

memo

to **Cordon Road Corridor Study Project Management Team and Committees**
from **Shayna Rehberg, Brandon Crawford, and Darci Rudzinski, MIG|APG**
re **Cordon Road Corridor Study**
Vision Plan – REVISED DRAFT
date **May 18, 2022**

Introduction

The ultimate goal of this memorandum is to develop a strong set of vision, goals, and objectives to guide the Cordon Road Corridor Study. Policies, standards, and projects from local transportation plans and reports provide a framework for this planning process, and input from community stakeholders inform the proposed vision, goals, and objectives.

This memorandum first presents a review of background documents and then summarizes input from community stakeholders, including the Project Management Team (PMT). The review of background documents provides an overview of policies, standards, or projects that are relevant to this planning process, as well as identifies potential conflicts between background documents and/or areas that may need reconciliation, clarification, or noting during this planning process. Input from community stakeholders consists of feedback gathered from Open House #1, comments from website and social media postings, and comments made during PMT meetings. The memorandum culminates in a proposed set of vision, goals, and objectives.

The PMT and advisory committee members will review this memorandum and provide comments and suggested revisions. Following that, a final draft of the Vision Plan will be available to provide ongoing guidance for this planning process.

Background Document Review

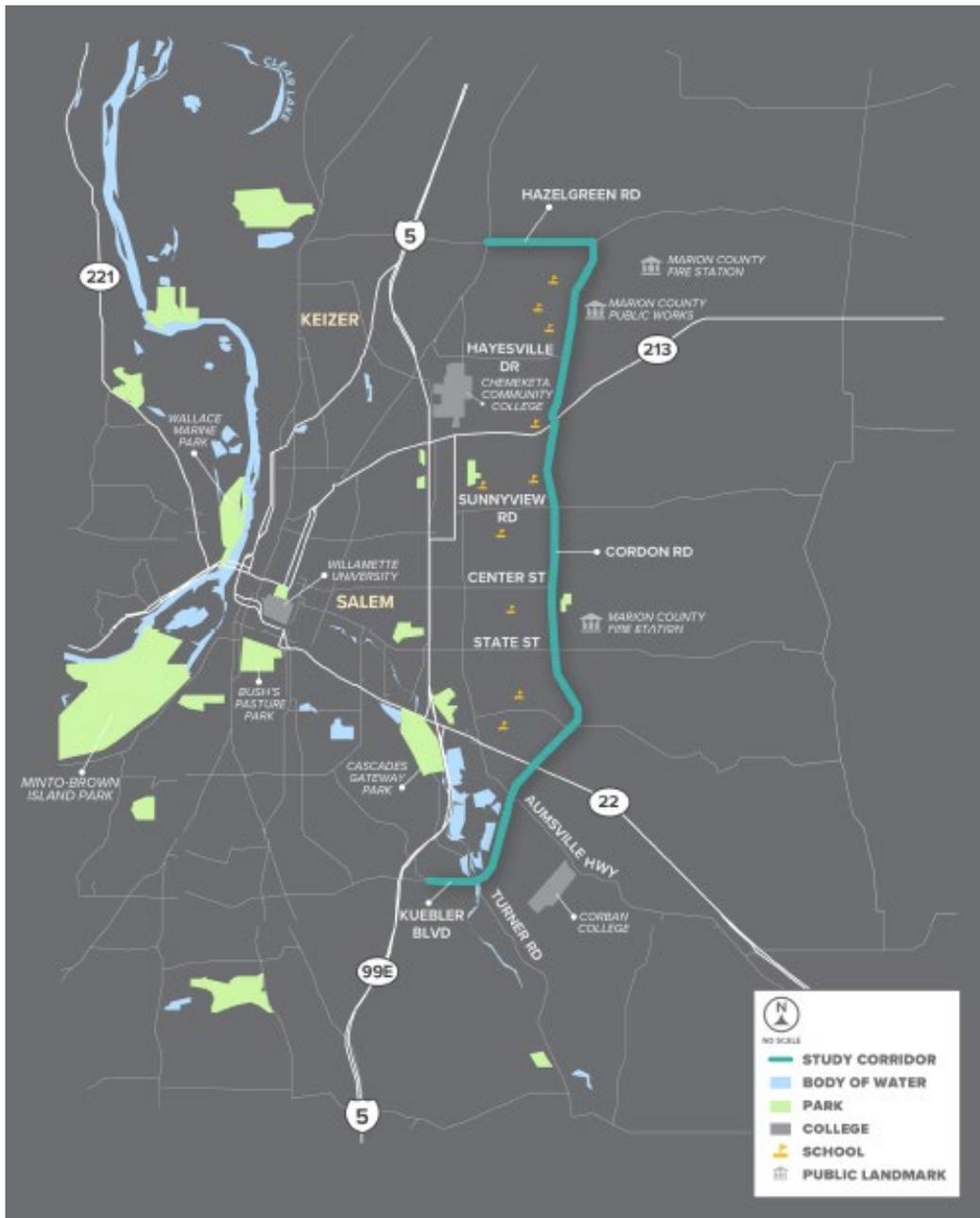
This section provides a review of the documents listed below in order to identify policies, standards, and projects relevant to the Cordon Road Corridor.

1. Marion County Rural Transportation System Plan (TSP) (2005)
2. City of Salem TSP (2020)
3. Salem-Keizer Area Transportation Study (SKATS) 2019-2043 Regional TSP
4. Interchange Study of Highway 22 and Cordon Road (2012)
5. OR 22 (East) Facility Plan (2018)
6. Kuebler Boulevard Interchange Area Management Plan (IAMP) (2009)
7. Chemawa Road IAMP (2009)

8. Kuebler Boulevard Two Bridges Feasibility Study (2018)
9. Cordon Road Resolution (1981)
10. Mill Creek Corporate Center Urban Renewal Plan (2005)
11. Mill Creek Corporate Center Traffic Impact Analysis (TIA) (2013)
12. Pictsweet Master Plan TIA (2019)
13. Draft Transportation Planning Rule (TPR) amendments (January 2022)

The reviews are compiled in Table 1, which indicates whether the documents include policies, access-related guidance, and/or projects in the study area. The study area is illustrated below in Figure 1.

Figure 1. Study Area for Cordon Road Corridor Study



The document review found differences between policy or regulatory direction related to the corridor in the following areas. The recommendations below are intended as guidance during this study.

1. Access policy – Determine how to reconcile access standards for parkways in the Salem Revised Code with the 1981 County Cordon Road access policy in order to provide clear direction for access management in the corridor going forward.¹ This will be explored further in the Access Management Plan (Technical Memorandum #8, Task 8) later in this planning process.
2. Recommended improvements – In general, consult the most recent plans reviewed for the latest versions of recommended improvements. This includes referring to the OR 22 (East) Facility Plan for the latest recommended OR 22 interchange design, refined from the 2012 interchange study. In some cases, a plan may contain recommendations from some earlier plans but not others; for example, the 2020 Salem TSP includes projects recommended in 2019 Pictsweet TIA but not the 2019 SKATS Regional TSP.
3. Parkway cross-section – The Pictsweet TIA recommends parkway cross-section alternatives (ultimate cross-section and interim cross-section) to the parkway cross-section in the Salem TSP. Confirm that the cross-section alternatives in the TIA will be relied on for improving the corridor to parkway standards.

Findings from these document reviews have informed the draft vision, goals, and objectives that are presented in the last section of this memorandum.

¹ At the April 5, 2022 Project Management Team (PMT) Meeting, City of Salem staff indicated that access standards from the Salem Revised Code govern access points in city limits in the Cordon Road corridor and that the County Cordon Road Policy governs access points otherwise in the corridor.

Table 1. Background Document Review

	Review	Policies	Access	Projects	Other
		✓	✓	✓	
1. Marion County Rural Transportation System Plan (TSP) (2005)	<ul style="list-style-type: none"> The 2005 TSP is due for an update; in the meantime, passages pertaining to Cordon Road are summarized below. Cordon Road, from Caplinger Road (at Salem city limits, between Pennsylvania Avenue and Macleay Road) to Hazelgreen Road, is classified as a County Arterial in the County TSP. The 2019 SKATS Regional TSP notes that the County has designated Cordon Road from OR 22E to Hazelgreen Road as a Throughway, as provided in Oregon Revised Statute (ORS) 374.420 and as part of a circumferential route around Salem and Keizer, to facilitate the free flow of traffic.² The roadway inventory and conditions (in Chapter 5 and Appendix B) include the following information about Cordon Road, in 7 segments from Caplinger Road to Hazelgreen Road: 2 lanes, volume to capacity (V/C) ratios of 0.19-0.56, level of service (LOS) ratings of B-D, paved shoulder widths of 5-7 feet, paved travel widths of 34-39 feet, and asphalt in “good” to “very good” condition. Chapter 6 (Future Traffic Volume Demand Projections) estimates daily traffic volumes in 2025 on Cordon Road, in 7 segments from Caplinger Road to Hazelgreen Road, to be from 12,000-28,000. 	✓	✓	✓	

² ORS 374.420 County throughways; rights of abutting property owners.

(1) The county court or board of county commissioners may acquire by purchase, agreement, donation or exercise of the power of eminent domain, fee title or any interest in real property, including easements of air, view, light and access, which is necessary for the construction of a throughway or the establishment of a section of an existing county road as a throughway.

(2) When right of way is acquired for a throughway after August 13, 1965, no rights in or to the throughway, including what is known as right of access, accrue to real property merely because the property abuts upon that part of the right of way so acquired. This subsection also applies to right of way acquired, prior to August 13, 1965, pursuant to ORS 374.420 to 374.430 (1963 Replacement Parts).

(3) “Throughway,” as used in this section, means a proposed or existing county road especially designed for through traffic, which has been designated by resolution of the county court or board of county commissioners as a throughway, over, from or to which owners or occupants of abutting land or other persons have no easement of access or only a limited easement of access, light, air or view, merely because of the fact that their property abuts upon the throughway or for any other reason. [Amended by 1965 c.364 §1] (https://www.oregonlegislature.gov/bills_laws/ors/ors374.html)

	Review	Policies ✓	Access ✓	Projects ✓	Other
	<ul style="list-style-type: none"> • The TSP’s preferred 20-year strategy is a combination of inter- and intra-county mobility strategies, found to be amongst the most beneficial and effective in terms of addressing the TSP’s goals and objectives. This strategy is summarized as “improvements that emphasize transportation along the County’s primary Intra- and Inter-County corridors,” including Cordon Road; improvements are detailed in Chapters 8, 9, and 11 of the TSP. • While Chapter 8 lists all of the recommended roadway improvements, Chapter 11 (Table 11-1) presents a financially constrained list of recommended improvements, including Cordon Road safety and capacity projects (left turn lanes, signals, and widening/adding lanes) and this corridor study. • Recommended non-roadway improvements include a potential shared-use path along Cordon Road (Figure 9-1), consideration of Cordon Road as part of circumferential transit route around the Salem area (Section 9.2.3), and a potential park-and-ride/pool location shown at Cordon Road/Silverton Road NE (Figure 13-1). • Policies (Chapter 10) address access management, acknowledging that Cordon Road is not subject to standard access spacing requirements identified in the policies but to other County policies (see the Cordon Road Resolution review); they also address multimodal and equitable transportation, requiring the County to consider the needs of those who are transportation-disadvantaged and/or disabled when planning or reviewing transportation improvements and to support efforts to develop off-street multi-use paths or trails where appropriate. • The TSP includes a sub-area plan for Cordon Road from State Street to Auburn Road (Chapter 12). Referring to previous County policy to limit access on Cordon Road, the sub-area plan proposes further limiting access to Cordon Road due to high traffic volumes and accident history. A long-range plan includes closing accesses to Cordon Road and providing access to these properties in other ways, typically from a local road or access easement connecting to either Auburn Road or State Street, with an exception for the fire station; concepts of these alternative accesses are shown in Figure 12-5. 				

	Review	Policies	Access	Projects	Other
		✓	✓	✓	
2. City of Salem TSP (2020)	<ul style="list-style-type: none"> • Functional classification of “Parkway” in TSP. Typical street design for Parkways in Figure 3-1 and basic design guidelines for Parkways in Table 3-1. • General access management objective and policy in TSP’s Transportation System Management Element (Objective 3 and Policy 3.1). • Access and street spacing standards not in TSP but Salem’s development code (Section 804.040³ and Section 803.030, respectively). New driveways are not permitted onto parkways except in limited situations (see Footnote 3), and must be at least a mile from other driveways or intersections. • Street improvement projects, high and medium priority (Map 3-5 and project narratives); for Northeast Salem (Map 3-7): Projects 101, 218, 274, 275, 276, and 277; for Southeast Salem (Map 3-9): Projects 100, 101, 104, 127, and 136; including improving Cordon Road to parkway standards (between Silverton Road and Highway 22) and constructing interchange at Highway 22. • Freight-related street improvements – High priority on Cordon Road from State to Center Streets. • ITS projects (Table 4-2) – Detour Route Management, including mapping of detour route plans in GIS, incident signal timing plans, electronic message signs, and congestion monitoring; Cordon/Kuebler corridor is a high priority. • Pedestrian and bike projects – Existing or funded bike lanes and proposed shared-use path shown on Cordon Road from Kale to Kuebler (Map 7-2, Map 7-7, Map 8-5, 	✓	(✓)	✓	

³ Pursuant to Salem Revised Code Section 804.040 (Access onto parkways):

(a) Number of driveway approaches. No driveway approach shall be allowed onto a parkway unless the driveway approach is for a complex that generates 10,000 or more vehicle trips per day, or the driveway approach is a service driveway approach that provides access to a site controlled by a franchised utility service provider or a governmental entity.

[...]

(c) Spacing. Driveway approaches onto a parkway shall be no less than one mile from the nearest driveway approach or street intersection, measured from centerline to centerline.

[...]

(f) No variance or adjustment. The standards set forth in this section cannot be varied or adjusted.

	Review	Policies ✓	Access ✓	Projects ✓	Other
	<p>and Map 8-5). Designated as Tier 3 projects (Maps 7-7, 7-8, 8-9, and 8-10). Cordon Road not a critical ADA route per Map 8-1.</p> <ul style="list-style-type: none"> • Long-range transportation strategy – Highway 22 Corridor, including interchange with Cordon Road; and Salem Circumferential Travel Route, including Cordon Road but improvements not specified for Cordon Road. • Future studies – this corridor study 				
<p>3. Salem-Keizer Area Transportation Study (SKATS) 2019-2043 Regional TSP</p>	<ul style="list-style-type: none"> • Corridor identified as principal arterial (p. 4-12). • Demand/capacity mostly identified as “free flow,” with a few short segments that are “near capacity” or “at capacity” – between Center and State Streets, at the Macleay intersection, and near the Kuebler/I-5 interchange. • Crashes, injuries, and fatalities included on Map 4-5 (p. 4-17). Numerous identified along the corridor. • Corridor classified as “Existing Bicycle System & Multi-Use Path” on the Regional Bicycle Network (Map 4-6, p. 4-19). • Forecasted funds for highways and regional roads are included on Table 6-6, p. 6-9. Table 6-9, page 6-11, includes estimated expenditures. • “Roads-bridges” projects, bike-ped projects, and ITS-intersection improvement projects are shown in the corridor on Map 7-3, p. 7-14 and in more detail in an East Salem map (Map 7-7, p. 7-22). • Table 7-3 includes numerous projects identified for the corridor, which are identified as “included” or “committed” by jurisdiction (pp. 7-25 to 7-45). • Table 8-3 includes several projects with “potential impacts” that are located in the corridor. Most projects specific to the corridor are roads-bridges projects, with a few bike-ped projects (pp. 8-9 to 8-11). • The “Kuebler-Cordon-Hazelgreen Circumferential Route” is included as an Outstanding Issue (Chapter 9), noting that it is critical the route retain its function as a beltway and that the City and County explore strategies and solutions for maintaining its functionality. 	<p>✓</p>		<p>✓</p>	

	Review	Policies ✓	Access ✓	Projects ✓	Other
<p>4. Interchange Study of Highway 22 and Cordon Road (2012)</p>	<ul style="list-style-type: none"> • A series of draft memos serves as the “Interchange Study of Highway 22 and Cordon Road;” per Mid-Willamette Valley Council of Governments (MWVCOG) and the County, there is no final report. • The Project Rationale memo addresses the need for a future interchange at OR 22 and Cordon Road, demonstrating that an interchange at OR 22 and Cordon Road has transportation and economic development benefits. Transportation benefits include travel time savings; resolving geometric deficiencies and associated safety issues at the Cordon Road overpass; providing an alternative to the existing deficient interchanges at Gaffin Road and Lancaster Drive; improving facilities and access for existing and planned employment centers; and improving I-5 and OR-22 detour routes and emergency response times. • The Transportation Issues memo presents research on transportation questions raised by stakeholders during the stakeholder interview process. Findings in the memo regarding transportation facility geometric deficiencies, system efficiency and congestion, system connectivity and accessibility, and community safety and emergency response all generally support the construction of an interchange at OR 22 and Cordon Road. • A conceptual interchange design – a modified diamond – is provided in the final page of the series of memos (no figure number). • Final letter from ODOT – In a June 28, 2012 letter from ODOT Region 2 to Marion County and City of Salem Public Works, the Region 2 Manager expressed appreciation for the Cordon Road Interchange Study and its recommendation that an interchange is an appropriate solution. ODOT generally concurred with the findings of the study and agreed to include the recommended interchange in the OR 22/25th to Gaffin Road Expressway Management Plan. ODOT considers the interchange to be a local project subject to ODOT review and approval given it connects to a state highway. The inclusion of the interchange in the Expressway Management Plan allows the County and City to pursue funding to develop, design, and construct the project. 			<p>✓</p>	<p>Research</p>

	Review	Policies ✓	Access ✓	Projects ✓	Other
5. OR 22 (East) Facility Plan (2018)	<ul style="list-style-type: none"> • Considers alternatives for a new interchange at Cordon Road and OR 22. Assumes a tight diamond interchange and provides a concept design (Figure 2, p. 2). Suggests future studies and consideration for an interchange. • Intersection study locations illustrated on Figure 5 (p. 7). • Notes Gaffin/Cordon intersection does not meet mobility targets and that a traffic signal was currently being constructed (p. 6). Identifies Cordon/Gaffin intersection as deficient and in need of improvements, specifically adding a shared through-right turn lane to northbound and southbound approaches (Table 1, p. 8). Formal recommendations for Gaffin/Cordon intersection improvements and Cordon interchange provided on p. 11. • Table 2 provides a summary table of recommended improvements by planning level cost and priority. Gaffin/Cordon intersection improvements are a long-term priority and have an estimated \$1 million planning-level cost. 			✓	
6. Kuebler Boulevard Interchange Area Management Plan (IAMP) (2009)	<ul style="list-style-type: none"> • The Kuebler interchange with I-5 the southern terminus of the Cordon Road Corridor. • Table ES-1 and Table 2 recommend improvements in the Kuebler Boulevard part of the corridor (p. ES-4 and p. 2-3), including: <ul style="list-style-type: none"> ○ Installation of new ramps at the Kuebler/I-5 interchange ○ Installation of turn lanes at Kuebler/36th and Kuebler/Turner intersections (also through lanes at intersections, p. ES-6). • Widen Kuebler Boulevard to two lanes eastbound of the I-5 northbound ramp (p. ES-5). • Goals and objectives for the IAMP (p. 1-5) include: <ul style="list-style-type: none"> ○ Protect the function and operation of the interchange ○ Limit number of conflict points on Kuebler Boulevard ○ Monitor interchange capacity management. • Implementing Actions for the IAMP are included for ODOT, Salem, and SKATS (pp. 2-11 to 2-13); the actions mostly relate to adoption, interagency coordination, continued mobility and asset performance monitoring, and securing funding, 		✓	✓	

	Review	Policies	Access	Projects	Other
		✓	✓	✓	
7. Chemawa Road IAMP (2012)	<ul style="list-style-type: none"> The Chemawa interchange with I-5 is the northern terminus of the Cordon Road Corridor. Cordon Road is identified as a Primary Roadway in the IAMP, although the Cordon Road corridor is outside the IAMP study area (Table 2-1, p. 2-11). Section 2.3.2 (Operational Conditions) notes that the Hazelgreen/Cordon intersection fails to meet mobility standards (p. 2-12); Section 3.2 (Forecast Traffic Operations) notes Hazelgreen/Cordon intersection experiences queue lengths that exceed queue storage. There are no projects or policies in the IAMP that directly relate to the Cordon/Kuebler corridor; however, operations in the IAMP area will nonetheless affect the corridor and vice versa considering that they feed traffic to each other. 				Analysis
8. Kuebler Boulevard Two Bridges Feasibility Study (2018)	<ul style="list-style-type: none"> Three alternatives were evaluated for bridge improvements on Kuebler Boulevard for the Mill Creek and Union Pacific Railroad (UPRR) bridges: Bridge widening; construction of a new roadway bridge parallel to the existing bridge; and construction of a new parallel bike/ped bridge. Project costs evaluated on page 6: <ul style="list-style-type: none"> Widening – Mill Creek: \$6.1 million; UPRR: \$4.7 million Parallel alignment: \$15.9 million (both bridges) Bike/ped bridge: \$7.3 million (both bridges) Report recommends widening the existing bridges due to flexibility for future development. 			✓	
9. Cordon Road Resolution (1981)	<ul style="list-style-type: none"> Passed in 1981 by the Marion County Board of Commissioners. Establishes policies that the County must follow “in acting upon applications for land divisions, zoning approval, driveway permits and other actions affecting Cordon Road.” Allows for parcels abutting Cordon Road that were legally established prior to the date of the resolution and have no other public road access to one point of access to Cordon Road, whether or not such access existed at the time the resolution was passed. 	✓	✓		

	Review	Policies ✓	Access ✓	Projects ✓	Other
	<ul style="list-style-type: none"> Affirms that “existing locations, forms and usages of these accesses” are rights that are not affected by the resolution <i>unless</i> “a change” is proposed. Requires that properties adjacent to Cordon Road in the county develop “in a manner that will not increase, and wherever possible will reduce, consolidate or eliminate, accesses to Cordon Road.” 				
10. Mill Creek Corporate Center Urban Renewal Plan (2005)	<ul style="list-style-type: none"> The Mill Creek Corporate Center is located in the southern end of corridor (on Kuebler Boulevard) in the Mill Creek Urban Renewal Area (URA). Six transportation improvement projects are identified along the corridor (Figure 2, p. 12). Project details are provide on p. 15. <ul style="list-style-type: none"> Signalized intersection for Kuebler and Industrial Park east-west street Improvements for I-5 interchanges Signal interconnect on Kuebler Boulevard Road widening and addition of turn lanes 			✓	
11. Mill Creek Corporate Center Traffic Impact Analysis (TIA) (2013)	<ul style="list-style-type: none"> Information about the proposed Mill Creek Corporate Center development: <ul style="list-style-type: none"> 650-acre site to be developed in five phases (1A, 1B, 1C, 2A, and 2B); General land uses: Industrial (Large User Warehouse and Distribution), Business Park (Flex Space with Light Industrial and Office), and Service Center (Locally Oriented Commercial Services); Projected trips (2017 Short-Term Scenario): 6,800 Daily, 728 a.m. peak hour, and 704 p.m. peak hour; projected trips (2035 Long-Term Scenario): 31,400 Daily, 3,347 a.m. peak hour, and 3,570 p.m. peak hour; Proposed site access points: internal roadways that intersect Kuebler Boulevard (one), Aumsville Highway (two), Turner Road (one), Deer Park Drive (one), and not Cordon Road (see Figure 1); and 19 study intersections (on City, County, and ODOT roadways) For the 2017 short-term scenarios (assumes no Cordon Road/OR 22 interchange): Turn lanes and traffic signals needed at Cordon Road and Kuebler Boulevard intersections, as well as bringing parts of Lancaster Drive, Kuebler Boulevard, Cordon Road, Turner Road, and Deer Park Drive up to City standards; improvements outlined in narrative and in Table 4 		✓	✓	

	Review	Policies ✓	Access ✓	Projects ✓	Other
	<ul style="list-style-type: none"> • Signal to be installed at proposed site access on Kuebler Boulevard as part of Phase 1A development (Table 13) • Once the Mill Creek Corporate Center development has reached the 6,800 daily trip generation level associated with the 2017 development assumptions, a new TIA should be done to reevaluate growth assumptions and confirm what improvements are needed for the additional development phases. • Improvements potentially needed for the 2035 long-term scenarios (assumes Cordon Road/OR 22 interchange; needed improvements to be reassessed per previous bullet): widening of Cordon Road and Kuebler Boulevard, widening of Turner Road leading up to Kuebler Boulevard, converting a right-turn lane to a through-right lane, and adding turn lanes at various study intersections; improvements outlined in narrative and in Table 4 				
<p>12. Pictsweet Master Plan Traffic Impact Analysis (TIA) (2019)</p>	<ul style="list-style-type: none"> • The report identifies a need for widening Cordon Road to five lanes. The report notes the widening is necessary for Cordon Road to meet its Parkway designation. • Page 5 includes a map of the 2039 Transportation Improvement Needs, which includes several road widening projects, turn lane additions, and signal installations along Cordon Road between OR 22 and Silverton Road (Projects 1-10). • Table 10 (page 41) summarizes off-site improvement needs (for intersections). • Pages 45-49 address parkway cross-section alternatives. Figures 27 and 28 illustrate recommended ultimate and interim cross-sections for Cordon Road. <ul style="list-style-type: none"> ○ Ultimate cross-section: the TIA recommends that the County and City consider a narrower parkway cross-section (114-foot right-of-way versus 120-foot right-of-way) that incorporates 10-foot wide shared-use paths along one or both sides of the roadway. 			<p style="text-align: center;">✓</p>	

	Review	Policies	Access	Projects	Other
	<ul style="list-style-type: none"> Recommendations for transportation improvements to support the Pictsweet development are included on page 50. These recommendations include road widening for Cordon Road.⁴ As noted among the recommendations, a specific site plan will be required for each subsequent development phase to ensure consistency with the master plan and to ensure safe and functional access and transportation improvements are provided. 	✓	✓	✓	
13. Draft Transportation Planning Rule (TPR) Amendments (January 2022)	<ul style="list-style-type: none"> The Draft TPR amendments are a component of the State’s Climate Friendly and Equitable Community (CFEC) rulemaking. The proposed amendments add an additional level of review for transportation facilities. Specifically, facility improvements that would increase vehicle capacity or improve interchanges would need to be authorized in accordance with updated TPR requirements before inclusion in a local comprehensive plan, including a TSP or other transportation plan adopted as an element of the local comprehensive plan. Projects subject to these TPR provisions would be required to investigate alternatives for: <ul style="list-style-type: none"> Bike/ped improvements or facilities Transit improvements or facilities Transportation Demand Management (TDM) programs and options System pricing programs The jurisdiction would be required to complete an authorization report that demonstrates that the following were met: <ul style="list-style-type: none"> Public involvement strategy requirements of the new rule Alternatives review Summary of estimated long-term maintenance costs The authorization report would need to be published and provided to each affected jurisdiction. 	✓			

⁴ As stated in the TIA: “Widening of Cordon Road to the five-lane Parkway section will be required to support area growth with or without the Pictsweet site, consistent with adopted agency plans. Any required pro-rata payments for improvements along Cordon Road should be pooled and applied to the Cordon Road/State Street intersection, which serves as the most critical location within the study area.”

Stakeholder Input

Stakeholder input opportunities thus far in the planning process have included an open house, a series of website and social media postings, and PMT meetings. Feedback gathered from those forums is summarized below.

OPEN HOUSE FEEDBACK

[Comments from Open House #1 in May]

ONLINE FEEDBACK

Project Website

[Comments received by June]

Agency Websites and Social Media Postings

[Comments received by June]

PROJECT MANAGEMENT TEAM (PMT) FEEDBACK

Kick-Off Meeting (January 24, 2022)

During the kick-off meeting presentation, the prime consultant (DKS) acknowledged this study's multiple objectives, including mobility, development support and access, and multimodal transportation.

City staff reported their primary interests to be multimodal improvements (this is a significant interest of the City Council) and prioritization of improvement projects for the corridor.

County staff addressed their multiple primary interests. They want this study to clearly identify what projects are needed for a smooth-flowing system for all modes (e.g., consider roundabouts instead of signals). This study should produce a phasing plan, as was done in the SKATS Regional TSP, and provide robust documentation to pursue funding opportunities. Staff noted opportunities for greater jurisdictional coordination; e.g., the overcrossing of Highway 22 needs to be replaced and the project is included in the City's TSP, but more coordination is needed between the City and Oregon Department of Transportation (ODOT) in order to identify and secure funding.

PMT Meeting (April 5, 2022)

The PMT discussed the background documents reviewed in this memorandum at its April 5, 2022 meeting. Elements of the reviews were clarified, including: the 2020 Salem TSP includes projects recommended in the 2019 Pictsweet Master Plan TIA but not necessarily projects in the 2019 SKATS Regional TSP; and Salem Revised Code governs access onto Cordon Road in city limits and the Cordon Road Resolution governs access otherwise. PMT members took the opportunity to emphasize that it is important that this corridor study clearly establish what the governing projects are and what the governing access regulations should be going forward.

Vision, Goals, and Objectives

The document reviews and stakeholder input summarized earlier in this memorandum informed the proposed vision, goals, and objectives presented below.

VISION

The vision proposed for the Cordon Road Corridor Study is as follows:

The Cordon Road Corridor is a vital multimodal corridor that serves existing and planned urban development as well as rural and agricultural uses. It provides safe and efficient mobility as part of a detour network and a larger circumferential route around the Salem-Keizer region. The corridor balances local and regional traffic as well as access, safety, and mobility.

GOALS AND OBJECTIVES

To achieve this vision, the following goals and associated objectives are proposed for the Corridor Study.

- A. *Goal: Safety – Provide a corridor that enhances the safety of all transportation modes and users.*

Objectives

- 1. Manage access to Cordon Road consistent with its parkway classification to reduce traffic conflicts and crashes while providing reasonable access to land uses.*
- 2. Support planned projects and recommend new projects, as needed, to improve safety in the corridor.*
- 3. Promote multimodal transportation in the corridor by providing safe, separated facilities (e.g., shared-use path) for pedestrians and bicyclists.*

- B. *Goal: Mobility – Optimize the performance of the corridor for the efficient movement of people and goods.*

Objectives

- 1. Maintain the function of the corridor as a parkway, maintaining or improving mobility consistent with adopted targets.*
- 2. Employ a combination of solutions for maintaining or improving mobility, including access management, improvements consistent with parkway standards, and innovative strategies such as roundabouts.*
- 3. Emphasize transportation options in the corridor as part of the overall mobility strategy, including separated pedestrian and bicycle facilities; regular, safe (protected) crossings; and enhanced transit service.*
- 4. Support planned Intelligent Transportation System (ITS) projects and recommend new ITS projects, as needed, to improve mobility and safety in the corridor.*

- C. *Goal: Connectivity – Develop a multimodal corridor that connects all users to destinations within and beyond the corridor.*

Objectives

- 1. Enhance the transportation network in areas adjacent to Cordon Road and Kuebler Boulevard – specifically in areas inside the Urban Growth Boundary – to reduce reliance on the corridor for local trips and access.*
- 2. Improve access to alternatives to single-occupancy vehicles, including access to bicycle and pedestrian facilities and enhanced transit.*

- D. *Goal: Community and Economic Vitality – Provide a corridor that supports existing industry, encourages economic development, and enhances the physical and social well-being of local residents.*

Objectives

1. *Update the outlook on implementation measures and funding for the more significant transportation improvements needed in the corridor (e.g., OR 22 interchange), which would serve economic development.*
 2. *Clearly establish access options for existing and new development in the near- and long-term.*
 3. *Develop projects and implementation measures in the corridor that enhance walking, biking, and transit options, improve community health outcomes, and align with State climate objectives.*
- E. *Goal: Strategic Investment – Improve the corridor through informed and responsible stewardship of financial resources.*
- Objectives*
1. *Provide a clear process for prioritizing projects that results in implementation measures and improvements that meet the objectives of this study.*
 2. *Develop an implementation phasing plan that is based on existing and likely funding and represents the best use of public investments.*
 3. *Produce robust documentation to support the pursuit of future funding opportunities.*
- F. *Goal: Coordination – Develop a corridor consistent with adopted plans, where existing and planned land uses are supported by an efficient multimodal corridor, and collaboration amongst affected jurisdictions is fostered.*
- Objectives*
1. *Create implementation recommendations that are consistent or can be reconciled with existing policies and projects in adopted plans.*
 2. *Develop clear short- and long-term access options for properties fronting the Cordon Road/Kuebler Boulevard Corridor.*
 3. *Strengthen collaboration between Marion County and the City of Salem on land use review and actions that may impact the corridor.*
 4. *Ensure that proposed development in the corridor is supported by existing or planned improvements and that transportation improvements are provided with development as needed and as reasonably connected and proportional to development impacts.*
 5. *Strengthen coordination between Marion County, City of Salem, and Oregon Department of Transportation when planning, implementing, and securing funding for transportation system improvements in the corridor.*