adjacent land.
- Policy 6:** The County may require relocation of roadside features (such as ditches, poles, equipment, etc.) to improve shoulders, clear zones, and other functional aspects of the roadway.

### 10.2.6 Hazard Abatement

Many things can constitute a hazard along a roadway. The County receives complaints about trees, mailbox structures, signs, boulders, landscaping, utility structures, bridge abutments, parked vehicles, dumped hazardous materials, and other obstacles. County crews notice many additional items while in the process of doing maintenance, construction, or other fieldwork. Many of the obstructions can eventually be abated, but some, like roadside trees in wooded areas or utility poles that cannot be relocated outside of the right-of-way, cannot reasonably be eliminated. Given the County's limited resources, hazard removals must be carefully evaluated and prioritized, with the most serious hazards warranting the most attention. The County will continue to work with property owners to mitigate hazards when their landscaping creates a problem. Policies to guide the County in addressing these issues include:

- Policy 1:** Establish a 10-foot clear zone adjacent to roadways along all public rights-of-way through actively pursuing removal of obstacles on or encroaching upon the roadway that present a hazard to motorists and other users of the system in a timely manner and in accordance with departmental policies.

- Policy 2:** Prioritize complaints based on the degree of the hazard and the exposure to the public as indicated by the road classification, traffic volume, and speed of traffic.
- Policy 3:** Actively pursue the removal of hazardous substances in County road rights-of-way.
- Policy 4:** Remove large deceased animals from the right-of-way if they create a traffic hazard.
- Policy 5:** Routinely review accidents to identify and abate conditions as appropriate and feasible to reduce the recurrence of similar accidents

### 10.2.7 Bridge and Structure Maintenance

Marion County maintains over 140 bridges and hundreds of other structures such as culverts and guardrail. They all require routine maintenance to slow aging and deterioration that will inevitably occur. Many of these structures are old and outdated for the traffic using them today. Bridge replacement is extremely expensive and typically cannot be funded with County resources alone. Federal funds have been, and are anticipated to be, the primary means of replacing structures that are approaching irreparable, if not failure, conditions. Maintenance of structures should focus on extending the useable life as much as possible. Policies that address these structures include:

- Policy 1:** Maintain bridges and structures to promote safety and maximize useful life.
- Policy 2:** Conduct structural evaluations on a regular basis (current cycle is every two years).
- Policy 3:** Maintain an inventory of all structures including design ratings, operational ratings, and inspection records.

### 10.2.8 Construction Zone Management

Work zones present a unique and important issue for all modes of travel and for road workers. Safety is the primary concern, but confusion and disruption are also significant issues. To address these concerns, the following policies exist:

- Policy 1:** Require all contractors and work crews, public or private, adhere to all signing and safety regulations prescribed for construction and work zones affecting the public's use of the right-of-way.
- Policy 2:** Require all construction zones on County roadways adhere to appropriate signing locations, spacing, and placement only during actual work periods.

- Policy 3:** Permits are required for any work done in a County right of way by any entity other than the County Public Works Department.
- Policy 4:** Recognizing that closure of busy roads (even closure of lanes on or work adjacent to a busy road) can have significant detrimental impacts on the community by impeding traffic flow, the Public Works Director has authority to determine requirements for maintenance of traffic flow through work zones. This may include prohibiting closure or traffic impedance, requiring a certain travel width or number of lanes be kept open, limiting the closure or impedance to a specified length of time, or only allowing the closure or impedance during specific times of day or of the year, among other potential measures.

### 10.2.9 Drainage Issues

Elimination of water from roadways is crucial to the safety and longevity of the road surface. Roadside ditches receive most of this water and either channel it to waterways or hold it until it seeps into the ground. The large amount of rain (over 40 inches average annual precipitation) in the Willamette Valley sometimes fills the ditches and creates minor flooding problems. The Willamette Valley basin is also susceptible to large scale flooding as was experienced in February 1996. Routine maintenance such as unplugging blocked culverts, replacing broken tiles, adding catch basins, removing debris at bridges, and cleaning ditches is necessary for a system to function at its capacity and handle the storm water. Failure of the system in extreme weather conditions can lead to washed-away sections of road, excessive flooding, and closed strategic corridors. Given the unavoidable nature of flooding potential, it is critical to maintain an aggressive maintenance program. However, the County is limited in that it cannot expend public funds to improve or maintain drainage on private property. Marion County and the State of Oregon have several policies relating to drainage issues (including stormwater detention, effects on neighboring property, environmental protection, and many other issues); refer to the appropriate policy for more specific information. The following policies assist the County in its attempts to prevent drainage problems from damaging the roadway system:

- Policy 1:** Give priority to drainage problems that jeopardize the safety of the traveling public or the integrity of the road system.
- Policy 2:** Conduct routine and cyclical maintenance of roadside ditches and drainage structures to sustain an acceptable level of roadway drainage.
- Policy 3:** Discourage the installation of drainage pipe along roadside property frontage and in any ditch that would need a culvert 30-inches or larger diameter.
- Policy 4:** When developers construct a significant amount of impermeable surface area, require that the developer provide appropriate stormwater detention.

### 10.2.10 Emergency Response

A variety of weather conditions and catastrophic events like earthquakes require an appropriate measure of emergency response. Limited snowfall, typical rainfall amounts, and minor windstorms are expected in this region and can be handled per normal maintenance operations. Large or repeated snowstorms, large amounts of rainfall, large landslides, strong windstorms, tornadoes, earthquakes, dam failures, forest fires, and any number of other events could present a challenge to the County. Besides damage and casualty issues, which are addressed in other forums, the transportation network becomes especially critical in times of crisis. The following policies are general guidelines for the County's approach to address emergency situations with regard to the transportation system:

- Policy 1:** Preserve roadway safety through mobility on the strategic corridors (identified in section 7) to minimize loss of life or injury.
- Policy 2:** Coordinate with and assist other agencies in response to emergencies whenever possible and feasible.
- Policy 3:** Evaluate non-emergency repairs of damage created by severe weather and other emergency events to determine the cost-effectiveness and appropriate prioritization with existing transportation needs.
- Policy 4:** When inclement weather, natural disasters, emergencies, and other situations arise, Marion County will keep working as resources and conditions allow to keep the roads open, safe, and passable. First priority will typically be given to strategic routes, then other roads by functional class and as appropriate for the situation.

### 10.3 TRANSPORTATION POLICIES

In developing this transportation system plan, the County analyzed information and set priorities for the future function and operation of the transportation system. These priorities include maintenance and operation of the existing system, capital improvements for enhancing safety and level-of-service of the transportation system, integrating land-use decisions with transportation considerations, and balancing transportation needs with community and environmental needs. These priorities are implemented through policies designed to help guide the decision-making process related to transportation facilities. This section details those policies that the County will use in the planning and development of these facilities. Some policies establish priorities for the County in terms of allocating resources to various projects and activities, while others call for consideration of the effects of transportation facilities on valuable farm lands and other environmentally sensitive areas. The policies are also intended to ensure that a variety of travel modes are considered in the planning and development of a transportation system, and transportation choices are provided to the traveling public.

The policies in this section are the outcome of significant public involvement and review by interested groups. Many policies come directly from or are a revision of existing policies in the 1981 Marion County Comprehensive Plan. The policies in this section are intended to replace the existing transportation policies from that plan, and ordinances will be drafted subsequent to adoption to effect these changes. These new and revised policies are expected to ensure the County transportation system will satisfy the needs of residents and other users for the next 20 years. For organizational purposes, the policies are divided into seven categories: 1) Transportation System Planning Policies; 2) Resource Allocation Policies; 3) Bicycle, Pedestrian, and Public Transportation Policies; 4) Air, Water, Rail, Energy, and Pipeline Transportation Policies; 5) Development and Access Policies; 6) Right of Way Policies; and 7) Urban Growth Management Framework Coordination Policies.

#### 10.3.1 Transportation System Planning Policies

Transportation system planning policies serve as general guidelines for achieving a safe and efficient transportation system. These policies address transportation priorities for the County and address desired operational characteristics. The policies also provide vision for planning the future transportation system.

**Policy 1:** The general priorities for Marion County, with regard to the County Road System, are in order of importance:

- 1) Preservation and maintenance of the existing road system.
- 2) Safety improvements and enhancements.
- 3) Capacity enhancements and growth-related projects.

**Policy 2:** The County will evaluate all investments in the transportation system for cost-effectiveness, fiscal responsibility, economic efficiencies, and practicality.

**Policy 3:** The County will re-evaluate, update, and adopt design standards and various policies that enhance safety, capacity, and efficient life of the transportation network.

- Policy 4:**
- a) The County will work with each community to consider the goals and visions of that community in developing and maintaining the transportation system. This will include coordination of the County's transportation plans with their transportation plans. Deviation from a community's desire may occur when addressing issues involving safety, significant added expense, modernization projects, liability, and providing services that are in the best interests of the public.
  - b) Within the Urban Growth Boundary of an incorporated city, Marion County Public Works will apply roadway design standards and criteria in the Transportation System Plan (TSP) adopted by that city except in cases where, in the engineering judgment of the Marion County Public Works Department, it would not be appropriate to do so. In the absence of adopted standards or a TSP by a city, Marion County Public Works will use its own engineering standards and/or judgment to determine the appropriate planning direction or standard to apply.

**Policy 5:** Levels-of-Service considered acceptable in rural areas include:

- 1) LOS D or better with a volume/capacity ratio (v/c) of 0.85 or better for signalized, all-way stop, and roundabout intersections.
- 2) LOS E or better with a volume/capacity ratio (v/c) of 0.90 or better for other unsignalized intersections.
- 3) LOS D or better with a volume/capacity ratio (v/c) of 0.60 or better for road segments.

**Policy 6:** The County will pursue and implement Transportation Demand Management (TDM) and Transportation System Management (TSM) strategies whenever feasible as an alternative to building new transportation facilities (see sections 8.7 and 10.1 for descriptions of these strategies).

**Policy 7:** To the extent possible, the County envisions a modified grid transportation system in the rural areas (as allowed by geography and demanded by use) that allows all users reasonable access to higher-function roads, minimizes out-of-direction travel, delivers reasonable travel times, and in many cases, allows circumferential flows around the many incorporated areas within Marion County.

**Policy 8:** The County recognizes the role of State Highways and County Arterials as the backbone of the transportation network. These roads are critical for everyday transportation and serve as critical lifelines in emergency situations. The County will support efforts to enhance and maintain the function of these roads through land use policies, access management strategies, and roadway improvements.

- Policy 9:** The County recognizes that it may be appropriate to consider transfer of jurisdiction between State highways and County roads in order to ensure that State highways function as regional routes and County roads function as more localized routes. However, the County will not accept any roads into the County system that do not meet County standards.
- Policy 10:** To encourage tourism, the County supports the concept of Scenic Routes, Tour Routes, and Scenic Byways, and will consider enhancements that preserve or provide scenic or historic values to the transportation system.
- Policy 11:** The County recognizes the importance of facilitating freight movement. With this in mind, the strategic routes designated in Figure 7-1 are also hereby designated freight routes. Effort will be made to facilitate freight movement on freight routes.
- Policy 12:** Effort will be made to reduce conflicts between mobility of freight and livability of communities along these routes.

### 10.3.2 Resource Allocation Policies

Resource allocation policies provide guidelines for how funds will be spent on transportation related activities. These policies are intended to provide appropriate allocation of resources to address transportation priorities and necessities.

- Policy 1:** Marion County will not spend Public Works funds on activities outside of public right-of-way. Work on privately maintained roadways or for private entities may be possible under Private Work Orders.
- Policy 2:** County funds expended on Local Access Roads shall be in accordance with ORS 368.031 and shall be documented and justified in a consistent manner. County resources shall not be dedicated to other activities on these roads unless covered by a Private Work Order.
- Policy 3:** If a County Road or other facility is damaged or impacted, the County will work to recover repair costs from those responsible for the damage or impact.
- Policy 4:** The County may use its discretion in selecting projects out of the suggested order of priority, if deemed this is in the best interest of the overall transportation system and general public for reasons including safety, time-sensitive availability of additional funds, improved coordination of work, or improved efficiencies.
- Policy 5:** The County will encourage joint projects with the private sector, affected user groups, or individual citizens, if it improves or allows a project on a County roadway to proceed that might otherwise not be accomplished. This participation may be in the form of material and resource contributions, local

improvement districts, right-of-way dedications, or other funding sources such as user fees.

- Policy 6:** The County will comply with ORS 366.514 requiring one percent of the funds it receives from the State Highway Fund to be expended on bicycle and pedestrian facilities.

### **10.3.3 Bicycle, Pedestrian, and Public Transportation Policies**

Bicycle, pedestrian, and public transportation is an important component of the transportation system plan. These policies are intended to ensure that these modes will be considered in the planning and development of transportation facilities, and to help make these modes more viable options for the traveling public.

- Policy 1:** The County will consider the impact County transportation projects have on cycling and pedestrian activities.
- Policy 2:** All new Arterials and Major Collectors will be constructed with paved shoulders.
- Policy 3:** The County will consider the needs of those individuals who are transportation-disadvantaged or disabled when planning or reviewing transportation improvements.
- Policy 4:** The County will encourage and facilitate the ability of transit providers such as the Salem Area Transit District and Chemeketa Area Regional Transportation System (CARTS) to provide services to areas outside of designated urban growth boundaries.
- Policy 5:** To the extent feasible, the County will facilitate the development of Park-and-Ride/Pool lots at strategic locations throughout the County, in coordination with transit providers where appropriate.
- Policy 6:** The County supports efforts to develop off-street multi-use paths or trails (which typically will be used by bicyclists and pedestrians) where appropriate. These paths or trails will be especially encouraged where they connect trip generators and attractors (such as cities and parks) and where they take advantage of existing scenery (such as along scenic rivers) and available resources (such as powerlines, old rail lines, along rivers, and in existing right-of-way or easements).
- Policy 7:** In order to promote bicycle and pedestrian travel within the cities of Marion County, and recognizing that fast-moving, high-volume, and heavy vehicular traffic is detrimental to the 'walkability' and 'bikeability' of a city, the County generally supports efforts to divert regional traffic from flowing through the 'downtown' of a city. This may be through simple measures such

as signing and traffic control, moderate measures such as improvement of existing roadways, or more complex measures such as the provision of new roadways or bypasses. The County is especially supportive of such efforts when the affected city is a major proponent of these measures.

#### **10.3.4 Air, Rail, Water, Energy, and Pipeline Transportation Policies**

These policies address air, rail, water, energy, and pipeline transportation in the County. These modes are an important part of the existing and future transportation network in terms of moving freight, passengers, services, and information in the County.

- Policy 1:** Airports and airstrips shall be located in areas that are safe for air operations and should be compatible with surrounding uses.
- Policy 2:** The County should review and take appropriate actions to adopt State master plans for public airports in Marion County.
- Policy 3:** The County will adopt appropriate provisions (including plans, ordinances, and inter-governmental agreements) to protect the public airports from incompatible structures and uses. These provisions will be consistent with Federal Aviation Administration guidelines.
- Policy 4:** The County will discourage noise sensitive uses from locating in close proximity to public airports.
- Policy 5:** The County will encourage the establishment of cost-effective passenger and commuter rail service in the Willamette Valley.
- Policy 6:** The County generally supports development of new or expanded freight rail service that would improve the efficiency of freight movement, as long as its impacts can be appropriately addressed.
- Policy 7:** The County supports efforts to evaluate, maintain, or develop the capability of the Willamette River as a navigable waterway and recreational area.
- Policy 8:** The County will encourage the continued use of underground pipelines and telecommunication lines that minimize the need for surface shipping and that are compatible with established land uses.
- Policy 9:** The County encourages cooperation between energy and utility companies for the more efficient provision of energy and utilities.
- Policy 10:** The County encourages (and often requires) joint use of trenches by different utilities where it would be safe and practical to do so.

**Policy 11:** The County generally supports measures that conserve the amount of energy resources used for transportation in and through the County.

### 10.3.5 Development and Access Policies

Development and access policies provide guidelines for linking transportation and land use in an attempt to provide suitable transportation facilities while protecting and preserving the agricultural and rural nature of the County. The policies also outline right-of-way and roadway improvement requirements for new developments in the County.

These policies are particularly important because private developers, often through the subdivision process, are constructing most new Local roads and many of the projects that widen or enhance Arterials and Collectors.

- Policy 1:** Additional interchanges (access points) on Interstate 5 from the northern County line to the Chemawa Interchange, and from the Sunnyside Interchange to the southern County line will be discouraged (except for near Woodburn - see chapter 8), unless it can be shown through a comprehensive study and supported by the County that a new interchange is appropriate for regional access to the Interstate system.
- Policy 2:** Transportation facilities should be developed and maintained in such a manner as to minimize negative impact to valuable soil, timber, water, scenic, or cultural resources.
- Policy 3:** The County will consider and strive to minimize the negative impacts to surrounding land uses and communities in selection and implementation of transportation projects.
- Policy 4:** Development proposals and changes in land use designations shall conform to any sub-area management plans created or adopted by Marion County.
- Policy 5:** The County will discourage sign proliferation in rural areas, including billboard and sign advertising.
- Policy 6:** Rural residential development adjacent to or near major roadways should be designed to minimize adverse effects of traffic noise, traffic volume, and other transportation-related impacts.
- Policy 7:** To prevent exceeding the function and capacity of any component of the transportation system, the County will consider roadway functional classification, capacity, and current conditions as primary criteria for proposed changes in land use designations and proposed land use developments. In addition, present and anticipated safety issues shall also be significant criteria.

- Policy 8:** The County shall review land use actions, development proposals, and large transportation projects in the region for impacts to the transportation system and facilities. If the impacts are deemed significant by the County and cannot be mitigated to the County's satisfaction, the action shall be denied or modified until the impacts are acceptable. The County shall also consider the impact these have to affected communities and urban areas.
- Policy 9:** Access to developments must be from roadways with appropriate Functional Classifications and improved to appropriate standards. **Table 10-3** shows the maximum trip generation for new or expanded developments based on the Functional Classification and character of the roadway from which it gains access:

**Table 10-3**  
**Maximum trip generation of developments by Functional Classification of Roadway**

FUNCTIONAL CLASSIFICATION	TRIPS PER DAY	TRIPS PER EVENT
Local (with gravel surface)	200	400
Local (with paved surface)	750	2,000
Minor Collector	1,500	5,000
Major Collector	3,000	8,000
Arterial	No Limit by this Policy	No Limit by this Policy

The 'trips per event' column is only to be used for developments (such as amphitheatres and stadiums) intended to draw large numbers of spectators for certain events (occurring less than 20 times per year), but much lower volumes of traffic otherwise. All other developments shall use the 'trips per day' column to assess the suitability of a road to provide access. For developments with multiple access routes, each route will be assessed based on the number of trips (in the estimation of the Public Works Department) expected to use that route. For developments anticipated to generate a significant number of truck trips, these numbers will be adjusted to reflect the increased impact of the truck traffic on the transportation system.

Proposed developments larger than the thresholds in **Table 10-3** may be allowed if the Public Works Director can determine that the development's transportation system impacts will be mitigated to satisfactory levels and the developer improves the affected roadway(s) to appropriate standards as determined by the Public Works Director.

The Public Works Director has authority to require a developer to improve a roadway to meet standards if the Functional Classification of the roadway is appropriate for the size of the development, but the existing roadway does not meet an appropriate standard level.

- Policy 10:** a) The number of access points on arterial and major collector roadways shall be kept to a minimum to reduce the interruption to traffic flow and to promote safety. All new or expanded-use accesses must meet the access management standards of this plan (see section 10.1.3).
- b) If a property is partitioned, all platted parcels of that property should use one common access to the road system.
- c) Loop driveways are discouraged
- Policy 11:**a) Direct access to arterials from adjacent parcels should not be allowed if alternative access is available or can be made available.
- b) If a parcel has access options onto more than one roadway, the access should be derived from the road with the lower functional class, and, if of the same functional class, the road with the lower traffic volume and fewer potential conflicts.
- c) Likewise, where property abuts both a County or public use road and a State highway, the preferred access will be onto the County or public use road (unless the roads' functional classifications would indicate otherwise).
- Policy 12:** All new or modified accesses to an arterial shall be paved to a minimum width of 20 feet for a typical vehicle length (or longer if necessary) from the edge of the roadway to control drainage and prevent rock and other debris from accumulating on the Arterial.
- Policy 13:** a) To minimize and eliminate hazards along public roadways, the County shall review and approve all proposed driveways and accesses (including all measurable access modifications and significant increases in use of an access) to County roads; and to local access roads as resources allow.
- b) Accesses shall be located at the safest site possible, and shall meet the stopping sight distance requirements specified in Marion County's design standards. Actions required to obtain these stopping sight distances shall be required as a condition of approval of the access permit.
- c) Accesses should be consolidated, whenever feasible, to minimize the number of access points.
- Policy 14:** Driveways, internal circulation areas, and parking areas shall be designed so that traffic will not back onto arterials or major collectors, or any other facility where such conditions would create a hazard.
- Policy 15:** Where there are several adjacent parcels with narrow frontages, or where sight distance is inadequate, a frontage road or combined driveway may be required.

**Policy 16:** Access to new State and large County parks should be provided by roads of minor collector or higher functional classification.

**Policy 17:** a) Appropriate notice of comment periods or public hearings shall be mailed to ODOT for any property requesting access to a State highway and any land use change or development within 500 feet of a State highway, or 1320 feet of an interchange.  
b) The Oregon Department of Aviation shall be notified of any development within 500 feet of a public use airport.

**Policy 18:** If land to be subdivided, rezoned, or partitioned will cause the termination of a roadway or borders a roadway right-of-way of less than standard width, the applicant shall dedicate sufficient land to provide for a cul-de-sac or to increase the half (or halves) of right-of-way bordering this land to one-half of the standard width.

**Policy 19:** a) New private roadways (those on private property and maintained with private funds) shall not be approved as access to more than four parcels except in Planned Unit Developments.  
b) When private roadways are approved as part of a subdivision or planned development, the roadways shall be constructed and completed to County standards prior to the recording of the plat. The developer shall certify in writing that the roadways were constructed to County standards.  
c) The maintenance of privately owned roads is neither the responsibility nor liability of the County.  
d) The property owner shall provide a recorded road maintenance agreement for all new development accessing private roads, prior to plat approval.

**Policy 20:** Building permits for new home sites on vacant parcels shall not be approved on previously established private roads serving four or more dwellings unless no other means of providing access to the property is available and appropriate land-use approvals are obtained. When these approvals are granted, the applicants shall be required to sign and record an agreement to participate in any future road improvement agreements and/or maintenance agreements.

**Policy 21:** No new local access roads (as defined in ORS 368.001) shall be created in Marion County.

**Policy 22:** New public streets and public street improvements shall be developed to County adopted standards, and the development will not be issued occupancy permits or final inspection until these streets have been constructed and the Public Works Department has accepted their design and construction.

- Policy 23:** On a Local Access Road with four or more existing parcels (not counting parcels with frontage on County roadways), no new parcels shall be created that would have access to the road unless the road is improved to County standards.
- Policy 24:** On a Local Access Road with fewer than four legally created parcels (not counting parcels with frontage on County roadways), new parcels may be allowed access to the road as long as the total number of parcels receiving access does not exceed four.
- Policy 25:** All new developments shall be reviewed to ensure that they have an adequate stormwater system. Specific requirements can be found in Marion County's Engineering Standards (or subsequent document).
- Policy 26:** Large developments are discouraged on dead-end or no-outlet roads.

### 10.3.6 Right Of Way Policies

There is a significant amount of public right-of-way in Marion County. Much of it is occupied by roads, while some remains undeveloped. Policies with respect to use of this right-of-way include:

- Policy 1:** To the extent possible, the County will utilize existing facilities and rights-of-way as the foundation for those intra- and inter-county facilities needed to accommodate anticipated growth and facilitate movement.
- Policy 2:** New transportation facilities of all types should use existing rights-of-way to the extent possible to minimize disruption to existing land use.
- Policy 3:** The development of unopened, dedicated public rights-of-way will be reviewed by the County for consistency with land use and other policies. When opening of the road is appropriate, a permit will be required, and adequate roadway development standards shall be met.
- Policy 4:** The County will not abandon or vacate public rights-of-way unless it has been determined beyond reasonable question that it is in the best interest of the general public to not ever have the right-of-way available to the general public for use as a roadway, bicycle/pedestrian path, or any other use.
- Policy 5:** The County will restrict use of public rights-of-way (such as through posted restrictions or gates), roadways and structures to a user, or group of users, only if it is deemed appropriate for purposes of safety, roadway preservation, or other engineering reasons.
- Policy 6:** A Special Setback of 30 feet from the existing roadway centerline exists for all County roads unless a larger Special Setback is designated through another policy.

### **10.3.7 Urban Growth Management Framework Coordination Policies**

The following policies are part of the adopted Urban Growth Management Framework that is part of the urbanization element of the Marion County Comprehensive Plan.

- Policy 1:** Marion County shall jointly plan with communities to meet the transportation needs in the future.
- Policy 2:** Communities should implement street connectivity standards.
- Policy 3:** Coordinate the enhancement or addition of transit connections within and between cities.
- Policy 4:** Allow for a complementary mix of land uses and transportation systems.
- Policy 5:** Encourage coordination of traffic calming methods.
- Policy 6:** Improve key freight routes.
- Policy 7:** City plans should improve the walking and biking environment

See the Urban Growth Management Framework and the Urbanization Element of the Marion County Comprehensive Plan for the Coordination Guidelines that provide detailed implementation of these policies.

#### 10.4 FUTURE EVALUATION OF TRANSPORTATION ISSUES

Transportation issues and potential projects will arise on a continuous basis. To provide stability for the plan, it is helpful to have a procedure in place to develop, evaluate, and prioritize these issues. For purposes of this plan, the following guidelines will be used to update the plan, the future volume projections, and the associated project lists as new information becomes available:

New issues or suggested improvements will be reviewed by Marion County Public Works staff to determine if the project is feasible or even possible to pursue. Since the review process is somewhat subjective, several key issues will be used to determine the feasibility of each project. These issues include: whether the project is legal to pursue; whether the project addresses or corrects the problem identified at that location; whether the project conforms to generally accepted engineering principles; whether physical, environmental, or engineering limitations prevent the project from being constructed; how much benefit would come from the project relative to how much the project would cost; whether the project is 'in line' with the County's future plans for that area; and other issues that will help to determine the feasibility of pursuing the project.

Issues that are deemed feasible and appropriate for further investigation will be evaluated and prioritized using the project prioritization matrix system described in Section 8.1. The assigned numerical value and the resulting location of the project in the prioritized list of improvements will determine the likelihood of that project being addressed within the 20-year planning period.

**Section 11, the Financing Plan,** contains a list of the projects planned within the 20-year time frame of this plan. This list is much shorter than the list of recommended projects in Section 8 due to funding limitations. Projects considered to be beneficial enough to be pursued in the 20-year period warrant additional evaluation and planning level cost estimation. These projects receive additional analysis to determine their relative benefit, cost-effectiveness, and availability of funding for the project, and are then prioritized using the project prioritization matrix. The highest-rated projects have then been organized into five-year time frames based on our estimate of their desirability and when they are likely to get done with available funding.

Projects listed as Recommended Projects in Section 8 but not as funded projects in Section 11 are next in line to be added to the 20-year project list as additional funds become available, or as projects currently on the 20-year list are completed. These Recommended Projects are hereby authorized by this plan, and are good candidates to pursue with grant funding and/or other sources of revenue as they become available.

A *20-Year List of Recommended Improvements* will be maintained by the Marion County Department of Public Works.