



MEMORANDUM

Technical Memorandum #1: Plans and Policy Framework Independence Transportation System Plan Update

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TO Project Management Team
FROM Matt Hastie, Clinton “CJ” Doxsee, & Emma Porricolo, Angelo Planning Group
CC Matt Bell and Molly McCormick, Kittelson & Associates

OVERVIEW

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in Independence. The review explains the relationship between the documents and this planning process, identifying key issues that will factor into the Transportation System Plan (TSP) update process, particularly given the number of plans and policies that have been adopted or updated since adoption of the City’s 2007 TSP. This memorandum is intended to guide decisions regarding selection of preferred transportation solutions and identifies potential amendments to related plan documents and regulations, steps that will occur later in the TSP update process.

Some documents included in this review establish transportation-related standards, targets, and guidelines with which the TSP update must be coordinated and consistent with; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory requirements described in this review – such as the Independence Development Code – may be subject to recommended amendments in order to implement the recommendations of the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project implementation (Task 6).

The following documents were reviewed.

Overview 1

State Plans 3

Statewide Planning Goals 3

ODOT TSP Guidelines..... 4

Oregon Transportation Plan (2006) 6

Oregon Highway Plan (1999, last amended 2018) 6

Oregon Freight Plan (2011)..... 10

Oregon Public Transportation Plan (2018)..... 11

Oregon State Rail Plan (2014)..... 12

Oregon Aviation Plan (2007)..... 12

Oregon Bicycle and Pedestrian Plan (2016) 13

Oregon Transportation Safety Action Plan (2016) 14

State law on Reduction in Vehicle-Carrying Capacity (ORS 366.215)..... 14

Access Management Rule (OAR 734-051) (2014) 15

Transportation Planning Rule (OAR 660-012) (Last Updated 2012) 15

ODOT Funding Projections (2019)..... 16

Statewide Transportation Improvement Program 16

ODOT Highway Design Manual (2012) 17

Oregon Roadway Departure Safety Implementation Plan (2017) 18

Oregon Intersection Safety Implementation Plan (2012)..... 19

Oregon Bicycle and Pedestrian Safety Implementation Plan (2014)..... 19

Oregon Standard Specifications for Construction, Oregon Standard Drawing, and Oregon Standard Details (2018) 20

Oregon Resilience Plan (2013) 20

The Greenhouse Gas Emissions Reduction Toolkit 23

Local Plans 24

City of Independence Comprehensive Plan (Various)..... 24

City of Independence Transportation System Plan (2007) 27

Independence Development Code (2019) 34

City of Independence Action Plan..... 36

UGB Expansion Area Analysis, Periodic Review and Urban Growth Boundary Amendments Findings of Facts (2009) 38

Population and Employment Projections 41

Parks and Recreation Master Plan (2015)..... 42

SW Independence Concept Plan (2012) 44

Independence State Airport Master Plan (Adoption Pending)..... 46

City of Independence Targeted Industry Analysis (2019) 47

City of Independence Adopted Budget FY 2019-2020 and Capital Improvements Plan (2019-2023) 47

City of Monmoth Transportation System Plan (2009)..... 50

Polk County Transportation System Plan (2009)..... 50

STATE PLANS

Statewide Planning Goals

The foundation of Oregon’s statewide land use planning program is a set of 19 Statewide Planning Goals. The goals express the state’s policies on land use and on related topics, such as citizen involvement, housing, and natural resources. Oregon’s statewide goals are achieved through local comprehensive planning, including the development and implementation of TSPs.

All of Oregon’s Statewide Goals have an influence on transportation planning, either directly or indirectly. However only certain Goals directly apply to transportation planning at a local level; the Goals listed in Table 1 are most relevant to Independence’s TSP update.

Table 1: Statewide Planning Goals

Statewide Planning Goal	Relevancy to the Independence TSP Update
Goal 1: Citizen Involvement	Establishes citizen involvement as the primary goal of the land use planning process in Oregon. The Independence TSP Update process is guided by a robust public involvement plan that includes public involvement goals, identified affected and interested stakeholder and target audiences, and critical factors that will gage success. In addition, this project will be guided by project advisory committees that will inform the TSP update throughout the course of the project.
Goal 2: Land Use Planning	Establishes a process and policy framework for all decisions and actions related to uses of land; ensures that such decisions and actions are premised on an adequate factual base. Existing and future transportation needs will be based on inventories of existing conditions in Tech Memo #3, including existing and planned land uses, as well as improving efficient multi-modal connections to housing, public services, employment areas, and recreational opportunities.
Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces	Existing natural resources and environmental features influence the siting, construction, and cost of transportation improvements. Tech Memo #3 will provide inventories of these resources and describe areas within Independence that may pose barriers to providing transportation access or improvements.
Goal 7: Natural Hazards	The risk of natural hazards affects site selection and alignment decisions and design standards. Transportation improvement projects in Independence should avoid natural hazard areas, such as floodplains, to the extent feasible.
Goal 9: Economic Development	Addresses the need for a variety of economic opportunities in support of the health, welfare, and prosperity of Oregon’s citizens. The TSP Update process should be coordinated with current and planned economic development activities.

Statewide Planning Goal	Relevancy to the Independence TSP Update
Goal 10: Housing	Cities are required to anticipate ongoing needs for housing, and to provide adequate infrastructure to serve residential uses. Transportation facilities and project prioritization will be based, in part, on the demands generated by current and projected housing needs.
Goal 11: Public Facilities and Services	Local governments are required to provide adequate public facilities, including transportation facilities, in a timely and efficient manner. The TSP Update will coordinate with or consider the provision of other public facilities consistent with adopted plans.
Goal 12: Transportation	Requires multi-modal transportation plans for transportation service providers that need to: <ul style="list-style-type: none"> • Be based upon factual inventories, • Minimize adverse social, environmental, economic, and energy impacts, • Meet the needs of the transportation disadvantaged, • Facilitate the flow of goods and services, and • Be consistent with related local and regional plans. As described in more detail elsewhere in this memo, Goal 12 is implemented through the Transportation Planning Rule (OAR 660, Division 12).
Goal 13: Energy Conservation	Land uses shall be managed and controlled to maximize the conservation of all forms of energy based upon sound economic principles. In transportation planning, this includes consideration of travel distances and mode share.
Goal 14: Urbanization	Requires land within the Urban Growth Boundary to “provide an orderly and efficient transition from rural to urban land use.” Findings of feasibility of providing adequate transportation and other public facilities is required for expansion of UGB’s.

Project Relevance: The TSP Update will be consistent with the Statewide Planning Goals.

ODOT TSP Guidelines

The Oregon Department of Transportation’s (ODOT) Transportation System Plan (TSP) Guidelines is an on-line resource that provides technical guidance on how to prepare a TSP.¹ The guidelines provide citizens and planning professionals with information that is relevant during each phase of TSP development, including scoping, plan preparation, adoption, and implementation.

¹ The TSP Guidelines are on-line at: <https://www.oregon.gov/ODOT/Planning/TSP-Guidelines/Pages/What.aspx>.

The preparation phase lists seven steps to develop a TSP. The phase starts with the formulation of a public involvement plan and ends with the preparation of the actual TSP document. The steps in between relate to information gathering and analysis needed to develop elements of the TSP. Each step is further broken down into relevant topic areas that further describe elements and processes that are necessary or helpful in developing or updating a TSP. The steps and topics include:

- Step 1: Agency/Public Engagement Plan
 - Agency Coordination Plan
 - Public Involvement Plan
- Step 2: Goals & Objectives
 - The Intent (Why you do it)
 - The Approach (How you do it)
 - Evaluation and Prioritization Criteria
- Step 3: Existing Conditions
 - Plans and Policy Review
 - Existing Conditions Inventory
 - Existing Needs Determination
 - Funding Review
 - Documentation of Existing Conditions and Needs
- Step 4: Future Conditions
 - Future Conditions Overview
 - Future Capacity Determination
 - Future Travel Demand Determination
 - Future Deficiencies Determination
 - Future Needs Determination
- Step 5: Solution Development & Evaluation
 - Solution Development and Evaluation Overview
 - Developing Solutions
 - Evaluating Proposed Solutions
 - Selecting and Prioritizing Preferred Solutions
 - Documentation
- Step 6: Funding Program
 - Development of a Financially Constrained List of Transportation Projects/Programs
 - Identifying Potential Funding Sources
 - Documentation
- Step 7: TSP Documentation
 - What a TSP Shall, Should, and Could Include

Project Relevance: The ODOT TSP Guidelines provides guidance on how to update a TSP. They can be used as a resource for the Independence TSP update process for advisory committee members, elected and appointed officials, and the consultant team who will consider and apply technical guidance from the TSP Guidelines throughout the planning process. The workplan for this project is consistent with these guidelines.

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multi-modal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies, and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bike and Pedestrian Plan. The OTP considers all modes of Oregon's transportation system, including Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. It assesses state, regional, and local public and private transportation facilities. In addition, the OTP provides the framework for prioritizing transportation improvements based on varied future revenue conditions, but it does not identify specific projects for development.

The OTP provides broad policy guidance and sets seven (7) overarching goals for the state.² Through these goals and associated policies and strategies, the OTP emphasizes:

- Maintaining and maximizing the assets in place.
- Optimizing the performance of the existing system through technology.
- Integrating transportation, land use, economic development, and the environment.
- Integrating the transportation system across jurisdictions, ownerships, and modes.
- Creating sustainable funding.
- Investing in strategic capacity enhancements.

The Implementation Framework section of the OTP describes the implementation process and how state multimodal, modal/topic plans, regional and local TSPs and master plans will further refine the OTP's broad policies and investment levels. Local TSPs can further OTP implementation by defining standards, instituting performance measures, and requiring that operational strategies be developed.

The last chapter of the OTP provides implementation and investment frameworks and key initiatives to be consulted in developing TSP projects and implementation measures.

Project Relevance: The OTP's key initiatives will guide the TSP update, specifically in the areas of system management, maximizing performance of the existing transportation system using technology and creative design solutions, pursuing sustainable funding sources, and investing strategically in capacity projects. Consistent with a central OTP policy, the TSP update will seek to maximize the performance of the existing local transportation system using technology and system management before considering larger and costlier additions to the system.

Oregon Highway Plan (1999, last amended 2018)

The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides planning, operations, and financing for ODOT's Highway Division. Policies in the OHP emphasize the efficient management of

² The seven goals are Goal 1 – Mobility and Accessibility; Goal 2 – Management of the System; Goal 3 – Economic Vitality; Goal 4 – Sustainability; Goal 5 – Safety and Security; Goal 6 – Funding the Transportation System; and Goal 7 – Coordination, Communication, and Cooperation.

the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The following policies are relevant to the TSP update process.

Policy 1A: State Highway Classification System

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The system guides the development of the facility plans, as well as ODOT's review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

The Monmouth-Independence Highway (OR 51) is a classified highway in the state classification system. The purpose and management objectives of this highway is provided in Policy 1A, as summarized below.

- **District highways** (OR 51) are typically significant for county-wide connections and are largely county or city arterials and collectors. They typically provide connections to and links between small urbanized areas, rural centers, and urban hubs. The management objective is to provide safe and efficient, moderate to high-speed continuous-flow operation in rural areas and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside Special Transportation Areas, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.

Policy 1B: Land Use and Transportation

Policy 1B addresses the relationship between highways and development on either side of the highway. As a District highway, OR 51 must accommodate accessibility. Highway segment designations within Independence have been identified by ODOT as Special Transportation Areas (STAs) and Commercial Centers (CC).

- **Special Transportation Areas (STAs):** A Special Transportation Area (STA) is a designated district of compact development located on a state highway within an urban growth boundary in which the need for appropriate local access outweighs the considerations of highway mobility except on designated OHP Freight Routes where through highway mobility has greater importance. Specific guidance for planning in STAs includes lower setbacks, wider sidewalks, a focus on pedestrian use, mixed-use development, and interconnected street network facilities, and lower speed limits.
- **Commercial Centers (CCAs):** These areas are defined as large, regional centers or nodes with limited access to the state highway. Commercial Centers generally include a high level of regional accessibility and connections to the local road network and accommodates pedestrian and bicycle access and circulation and, where appropriate, transit movements. The portion of Monmouth Street in Independence identified as a CC essentially serves as the City's downtown area and provides access to motorists to Monmouth and Salem via the connecting road system.

Policy 1F: Highway Mobility Standards Access Management Policy

Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long-range, comprehensive planning for transportation projects, during development review, and to demonstrate compliance with the TPR.

Significant amendments to Policy 1F were adopted at the end of 2011. The 2011 revisions were made to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than v/c ratios for evaluating mobility performance. Also, v/c ratios established in Policy 1F were changed from being standards to “targets.” These targets are to be used to determine significant effect pursuant to TPR Section - 0060.

Table 2 presents mobility targets for the state facilities in the TSP study area. A target of 1.0 to 0.90 apply to OR 51, depending on STA designation and highway speed.

Table 2: V/C Ratio Targets Outside the Portland Metropolitan Region

VOLUME TO CAPACITY RATIO TARGETS OUTSIDE METRO ^{17A, B, C, D}							
Highway Category	Inside Urban Growth Boundary					Outside Urban Growth Boundary	
	STA ^E	MPO	Non-MPO Outside of STAs where non-freeway posted speed <= 35 mph, or a Designated UBA	Non-MPO outside of STAs where non-freeway speed > 35 mph but < 45 mph	Non-MPO where non-freeway speed limit >= 45 mph	Unincorporated Communities ^F	Rural Lands
Interstate Highways	N/A	0.85	N/A	N/A	0.80	0.70	0.70
Statewide Expressways	N/A	0.85	0.85	0.80	0.80	0.70	0.70
Freight Route on a Statewide Highway	0.90	0.85	0.85	0.80	0.80	0.70	0.70
Statewide (not a Freight Route)	0.95	0.90	0.90	0.85	0.80	0.75	0.70
Freight Route on a regional or District Highway	0.95	0.90	0.90	0.85	0.85	0.75	0.70
Expressway on a Regional or District Highway	N/A	0.90	N/A	0.85	0.85	0.75	0.70
Regional Highways	1.0	0.95	0.90	0.85	0.85	0.75	0.70
District/Local Interest Roads	1.0	0.95	0.95	0.90	0.90	0.80	0.75

^A Unless the Oregon Transportation Commission has adopted an alternative mobility target for the impacted facility, the mobility targets in Tables 6 are considered standards for purposes of determining compliance with OAR 660-012, the Transportation Planning Rule.

^B For the purposes of this policy, the peak hour shall be the 30th highest annual hour. This approximates weekday peak hour traffic in larger urban areas. Alternatives to the 30th highest annual hour may be considered and established through alternative mobility target processes.

^C Highway design requirements are addressed in the Highway Design Manual (HDM).

^D See Action 1F.1 for additional technical details.

^E Interstates and Expressways shall not be identified as Special Transportation Areas.

^F For unincorporated communities inside MPO boundaries, MPO mobility targets shall apply.

Source: OHP Table 6

Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state's highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the state facility include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.

After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding traffic signals, or making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements such as adding lanes to increase capacity on existing roadways. As part of this TSP process, ODOT will work with the City and other stakeholders to determine appropriate strategies and tools that can be implemented at the local level that are consistent with this policy.

Policy 2B: Off-System Improvements

This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system. As part of this TSP update process, ODOT will work with the City and project stakeholders to identify improvements to the local road system that support the planned land use designations in the study area and that will help preserve capacity and ensure the long-term efficient and effective operation of high functional class facilities.

Policy 2F: Traffic Safety

This policy emphasizes the state's efforts to improve safety of all users of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues. The TSP update process will include a citywide crash analysis to identify sites with a history of fatal and serious injury crashes and identify potential countermeasures to reduce crashes.

Policy 2G: Rail and Highway Compatibility

This policy recognizes the need to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroads and highway users. The Portland & Western Railroad (PNWR) currently provides the only rail service (freight) through Independence.

Policy 3A: Classification and Spacing Standards

State policy seeks to manage the location, spacing, and type of road intersections on state highways in a manner that ensures the safe and efficient operation of state highways consistent with their highway classification.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by OAR 734, Division 51, addressed later in this report. The TSP update process will include an analysis of how existing spacing on ODOT facilities compares to these standards.

Policy 4B: Alternative Passenger Modes

Policy 4B encourages the development of alternative passenger services and systems as part of broader corridor strategies. The policy promotes the development of alternative passenger transportation services located off the highway system to help preserve the performance and function of the state highway system. Cherriots provides public transportation service in Independence along the Monmouth-Independence Highway. Improving safety, access, and mobility for pedestrians and bicyclists and enhanced connections to transit are objectives of this update process.

Policy 4D: Transportation Demand Management

This policy supports the efficient use of the state transportation system through investment in transportation demand management (TDM) strategies. Action 4D.1 calls for reducing peak period single-occupancy vehicle travel and to move traffic demand out of the peak period to improve the flow of traffic on state highways. The TSP update process will explore TDM strategies that may be appropriate for Independence, including requirements for new development and incentives for employers that can reduce vehicle trips.

Project Relevance: OHP policies provide guidance related to the accessibility, mobility, and function of state highways. The TSP planning process will consider policies in the OHP to guide proposed improvements, modifications, or policies that could affect any of the state facilities in the city. The TSP is being developed in coordination with ODOT so that projects, policies, and regulations proposed as part of the TSP will be consistent with the standards and targets established in the OHP related to safety, access, and mobility.

Oregon Freight Plan (2011)

The Oregon Freight Plan (OFP) is a modal plan of the OTP that implements the state's goals and policies related to the movement of goods and commodities. Its purpose statement identifies the

intent to “improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses.” The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

The plan defines a statewide strategic freight network. While there is a freight rail within Independence (PNWR), it does not have a specific designation.

Project Relevance: Maintaining and enhancing efficiency of the rail freight system in the study area will be an objective of the updated TSP. The project advisory committees include representatives from ODOT. In addition, representatives of ODOT Rail will be consulted about policies or recommendations related to rail facilities as part of this effort.

Oregon Public Transportation Plan (2018)

The Oregon Public Transportation Plan (OPTP) is the modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP is intended to establish common understandings for local, regional, and state agencies by addressing the following:

- Vision and goals for public transportation
- Policy and strategy framework to inform decision making
- Possible priorities under different levels of funding for public transportation
- Opportunities and challenges in investment and implementation
- Positioning public transportation as a key part of Oregon’s transportation system

The vision stated in the OPTP is:

In 2045, public transportation is an integral, interconnected component of Oregon’s transportation system that makes Oregon’s diverse cities, towns, and communities work. Because public transportation is convenient, affordable, and efficient, it helps further the state’s quality of life and economic vitality and contributes to the health and safety of all residents, while reducing greenhouse gas emissions.

The OPTP establishes and is organized into the following 10 goal areas:

1. Mobility – Public Transportation User Experience
2. Accessibility and Connectivity – Getting from Here to There
3. Community Livability and Economic Vitality
4. Equity
5. Health
6. Safety and Security
7. Environmental Sustainability
8. Land Use
9. Strategic Investment
10. Communications, Collaboration and Coordination

While the OTP does not recommend specific projects or investments, new efforts in planning for transit come with the passage of HB 2017 (Keep Oregon Moving Act) and the establishment of a new dedicated source of funding for expanding public transportation service in Oregon.³ The Statewide Transportation Improvement Fund, or STIF, provides the impetus for coordinating the prioritization of needed infrastructure. STIF funds are continuously appropriated to finance investments and improvements in public transportation services and may be used for public transportation purposes that support the effective planning, deployment, operation, and administration STIF-funded public transportation programs. STIF funds may be also used as the local match for state and federal funds that also provide public transportation service.⁴

Project Relevance: The TSP will consider the needs of the transit system in Independence while developing recommended policies and projects related to improving transit service. In addition, representatives of Cherriots will be asked to review the transit related elements of the TSP and advise on transit needs and improvements.

Oregon State Rail Plan (2014)

The Oregon State Rail Plan is a state modal plan under the OTP that addresses long-term freight and passenger rail planning in Oregon. The plan provides a comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems. It identifies specific policies concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning process, and calls for cooperation between state, regional, and local jurisdictions in planning for rail.

PNWR provides rail service through Independence. The railroad is the largest non-Class 1 railroad in Oregon from a carload traffic perspective and provides no passenger service.

Project Relevance: The TSP will consider the needs of the freight rail system within the City's UGB while developing recommended policies and projects.

Oregon Aviation Plan V6.0

The Oregon Aviation Plan (OAP) is a modal plan of the OTP that defines policies and investment strategies for Oregon's public use aviation system for the next 20 years. The plan addresses the existing conditions, economic benefits, and jurisdictional responsibilities for the existing aviation infrastructure. The plan contains policies and recommended actions to be implemented by Oregon Department of Aviation in coordination with other state and local agencies and the Federal Aviation Administration.

The OAP categorizes airports based on functional role and service criteria. The Independence State Airport is a state-owned airport located in Independence. It is a Category IV - Local General Aviation Airports. Typically, Category IV airports support primarily support local air transportation needs and

³ <https://www.oregon.gov/ODOT/Pages/HB2017.aspx>

⁴ <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=245662>

special use aviation activities. Salem McNary Field airport is a Category II airport, and is intended to service a large/multi-state geographic region, or experience high levels of general aviation activity.

Project Relevance: The TSP update will generally account for airports in the region and how Independence's residents and businesses access these facilities in developing TSP policies and projects.

Oregon Bicycle and Pedestrian Plan (2016)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system and recognizes the benefit of these modes to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved, including 20 policies and associated strategies designed to help develop, sustain, and improve walking and biking networks. It identifies nine goals based upon the broader goals of the OTP that reflect statewide values and desired accomplishments relating to walking and biking:

- Goal 1: Safety
- Goal 2: Accessibility and Connectivity
- Goal 3: Mobility and Efficiency
- Goal 4: Community and Economic Vitality
- Goal 5: Equity
- Goal 6: Health
- Goal 7: Sustainability
- Goal 8: Strategic Investment
- Goal 9: Coordination, Cooperation, and Collaboration

The OBPP also provides background information related to state and federal law, funding opportunities, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. It outlines the role that local jurisdictions play in the implementation of the Plan, including the development of local pedestrian and bicycle plans as stand-alone documents within TSPs.

The Oregon Bicycle and Pedestrian Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It is an appendix to the HDM and provides best practices and design guidelines for bicycle and pedestrian facilities.

Project Relevance: The policies and design guidance in the OBPP apply to state highway facilities in Independence. State policy and design guidance will be considered in evaluating and planning for the TSP's local street standards and bicycle and pedestrian system elements. Through this TSP update, the City will work with regional and state agencies to help identify gaps in the regional walking and biking network and prioritize projects accordingly.

Oregon Transportation Safety Action Plan (2016)

An element of the OTP, the Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies and strategies and near-term actions to eliminate deaths and life-changing injuries. The TSAP addresses all modes on all public roads in Oregon. Over the long term, the goals of the TSAP are:

- Infrastructure – Develop and improve infrastructure to eliminate fatalities and serious injuries for users of all modes.
- Healthy, Livable Communities – Plan, design, and implement safe systems. Support enforcement and emergency medical services to improve the safety and livability of communities, including improved health outcomes.
- Technology – Plan, prepare for, and implement technologies (existing and new) that can affect transportation safety for all users.

The plan identifies actions that jurisdictions can take to increase transportation safety. They include adopting a Safe Communities Program and Safe Routes to School, which is a collaborative partnership with the National Highway Traffic Safety Administration and ODOT to promote safety. The Safe Routes to School program is a local initiative supported by grant funding that targets safety improvements to encourage walking and biking to school.

In addition, the TSAP also identifies activities and roles for local jurisdictions that can improve safety. They include:

- Evaluate local spot-specific systemic safety needs; develop plans and programs to address needs.
- Collaborate with the state and stakeholder partners to educate the public about transportation safety-related behavioral issues.
- Integrate safety programming, planning, and policy into local planning.

Project Relevance: The TSAP will be used as a resource while updating the TSP to develop local goals, policies, and strategies to improve safety in Independence.

State law on Reduction in Vehicle-Carrying Capacity (ORS 366.215)

Oregon law prohibits permanent reductions in vehicle carrying capacity on an identified freight route based on ORS 366.215 — Reduction of Vehicle Carrying Capacity. Exceptions are allowed if safety or access considerations require the reduction. The OTC may grant an exception if it is in the best interest of the state and freight movement is not unreasonably impeded.

There are no reduction review routes (RRR) within the boundaries of Independence, nor are there any OHP identified freight routes within Independence. The nearest RRR to Independence is 99W in Monmouth.

Project Relevance: This law should not have an impact on any roads within Independence.

Access Management Rule (OAR 734-051) (2014)⁵

Oregon Administrative Rule (OAR) 734-051 defines the State's role in managing access to highway facilities to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system.⁶ The most recent amendments presume that existing driveways with access to state highways have written permission from ODOT as required by ORS 734. The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume.

Project Relevance: Analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will comply or move in the direction of meeting access management standards for state facilities. Implementation measures that will be developed for the TSP update may entail amendments to the development code to ensure its requirements are consistent with these access management requirements as well as the draft TSP recommendations related to access management.

Transportation Planning Rule (OAR 660-012) (Last Updated 2012)

The Transportation Planning Rule (TPR), OAR 660-012, implements Goal 12 (Transportation) of the Statewide Planning Goals. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to plan development, the TPR requires each local government to amend its land use regulations (e.g., development code) to implement its TSP (OAR 660-012-0045). It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements "to protect transportation facilities, corridors and sites for their identified functions."

Local compliance with TPR Section -0045 provisions is achieved through a variety of measures, including access control requirements, standards to protect future operations of roads, and notice and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

The TPR does not regulate access management. ODOT adopted OAR 734-051 to address access management and it is expected that ODOT, as part of this project, will coordinate with the City in planning for access management on state roadways consistent with its Access Management Rule. See the review of OAR 734-051 in the previous section.

Amendments to the TPR adopted in 2012 include new language in Section -0060 that allows a local government to exempt a zone change from the "significant effect" determination if the proposed

⁵ Amendments to OAR 734-051 were adopted in early 2014 based on passage of Senate Bill 1024 (2010), Senate Bill 264 (2011), and Senate Bill 408 (2014). The amendments were intended to allow more consideration for economic development when developing and implementing access management rules and involved changes to how ODOT deals with approach road spacing, highway improvement requirements with development, and traffic impact analyses requirements for approach road permits.

⁶ ODOT Access Management Standards – OHP Appendix C Revisions to Address Senate Bill 264 (2011): http://www.oregon.gov/ODOT/TD/TP/docs/ohp_am/apdxc.pdf

zoning is consistent with the comprehensive plan map designation and the TSP. The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (volume-to-capacity (v/c), for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

Project Relevance: The TPR directs local TSP development and requires specific transportation elements be implemented in the local development ordinance. Local requirements such as access management, coordinated land use review procedures, and transportation facility standards and requirements – consistent with TPR Sections -0045 and -0060 – are meant to protect road operations, enhance safety, and provide for multi-modal access and mobility. They will be reviewed and amendments to them will be updated, as needed, to ensure consistency with the TPR.

ODOT Funding Projections (2019)

This summary report presents a selection of State Other Funds Revenue forecasts for the Oregon Department of Transportation. It is published twice a year to assist in financial planning, the formulation of transportation budgets, and to support other decision-making activities. The forecast report summarizes future revenues from sources like registration fees, weight-mile and flat fees, and gas taxes. There are minimal changes compared to previous forecasts; employment growth is expected to be slow but remain above one percent. On a fiscal year basis, total gross revenues show a sharp increase year over year beginning in Fiscal Year (FY) 2018, continuing through FY 2025, with the largest increases coming in FY 2018 and FY 2019. House Bill (HB) 2017 is identified as a change in the revenue outlook and changes the outlook dramatically for projected revenue.

Project Relevance: State funding sources for projects identified in the TSP may be impacted by available revenue. If revenue is expected to increase, new funding may be made available for projects through the state.

Statewide Transportation Improvement Program

The Statewide Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs on state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes state- and federally-funded system improvements that have approved funding and are expected to be undertaken during the upcoming four-year period. The projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years to update the STIP.

The current 2018-2021 STIP includes the following preservation projects in Independence:

- OR 194 – Key # 19962; Upgrade substandard ADA curb ramps at OR 51: 4th Street to B Street
- OR 138 – Key # 20354; Replace existing structure with a new bridge at South Fork Ash Creek Bridge

Project Relevance: The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to amend the STIP to include projects from the updated TSP.

Projects recommended in the updated TSP may be eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.

ODOT Highway Design Manual (2012)

The 2012 Highway Design Manual (HDM) provides ODOT with uniform standards and procedures for planning studies and project development for the state’s roadways. It is intended to provide guidance for the design of new construction; major reconstruction (4R); resurfacing, restoration, and rehabilitation (3R); or resurfacing (1R) projects. It has not been updated since the release of AASHTO’s current Policy on Geometric Design of Highways and Streets (2018). Therefore, sound engineering judgment will continue to be a vital part in the process of applying the design criteria to individual projects. The flexibility contained in the 2012 HDM supports the use of Practical Design concepts and Context Sensitive Design practices.

The HDM is used for all projects that are located on state highways. National Highway System or Federal-aid projects on roadways that are under local jurisdiction will typically use the 2011 AASHTO design standards or ODOT 3R design standards. Table 3 shows which design standards are applicable for certain projects based on project type, and if the project involves a state route. State and local planners also use the manual to determine design requirements as they relate to the state highways in TSPs, Corridor Plans, and Refinement Plans. Some projects under ODOT roadway jurisdiction traverse across local agency boundaries; for such facilities, local agencies may have adopted design standards and guidelines that differ from ODOT design standards. Although the appropriate ODOT design standards are to be applied on ODOT roadway jurisdiction facilities, local agency publications and design practices can also provide additional guidance, concepts, and strategies related to roadway design.

Table 3: Design Standards Selections Matrix, ODOT HDM

Project Type	Roadway Jurisdiction, Classification and Standards				
	State Highways			Local Agency Roads	
	Interstate	Urban State Highway	Rural State Highways		
Modernization/ Bridge New/Replacement	ODOT 4R/New Freeway	ODOT 4R/New Urban	ODOT 4R/New Rural	Urban	Rural
Preservation/ Bridge Rehabilitation	ODOT 3R Freeway	ODOT 3R Urban	ODOT 3R Rural	AASHTO	ODOT 3R Rural
Preventive Maintenance	1R	1R	1R	NA	NA
Safety- Operations- Miscellaneous/ Special Programs	ODOT Freeway	ODOT Urban	ODOT Rural	AASHTO	ODOT 3R Rural

Source: HDM Table 1-1

The HDM includes mobility standards related to project development and design that are applicable to all modernization projects, except for development review projects (see Table 4). The v/c ratios in the HDM are different than those shown in the Oregon Highway Plan (OHP). The v/c ratio values in the OHP are used to assist in the planning phase to identify future system deficiencies; the HDM

v/c ratio values provide a mobility solution that corrects those previously identified deficiencies and provides the best investment for the State over a 20-year design life.

Table 4: 20-Year Design Mobility Standards (Volume/Capacity [V/C]) Ratio

Highway Category	Land Use Type/Speed Limits			
	Inside Urban Growth Boundary			
	STAs	MPO	Non-MPO outside of STAs where non-freeway speed limit <45 mph	Non-MPO where non-freeway speed limit >=45 mph
Statewide (NHS) Non-Freight Routes and Regional or District Expressways	0.90	0.80	0.75	0.70
Regional Highways	0.95	0.85	0.75	0.75
District/Local Interest Roads	0.95	0.85	0.80	0.75

Source: HDM Table 10-2

Urban Design Blueprint

The Blueprint for Urban Design is a “bridging document” that establishes revised criteria to be used when designing urban projects on the state system. The document provides guidance for urban design on Oregon state highways until such tie that all ODOT manuals related to urban are updated to include the revised design criteria.

Project Relevance: The ODOT HDM and Urban Design Blueprint provide design standards on state roadways; Statewide and MPO standards are not directly relevant to the Independence area although can be considered for additional guidance, concepts, and strategies for future design of roadways there.

Oregon Roadway Departure Safety Implementation Plan (2017)

The Roadway Departure Plan provides specific information and identifies areas regarding roadway departure safety improvements to implement the current TSAP.

The traditional approach of relying primarily on pursuing major improvements at high-crash roadway departure locations must be complemented with two additional approaches:

- Systemic application of low-cost counter measures at targeted location with a history of locations that have a moderate or high number of roadway departure crashes. This approach is based on the Federal Highway Administration’s Strategic Approach to Roadway Departure Safety.
- Comprehensive application of education and enforcement initiatives targeted at corridors that exhibit a roadway departure crash history associated with unsafe driving characteristics (e.g., alcohol and drugs, and speed).

The systematic improvement categories to be deployed include the following: sign and marking enhancements on curves, centerline rumble strips on rural two-lane highways, edge line rumble stripes and shoulder rumble strips, alignment delineation, and selective rural tree removal.

The systematic and comprehensive approaches will generate a higher number of roadway departure improvements statewide, and Region personnel will require training as they are asked to take a more active role in identifying the appropriateness of systematic improvements within their Regions.

Low-cost, cost-effective countermeasures should be considered on other types of projects, as appropriate (e.g., resurfacing, surface transportation projects), when a crash history exists within the area of the work and the countermeasure can reduce future crash potential. In these cases, safety-specific funding can be used to supplement the project funds when necessary.

Project Relevance: Safety measures and countermeasures for specific types of roadway departure crashes within Independence should refer to the Implementation Plan for recommendations based on the type of facility and type of crashes which occur in that facility.

Oregon Intersection Safety Implementation Plan (2012)

The Intersection Safety Plan provides specific information and identifies areas regarding intersection safety improvements to implement the current Action Plan. It directs that the traditional approach of relying primarily on pursuing major improvements at high-crash intersections be complemented with an expanded systematic approach. This approach should involve deploying large numbers of relatively low-cost, cost-effective countermeasures at many targeted high-crash intersections and coordinating engineering, education, and enforcement (3E) initiatives on corridors with high numbers of severe intersection crashes.

Project Relevance: The TSP update process will apply objective methods to screen, diagnose, and suggest countermeasures to reduce crash potential. The TSP will consider safety in the selection and prioritization of transportation projects to meet the City's future system needs for all modes of transportation.

Oregon Bicycle and Pedestrian Safety Implementation Plan (2014)

The Bicycle and Pedestrian Safety Implementation Plan provides a systemic safety planning process to prioritize corridors across all public roads in Oregon. The Plan also identifies corridors with the most potential for reducing frequency and severity of pedestrian and bicycle crashes.

The plan identifies several corridors as priority segments from a crash frequency and severity screening process. Corridor segments are listed in Tables 18 through 20 and illustrated in Figure 7 and 8 of the Plan.

Project Relevance: The TSP update process will apply objective methods to screen, diagnose, and suggest countermeasures to reduce crash potential. The TSP will consider safety in the selection and prioritization of transportation projects to meet the City's future system needs for all modes of transportation.

Oregon Standard Specifications for Construction, Oregon Standard Drawing, and Oregon Standard Details (2018)

The standard specifications for construction, drawing, and details are the requirements for any engineering projects. Standard drawings and details are templates that have been approved and stamped by ODOT for public works projects.

Standard drawings are stamped by an ODOT Engineer of Record and are backed by engineering analysis, calculations, and/or justification to support them. Standard drawings are available for use on public works projects, but cannot be modified by designers on a project-by-project basis. Standard drawings are compliant with Oregon Standard Specifications.

Standard details are tools used to quickly add detail to a specific project. Generally, these fit into one of three scenarios:

- A template that needs project-specific data added.
- A new design style that is being tried.
- The item is not used often, such that updates may need to be added.

Standard details may require modification by the project professional of record. Standard details are the responsibility of the project professional and as such incorporated into the project plans.

Project Relevance: If the TSP update includes specific public works projects, those projects may need to follow the standards within these files.

Oregon Resilience Plan (2013)

The Oregon Resilience Plan provides policy guidance and recommendations to protect lives and keep commerce flowing during and after a Cascadia earthquake and tsunami. The seismic integrity of Oregon's multi-modal transportation was assessed, including bridges and highways, rail, airports, water ports, and public transit systems. For transportation facilities, the study recommends prioritization of seismic lifeline routes according to tiers with associated resilience targets. The report also identifies seismic vulnerabilities of critical facilities and resources and recommends options to improve transportation facility resiliency.

No facilities in Independence are considered Tier 1 or 2 routes for the backbone system, which have requirements for minimum level for service to be restored within restored within 1-3 days, a functional level of service within 3-7 days, and restore the facility to 90% capacity within 1-4 weeks. OR 22, which connects to Hwy 15, is a Tier 3; applicable resilience targets are shown Table 5. Local road and street systems are also essential. It recommends they are retrofitted for the following reasons:

- In a few locations, critical emergency service facilities are separated from the state lifeline system by a substandard bridge. These bridges need to be retrofitted at the same time as the nearby state highway.
- Local road and street detours should be retrofitted wherever either of the following conditions exist:
 - The local road detour can be retrofitted for much less money than a retrofit on the section of state highway or bridge.

- The local road detour can provide a substantially reduced time to restore the lifeline corridor to the minimal level of service for the use of emergency responders, repair crews, and vehicles transporting food and other critical supplies.

Table 5 - Oregon Transportation Resiliency Status

Infrastructure Facilities	Event Occurs	0-24 Hours	1-3 Days	3-7 Days	1-4 Weeks	1-3 Months	3-6 Months	6-12 Months	1-3 Years	3+ Years
Oregon State Highway System										
State Highway Systems – Tier 1 SLR (I-5)			R	Y	G			S	X	
Roadways			R	Y	G		X			
Bridges			R	Y	G		S	X		
Landslides			R	Y	G			S	X	
State Highway Systems – Tier 3 SLR (OR-22)				R		Y	G		S	X
Roadways				R		Y	G	S	X	
Bridges				R		Y	G		S	X
Landslides				R		Y	G		S	X
State Highway Systems – Other Routes					R		Y	G	S	X
Roadways					R		Y	G	X	
Bridges					R		Y	G	S	X
Landslides					R		Y	G	S	X
Airports & Air Transportation										
Airports & Air Transportation (FAA Facility)			R	Y	G					
Oregon Public Transit										
Admin & Maintenance Facilities						R	Y	G	S	X
Local Area Paratransit On-Demand Service (critical)				R	Y	S	G	X		
Local Area Paratransit On-Demand Service (full)						R	Y	G	S	X
Local Roadway Fixed Route Service (emergency)				R	Y	S	G	X		
Local Roadway Fixed Route Service (regular)						R	Y	G	S	X
Intercity & Commuter Bus						R	Y	G	S	X
Minimal: (A minimum level of service is restored, primarily for the use of emergency responders, repair crews, and vehicles transporting food and other critical supplies.)										R
Functional: (Although service is not yet restored to full capacity, it is sufficient to get the economy moving again— e.g. some truck/freight traffic can be accommodated. There may be fewer lanes in use, some weight restrictions, and lower speed limits.)										Y
Operational: (Restoration is up to 90% of capacity: A full level of service has been restored and is sufficient to allow people to commute to school and to work.)										G
ESTIMATED TIME FOR RECOVERY TO 60% OPERATIONAL GIVEN CURRENT CONDITIONS:										S
ESTIMATED TIME FOR RECOVERY TO 90% OPERATIONAL GIVEN CURRENT CONDITIONS:										X

Source: Oregon Resilience Plan, Table 5

Project Relevance: The Oregon Resilience Plan provides guidance on and priorities for Oregon's multi-modal transportation system. Policies and standards adopted by Independence should be considered for additional guidance, concepts, and strategies for design. The resiliency of River Rd. Bridge, along a primary route to Salem, also should be considered.

The Greenhouse Gas Emissions Reduction Toolkit

The Greenhouse Gas, or GHG, Emissions Reduction Toolkit is a collection of strategy reports and case studies designed to help local jurisdictions identify and explore the kinds of actions and programs they can undertake to reduce vehicle emissions. Additionally, strategies are designed to meet other community goals, such as spur economic development, increase biking and walking, support downtowns, create healthy livable communities and more.

The Strategy Reports relevant to transportation in Independence are:

- Bicycle and Pedestrian Connectivity
- Bicycle and Pedestrian Marketing Campaigns
- Bicycle and Pedestrian Safety
- Bicycle Facilities
- Car Sharing
- Complete Streets
- Increased Connectivity and Shorter Block Lengths
- Parking Management
- Parking Pricing
- Pedestrian Crossings
- Pedestrian Environment
- Transit Services and Facilities
- Transportation Demand Management
- Transportation System Development Charges
- Vehicle Access Management to Public Roads
- Yield Signs and Roundabouts

Project Relevance: The TSP will consider strategies identified in the STS and the Greenhouse Gas Emissions Reduction Toolkit and will reflect Independence's commitment to reducing GHG emissions in the development of plan recommendations.

LOCAL PLANS

City of Independence Comprehensive Plan (Various)

The City of Independence Comprehensive Plan is a long-range guide for land use in the Independence urban growth boundary (UGB) consistent with Statewide Planning Goals. Its goals and policies work in concert with goals and objectives in the City's 2007 TSP to provide direction on transportation system and land use decision-making in the city.

Transportation policies in the adopted Comprehensive Plan are established in the *Transportation* element of the plan and are included below.

TRANSPORTATION

GOAL: To provide and encourage a safe, convenient and economic transportation system.

- 1. Independence shall develop a coordinated street network which facilitates the mobility and accessibility of community residents.*
- 2. Independence shall consider access to public transit in making deliberations on residential development patterns.*
- 3. Independence shall promote the development and maintenance of alternative transportation modes, such as bikeways, pedestrian ways, and public transit.*
- 4. Independence shall encourage transportation modes which are energy efficient and enhance the air, noise, and visual environment of the community.*
- 5. Independence shall promote a regional mass transportation system in its planning efforts.*
- 6. Independence shall promote and give high priority to pedestrian ways in the downtown area.*
- 7. Independence shall encourage additional use and development of air and rail facilities in the city.*
- 8. Independence shall cooperate with the State of Oregon Aeronautics Division in the implementation of the goals of the Independence State Airport Master Plan, 1985-2005.*
- 9. Independence will cooperate with the Oregon Department of Transportation in the implementation of the ODOT Six-Year Highway Improvement Program.*

The Comprehensive Plan also includes transportation background chapter that includes street standards. The street standards are designed to serve their anticipated function. See Figures 1 through 3 below.

Figure 1: Independence Comprehensive Plan Street Standards

<u>Street Standards</u>			
<u>Section</u>	<u>Type of Street</u>	<u>Right-of-Way Width</u>	<u>Paving Width</u>
A	Arterial	88'	44' 44'
B	Collector Streets	66'	36' 36'
C	Commercial and Industrial other than arterials	80'	44'
D	Local Residential Streets serving more than 20 dwelling units.	60'	36'
E	Local Streets and cul-de-sacs serving 20 or less dwelling units	50'	28'
F	Circular ends of cul-de-sacs	112' diameter	90'

Figure 2: Independence Comprehensive Plan Street Cross Sections

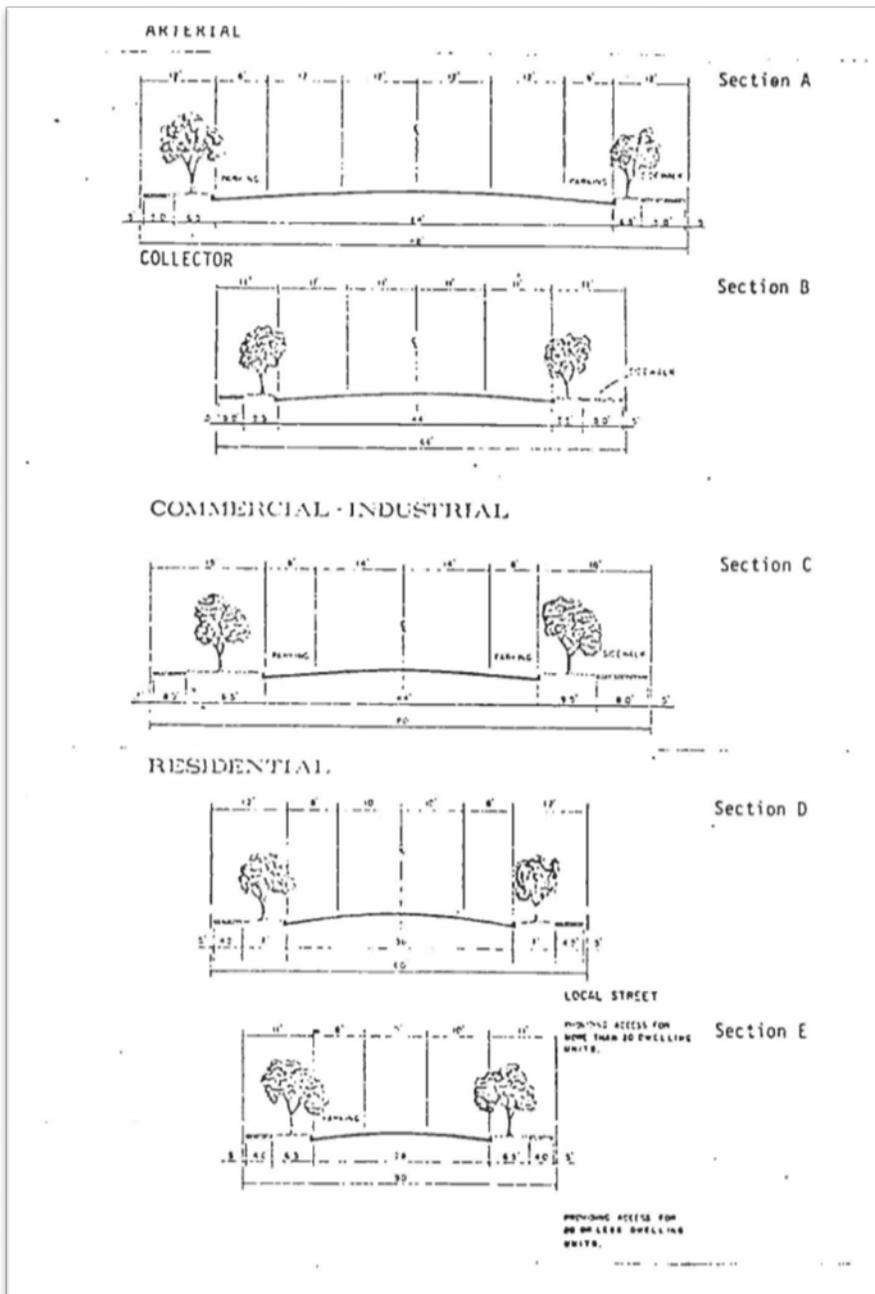
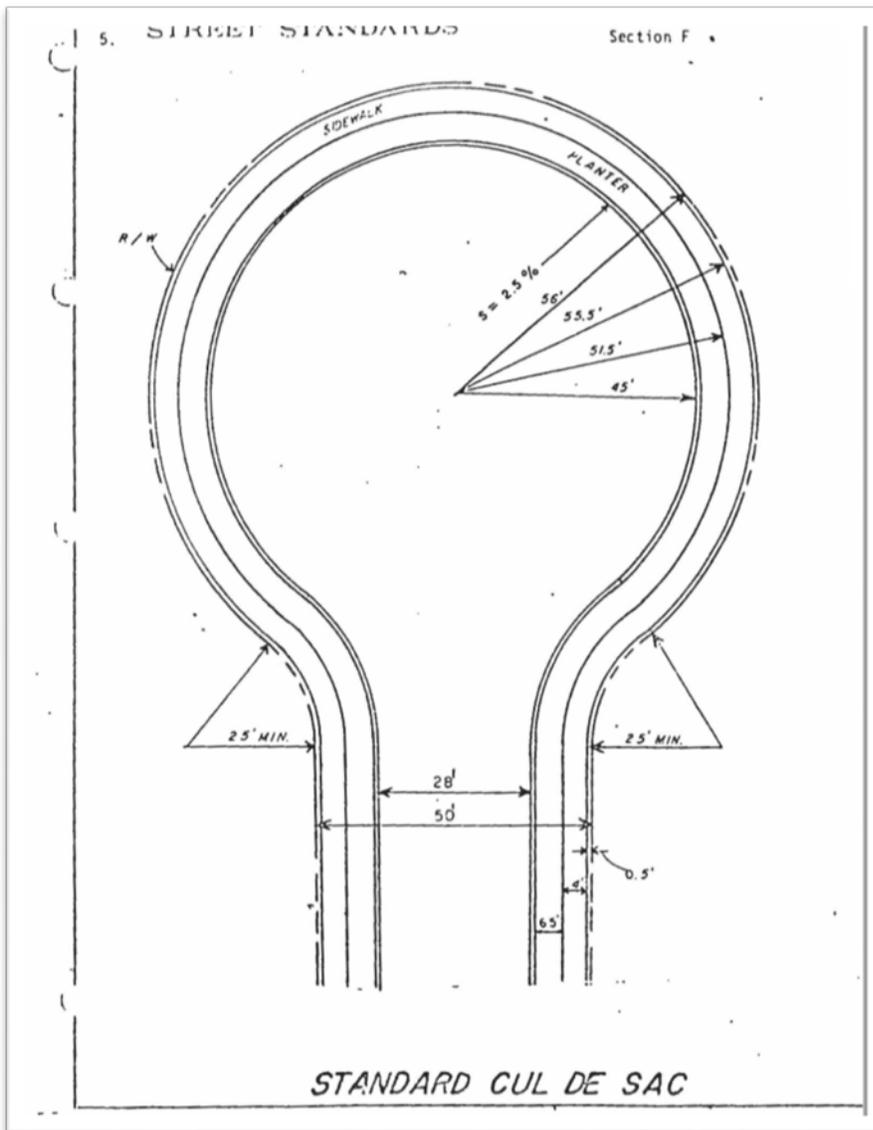


Figure 3: Independence Comprehensive Plan Cul-de-sac Street Cross Section



Project Relevance: The TSP update process will evaluate existing transportation goals and policies and street design standards as to whether they are still applicable and reflect community needs. In addition to updated goals and policies, implementation of the TSP may prompt other policy-level changes in areas related to transportation, including economic development and land use. The street design standards in the Comprehensive Plan will need to be amended to be consistent with the updated TSP.

City of Independence Transportation System Plan (2007)

The Independence Transportation System Plan (TSP) establishes the City’s goals, policies, and action strategies for developing and improving the transportation system within the City’s UGB. The TSP includes the following elements:

- Transportation Goals, Objectives, and Policies
- Roadway Element
- Public Transit Element
- Bikeway System Element
- Pedestrian System Element
- Air, Truck Freight, Rail, Water, and Pipeline Transportation Elements
- Transportation System Demand and Management Element

In addition, the TSP features a section on implementation, which includes implementing ordinances, financing, and a capital improvement program.

The TSP includes the following goal and objectives. The objectives are similar to policies contained in the Comprehensive Plan.

Goal: To provide a balanced, multi-modal, safe, convenient, and efficient transportation system for Independence.

Objectives:

- 1. Independence shall develop a coordinated transportation system which facilitates the mobility and accessibility of community residents, and encourages alternatives to and reduced reliance upon the automobile.*
- 2. Independence will protect the character of the Historic District from adverse impacts related to changes in the transportation system.*
- 3. Independence shall consider access to public transit in making deliberations on residential development patterns.*
- 4. Independence shall promote the development and maintenance of all transportation modes including bikeways, pedestrian ways, and public transportation to all planned land uses.*
- 5. Independence shall encourage transportation modes which are energy efficient and enhance the air, noise, and visual environment of the community.*
- 6. Independence shall cooperate with and support regional public transportation planning efforts.*
- 7. Independence shall promote and give high priority to bike and pedestrian ways in the downtown area, and in the vicinity of schools and parks.*
- 8. Independence shall protect the function of air and rail facilities in the City and develop and implement strategies that minimize conflicts with other transportation modes and adjacent land uses.*
- 9. Independence shall cooperate with the Oregon Department of Aviation in the development and implementation of the goals of the Independence State Airport Layout Plan, 1998-2015.*

10. *Independence will coordinate with the Oregon Department of Transportation and Polk County in the planning and provision of transportation services and in the implementation of the ODOT State Transportation Improvement Program.*
11. *Independence will coordinate with affected transportation facility or service providers whenever a proposal for a plan or regulation amendment or development action would significantly affect a transportation facility.*
12. *Independence shall utilize the Transportation System Plan for guidance in all land use planning and project development activities.*
13. *Independence shall use tools such as performance standards to protect transportation facilities, corridors, and sites for their intended functions as identified in this plan.*
14. *Independence shall develop land use regulations and subdivision ordinances that allow needed transportation facilities and improvements and encourage development patterns that are friendly to pedestrians, bicyclists and public transportation users.*

In addition, the TSP includes policies embedded in other elements of the TSP. They are:

Transportation Element

- *The City shall coordinate with governmental and private agencies in the planning and provision of public transportation services and shall ensure that a given level of service is adequate for the costs incurred.*
- *The City will coordinate with willing private property owners to establish park-and-ride facilities for public transit and carpool users.*

Bikeway System Element. The following three goals are taken from the Master Bicycle Plan. The TSP incorporates these goals, and the thirteen objectives associated with the goals, by reference.

- *Goal. To provide and maintain safe, convenient, and pleasing citywide bicycle system that is integrated with other transportation systems.*
- *Goal. To encourage and support bicycle safety, education, and enforcement programs.*
- *Goal. To develop a comprehensive system of through routes, a perimeter beltline loop, secondary connecting routes, and recreational routes.*

Pedestrian System Element

- *Low curb crosswalks shall be built as part of all intersection projects, consistent with ADA guidelines, to facilitate use by the transportation disadvantaged, the elderly, and people with disabilities.*
- *The City shall remove physical obstruction of sidewalks, such as utility poles, sign posts or guy wires, to ensure 4' of passable sidewalk (consistent with ADA guidelines).*

- *Visibility and unobstructed views shall be promoted for all areas of high pedestrian use.*
- *Bicycle traffic on sidewalks shall be prohibited.*

Air Transportation Element

- *The City shall protect and maintain the Independence Airport site and coordinate with Polk County and the Oregon Department of Aviation in protection and maintenance efforts.*
- *The City, in cooperation with Polk County, shall maintain an airport overlay zoning which coincides with the future approach surfaces and FAR Part 77 surfaces. Airport overlay zoning should conform with Oregon Department of Aviation guidelines.*
- *City supports designating Runway 34 as the calm wind runway in order to minimize noise exposure on nearby residential areas south of the airport. The City also supports a review of airport operating procedures to ensure that appropriate noise abatement procedures and standard traffic pattern elevations and locations are being utilized at the airport.*

Rail Transportation

- *Improve safety by continuing to work with the W&P Railroad and the Rail Division of ODOT to identify crossing closures and safety improvements to existing crossings.*
- *Improve the trackage on 2nd Street to decrease pedestrian tripping and bicycling hazards, and vehicular and rail conflicts, between "B" and "E" Streets. Since its inception in 1993, W&P has encouraged Independence to consider a median strip on 2nd Street to separate train and vehicular traffic such as was done on 6th Street in Corvallis. The City will keep all design solutions to the existing railroad subgrade failure along 2nd Street open for discussion.*
- *Work with the railroad to identify, and evaluate the financial feasibility of, alternatives that would improve public safety, reduce roadway wear and tear, and reduce conflicts. For instance, a track alignment that ran down the eastern edge of the City adjacent to the Willamette River would reduce the number of at-grade crossings and improve access and emergency response capabilities. A small roadway underpass located on the south end of the City might also permit passage of emergency response vehicles.*
- *Reduce environmental degradation (noise impacts) and conflicts by requiring residential development adjacent to the railroad to use sound mitigation structures or planting buffers.*
- *Promote safe and efficient operation of the railroad and road system by allowing no new at-grade crossings by local roads and minimize the number of arterial and collector street at-grade crossings.*
- *Identify and evaluate the economic feasibility of various alternatives to provide for emergency access and response capabilities to the entire City. Some alternatives*

include building an overpass at an existing at-grade crossing or an unbuilt collector or arterial crossing, constructing an underpass near the existing trestle near Ash Street, or providing a satellite emergency response capability for the east side of Independence.

Section 3.2 (Roadway Element) in the TSP includes roadway system improvement recommendations for the following topics. Some of the recommendations in the Section are implemented through the development code.

- Street Standards
- Access Management
- Traffic Impact Analysis
- New Roadway Recommendations
- Roadway Capacity Improvements
- Roadway Safety Improvements
- Other Roadway System Policy Recommendations

The street standards recommendations provide street design standards based on street functional classification. Figure 4 summarizes the street design standards provided in the TSP. The TSP indicates the street design standards are implemented through the City’s development code.

Figure 4: Independence Street Design Standards

	Major Arterial Streets	Minor Arterial Streets	Collector Streets	Local Streets⁽¹⁾
Right-of-way width	84 feet ⁽²⁾	66 feet ⁽²⁾	66 feet ⁽²⁾	52 feet
Curb-to-curb width	60 feet	36 feet	36 feet	28 feet
Moving Lanes	2-4	2	2	2
Turn Lanes	⁽³⁾	⁽³⁾	⁽³⁾	0
Bike Lanes	2 @ 6'	2 @ 6'	⁽⁴⁾	Shared
Parking Lanes	⁽⁵⁾	⁽⁵⁾	⁽⁴⁾	2 sides
Sidewalks	2 @ 6'	2 @ 6'	2 @ 6'	2 @ 6'
Planting Strips ⁽⁶⁾	2 @ 6'	2 @ 6'	2 @ 5'	Allowed

(1) The City may require up to 36 foot wide (60 foot right-of-way) Local Service streets in or along high density residential, industrial or commercially zoned areas, or those expected to exceed 400 ADT.

(2) Additional right-of-way and roadway improvements may be required at major intersections to provide for turn lanes.

(3) At all intersections where separate lanes are needed due to volume of turning movement activity.

(4) Collectors with < 2,000 ADT can accommodate on-street parking and shared use of road space by bicyclists and motor vehicles. These shared roadways will be designated with "sharrows." "Sharrows" are markings painted directly onto the road to promote the awareness that the road is a shared traffic lane to be used by both motorists and bicyclists. For collectors with > 2,000 ADT the city will study the need to eliminate on-street parking and provide bike lanes.

(5) The City of Independence may allow parking along sections of Major and Minor Arterial Streets, balancing the needs for accessibility to property, public safety, bicycle facilities, and roadway congestion. Parking allowances will be evaluated on an on-going basis as a part of roadway projects.

(6) Planting strips are encouraged, but not required, along Local Service streets. If built along Local Service streets, planting strips should be at least 4 feet wide, to accommodate tree plantings. In commercially zoned areas, the City may require wider sidewalks which encroach into the planting strip area.

The access management recommendations provide guidance for updating the access management standards applicable to District Highways. The TSP’s recommendation is to be consistent with state standards and is summarized in Figure 5 below.

Figure 5: Access Management Spacing Standards

Posted Speed ⁽⁵⁾	Urban**	STA
55	700	
50	550	
40 & 45	500	
30 & 35	350	(6)
≤25	350	(6)

* Measurement of the approach road spacing is from center to center on the same side of the roadway.
 **These standards also apply to Commercial Centers.

Notes on Tables 3-2:

- (1) These access management spacing standards are for unsignalized approaches only. Signal spacing standards supersede access management spacing standards for approaches.
- (2) These access management spacing standards do not apply to approaches in existence prior to April 1, 2000, except as provided in OAR 734-051-0115(1)(c) and 734-051-0125(1)(c).
- (3) For infill and redevelopment, see OAR 734-051-0135(4).
- (4) For deviations to the designated access management spacing standards see OAR 734-051-0135.
- (5) Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, the Department reserves the right to adjust the access management spacing accordingly. A determination can be made to go to longer access management spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.
- (6) Minimum access management spacing for public road approaches is the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum access management spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

The performance standards in the TSP were previously updated to be consistent with standards found in the 1999 OHP. The peak hour, maximum V/C standards applied to various portions of OR 51 are summarized in Figure 6.

Similarly, the TSP establishes a V/C standard of 0.95 for all city-owned intersections bounded by B Street to E Street and 2nd Street to Main Street. Other streets are subject to a V/C standards of 0.80.

Figure 6: Mobility Standards

District Highway, Inside UGB, Non-MPO Designations	Maximum V/C Ratio
STA	0.95
Posted speed ≤35 mph or UBA	0.90
Posted speed >35 mph	0.85
Posted speed ≥45 mph	0.80

Source: Oregon Highway Plan, Policy 1F Mobility Standards, Table 6.

The TSP recommends establishing thresholds for when the City can require a Traffic Impact Analysis. The recommended language is summarized below. The TSP indicates the street design standards are implemented through the City's development code.

“Traffic Impact Analysis. The City Manager or designee may require a traffic impact analysis report, prepared by an Oregon professional traffic engineer or an Oregon registered Professional Engineer with expertise in traffic engineering, for any development permit or land use application. A traffic impact analysis report shall be required for all development permits and land use applications which:

- 1. Generate a net increase of 200 or more vehicle trips per day; or*
- 2. Are likely to increase the V/C ratio or decrease the safety of a State transportation facility.*

Traffic Impact Analysis Reports shall include:

- 1. The total estimated vehicular, pedestrian, bicycle and other transit service trips to be generated from the proposed development;*
- 2. The impact of the total estimated vehicular, pedestrian, bicycle and other transit service trips on the existing street, sidewalk, bicycle and other transit systems within the City; and*
- 3. Identification of improvement(s) necessary to mitigate the total impact from the proposed development as identified in item 2.”*

The TSP recommends several improvements to the roadway network. A summary of the projects is provided in Tables 3-4 and 3-5. There are two new roadway improvements identified in the TSP. The first would be a new minor arterial running parallel to, and to the south of, OR 51 (Monmouth Street). The second is a new directional circulator that will divert southbound to westbound OR 51 traffic away from the Main and Monmouth Street intersection.

Bicycle and pedestrian projects are listed individually under the respective TSP elements; they are not individually listed in Table 3-4.

Table 4-1 in the TSP provides a summary of the TSP financial needs and revenues. See Figure 7 below for a summary of this information.

Figure 7: Summary of Independence TSP System Needs and Revenues

Table 4-1. Summary of the City of Independence Transportation System Needs and Revenues*					
	Years 1-5 2006-2011	Years 6-10 2011-2016	Years 11-15 2016-2021	Years 16-20 2021-2026	Total 2006-2026
Revenue Estimates (Ex. Sources)					
Gas Tax	\$2,200,121	\$2,661,944	\$2,939,001	\$3,244,895	\$11,045,961
Transportation SDCs	\$1,256,920	\$1,256,920	\$1,256,920	\$1,256,920	\$5,027,680
Interest	\$25,000	\$25,000	\$25,000	\$25,000	\$100,000
Cash carried forward from prior year	<u>\$101,365</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$101,365</u>
Total	\$3,583,406	\$3,943,864	\$4,220,921	\$4,526,815	\$16,275,006
Cost Estimates					
Maintenance & Operations	\$2,608,294	\$3,105,807	\$3,415,934	\$3,771,467	\$12,901,502
Cash Reserves (year end)	\$0	\$0	\$0	\$0	\$0
Debt Service	\$1,157,915	\$0	\$0	\$0	\$1,157,915
Capital Outlay	<u>\$3,535,800</u>	<u>\$3,535,800</u>	<u>\$4,109,624</u>	<u>\$4,109,624</u>	<u>\$15,290,848</u>
Total	\$7,302,009	\$6,641,607	\$7,525,558	\$7,881,091	\$29,350,265
Shortfall	(\$3,718,603)	(\$2,697,743)	(\$3,304,637)	(\$3,354,276)	(\$13,075,259)

*Revenue estimates and all cost estimates other than Capital Outlay's provided by City of Independence staff

Project Relevance: The TSP update process will review the goals, objectives, standards, and recommended projects from the 2007 TSP to determine what needs to be retained or changed in the updated TSP. This planning process will update recommended transportation improvement projects for all modes, based on existing and projected needs. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these recommendations.

Independence Development Code (2019)

The City of Independence Development Code (Development Code or Code) implements the long-range land use vision embodied in the Independence Comprehensive Plan, regulates uses within the city, and establishes standards for development and land divisions. Key existing development standards are summarized below.

Traffic, Parking, and Circulation Considerations

The site design review criteria and standards in Chapter 80 of the Development Code provide general requirements related to vehicular, bicycle, and pedestrian connectivity. In addition, the provisions allow the City to require right-of-way dedication and improvements for development anticipated to cause V/C standards to be exceeded. The V/C standards specified in the code range from 0.80 to 0.95 depending on the location and highway category.

Additional pedestrian standards for the Mixed-Use Pedestrian Friendly Zone (MUPC) and Downtown Riverfront zone require connections for parking lots with greater than 10 spaces.

Access Management and Connectivity

Access standards are established as part of the development standards for most zones and vary depending on the type of zone. Generally, access standards seek to utilize existing access points where possible and to minimize conflicts or congestion when new access is proposed.

Vehicle and Bicycle Parking

Automobile parking provisions are provided in Subchapter 73 of the Development Code. The provisions provide the minimum and maximum required number of automobile parking spaces required for specified uses. Parking space requirements for uses not listed require Planning Commission review and approval. The provisions provide a limited amount of reduction to requirements for development that provides transit-oriented parking uses (i.e. carpool parking, public transit stations, etc.). There are no minimum off-street parking requirements in the Downtown Overlay zone. Additional off-street parking is provided in the development standards of the Downtown Riverfront zone.

Bicycle parking provisions are also provided in Subchapter 73. The provisions provide minimum bicycle parking requirements for public or industrial uses, uses within the MUPC, and multi-family residential uses with four or more dwellings. Bicycle parking areas are required to be sheltered. Additional bicycle parking design standards are in the development standards section of the MUPC and Downtown Riverfront zones.

Traffic Impact Analyses and Performance Standards

Traffic impact analysis requirements are addressed in site design review requirements under chapter 80. The provisions require an analysis, prepared by a professional engineer, for all development permits and land use applications that generate a net increase of 200 or more vehicle trips per day or are likely to increase the V/C ration, or decrease safety of a State transportation facility.

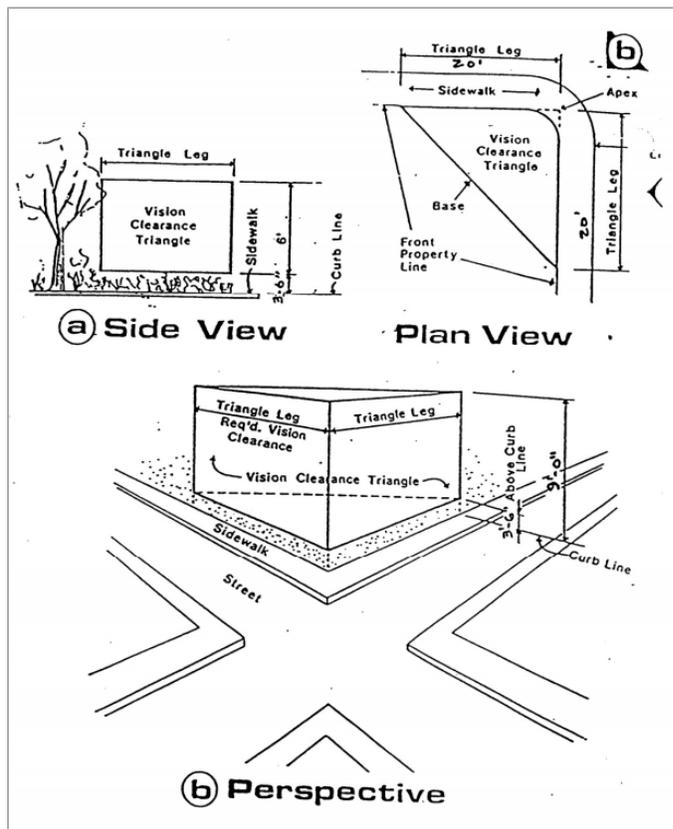
Sidewalk Construction Standards

Sidewalk construction standards and specifications are provided in Subchapter 57 of the Development Code. The subchapter provides construction specifications for sidewalks, driveways, and typical cross-sections. Note, cross-sections do not specify design standards for other street-related elements (i.e. ROW width, lane width, bicycle lane width, etc.).

Visions Clearance

Vision clearance provisions are provided in Subchapter 75 of the Development Code. They are shown in Figure 8 below.

Figure 8: Vision Clearance Requirements.



Project Relevance: Amendments to the Development Code will be considered as part of implementation of the updated TSP. Proposed amendments will address consistency with the TPR and will implement recommendations in the updated TSP. Consistency will need to be ensured between requirements in the Development Code and updated TSP, particularly for transportation facility design standards that may be found in both documents. In general, we typically recommend that standards be included only in one document (generally the Development Code) to avoid future confusion or the need to update multiple documents if standards are refined.

City of Independence Action Plan

The Independence 2020 Action Plan is the result of a community-wide visioning process. The plan is shaped by the values and ideas of the community. The plan identifies specific strategies and actions to ensure its implementation. The actions are organized by seven goals. They include:

- Enhance Independence’s historic character

- Develop a vibrant downtown
- Create an accessible community
- Focus on youth
- Improve and promote community assets
- Sustainability at work
- Promote economic vitality

Transportation-related strategies and actions found in the Action Plan include:

Goal: Develop a Vibrant Downtown

Strategy: Create a Downtown Experience.

Action 5: Expand Main Street streetscape improvements up side streets (B, C, D, and E Streets)

Strategy: Implement and Manage a Parking Strategy for Downtown.

Action 1: Review current parking strategy and create a Parking and Pedestrian Circulation Plan for downtown that identifies vacant lots that are potential sites for public parking

Action 2: Use new ballfield off Grand Street for event parking and build a bridge and path to Amphitheater

Goal: Create an Accessible Community

Strategy 1: Provide/Champion More Transportation Options

Action 1: Promote and provide opportunities for walkability and bikability (emphasize accessibility)

Action 2: Create a Monmouth Street “Community Corridor”

Action 3: Work to create more north-south and east-west collectors

Action 4: Increase frequency of bus service between Monmouth and Independence (look at developing a rubber-tired trolley system)

Strategy: Improve ADA Accessibility

Action 2: Continue current sidewalk repair program

Action 4: Use 2007 sidewalk inventory to develop a citywide sidewalk repair program. Use Central Plaza as an example.

Goal: Improve and Promote Community Assets

Strategy 1: Reconstruct Along Railroad Track

Action 1: Meet with Railroad and ODOT Rail Division to determine a solution

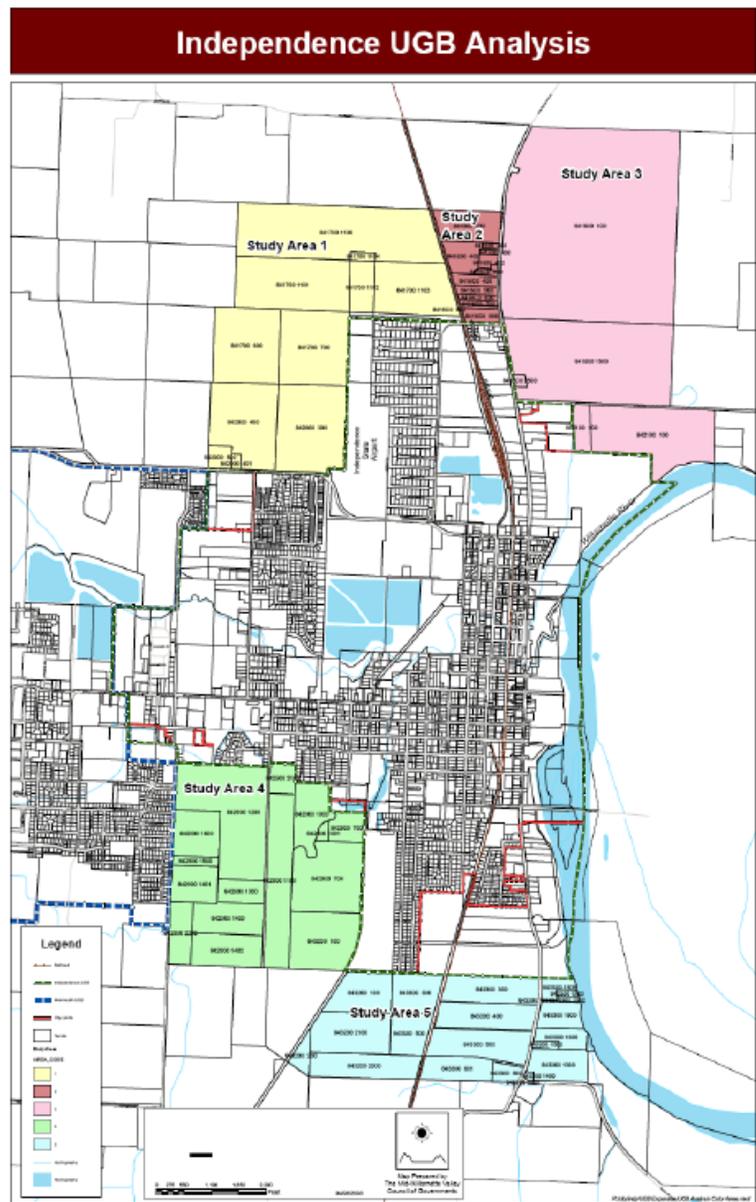
Action 2: Build new or repair tracks

Project Relevance: Strategies and actions identified in the Action Plan will need to be factored into the TSP update as potential transportation projects or modeled into future demand analysis.

UGB Expansion Area Analysis, Periodic Review and Urban Growth Boundary Amendments Findings of Facts (2009)

In 2009, the City of Independence completed residential and employment need studies to identify areas for expanding the UGB (see the Residential Land Needs Analysis and Buildable Lands Inventory as well as the Economic Opportunities Analysis and Development Strategies Report sections below for additional information). The analysis led the City to identify five areas for potential UGB expansion (see Figure 9). Findings were provided for the study areas to determine their eligibility for inclusion with the UGB. Of those, two were found eligible.⁷ They include portions of Study Area 4 to serve residential needs and portions of Study Area 1 to serve commercial and industrial needs. Study Area 4 is located near the southwest portion of the City’s UGB. Study Area 1 is located near the north portion of the City’s UGB, adjacent to the airport. Because the study areas are larger than the forecasted land demands for their respective uses, only portions of the study areas that met the boundary location factors from Goal 14 were selected for inclusion in the UGB amendment which was ultimately adopted. The following two documents were prepared prior to and served as foundations for the UGB expansion.

Figure 9: Independence UGB Analysis



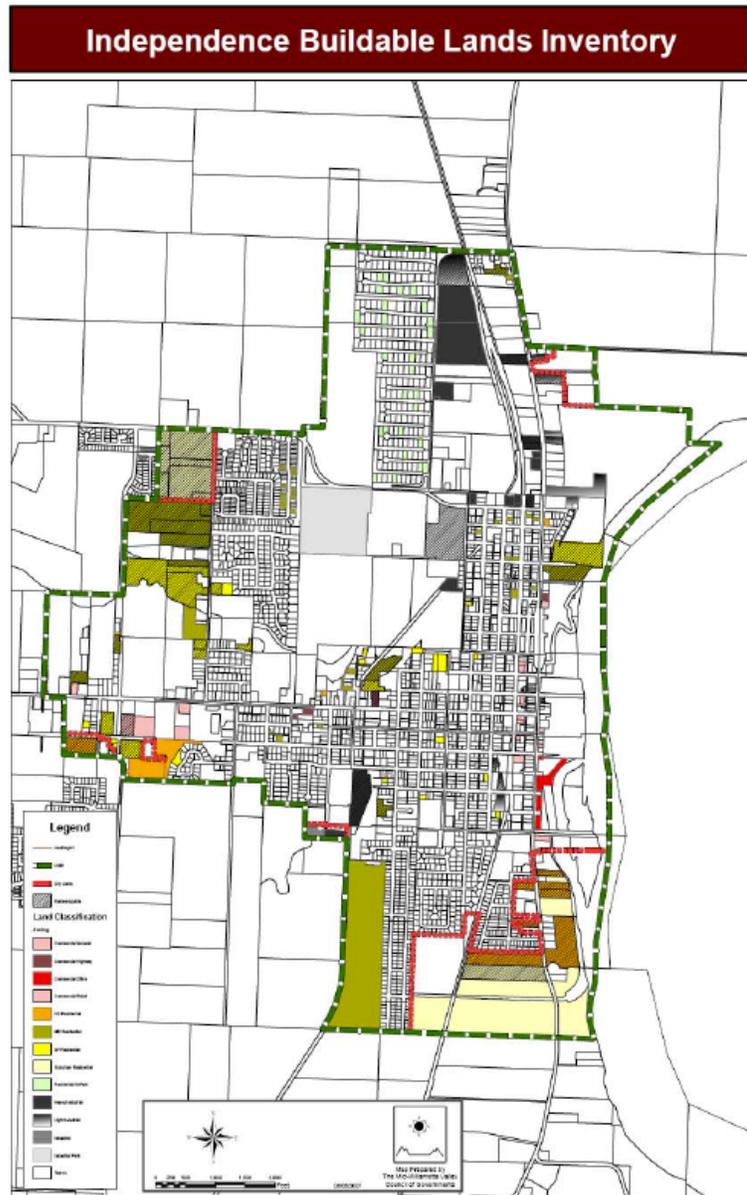
⁷ The eligible study areas have been adopted and the UGB has been expanded because of the analysis

Residential Lands Need Analysis and Buildable Lands Inventory (2009)

The City completed a buildable lands inventory (BLI) in 2007. See Figure 10 for a map of the BLI. The inventory describes the amount of net buildable land, by zoning district, within existing city limits and within the UGB. According to the BLI at the time of adoption, there were approximately 101 acres of residential land within City limits and 73 acres within the UGB area.

The future residential land needs identified a need for an additional 2,307 residential units to meet the forecasted 2029 population demand. It estimated an additional 440 acres of land would be necessary to accommodate the demand.⁸ After factoring for land currently available within the existing UGB for potential residential development, the land needs analysis estimated that an additional 260 acres would be necessary to meet the 2029 demand. The lands needs analysis identified specific properties that were added to the UGB to cover the land deficit (see Figure 11). As noted above, the BLI and the identified properties were used to inform the UGB amendments that was adopted in 2009.

Figure 10: Independence Buildable Lands Inventory (2007)



⁸ Estimate includes land dedicated for public use (i.e. ROW dedication).

Figure 11: Urban Growth Boundary Expansion to Meet 2029 Projected Need for Residential Land

Land Use Element - Table 8					
Urban Growth Boundary Expansion to Meet 2029 Projected Need for Residential Land					
Assessor Map/Tax Lot	Plan Designation (Polk County)	Zoning (Polk County)	New Plan Designation	New (Proposed) Zoning	Acres
842900 700	Farm and Forest	Exclusive Farm Use (EFU)	Low Density Residential	Low Density Residential (RS)	9.4
842900 1001	Farm and Forest	Exclusive Farm Use (EFU)	Low Density Residential	Low Density Residential (RS)	1.8
842900 1000	Farm and Forest	Exclusive Farm Use (EFU)	Medium Density Residential	Mixed Density Residential (MX)	19.9
842900 704	Farm and Forest	Exclusive Farm Use (EFU)	Medium Density Residential	Mixed Density Residential (MX)	46.7
843200 100	Farm and Forest	Exclusive Farm Use (EFU)	Medium Density Residential	Mixed Density Residential (MX)	35.5 ¹
842900 1100	Farm and Forest	Exclusive Farm Use (EFU)	Medium Density Residential	Mixed Density Residential (MX)	39.7
842900 2100	Farm and Forest	Exclusive Farm Use (EFU)	Medium Density Residential	Mixed Density Residential (MX)	7.0
842900 1300	Farm and Forest	Exclusive Farm Use (EFU)	Low Density Residential	Low Density Residential (RS)	10.0
842900 1200	Farm and Forest	Exclusive Farm Use (EFU)	Low Density Residential	Low Density Residential (RS)	70.2
842900 1600	Farm and Forest	Exclusive Farm Use (EFU)	Low Density Residential	Low Density Residential (RS)	19.8
842900 1500	Farm and Forest	Exclusive Farm Use (EFU)	Low Density Residential	Low Density Residential (RS)	4.0
Total					264.0
Unbuildable land ²					4.7
Total buildable land					259.3

Source: MWVCOG, 2008.
¹ The total size of Tax Lot 100 is 58.9 acres. Approximately 23.4 acres of Tax Lot 100 would remain outside of the UGB after expansion.
²Unbuildable land includes wetland areas as identified on the National Wetland Inventory, and the riparian corridor area located adjacent to South Fork Ash Creek.

Project Relevance: The forecasted demand for residential land needs will need to be considered in determining transportation demand forecasts. Land identified outside of City limits that is intended for incorporation will also need to be factored into transportation demand modeling.

Economic Opportunities Analysis and Development Strategies Report (2009)

The Economic Opportunity Analysis (EOA) identified the existing and anticipated needs for commercial and industrial businesses over a 20-year planning horizon for the City of Independence.⁹ It also provides guidance for infrastructure planning and investments to accommodate the anticipated commercial and industrial needs.

The EOA estimated a demand for 6,096 employees in the year 2029; an increase of approximately 3,106 from the base year. Based on the anticipated increase in employment, the EOA estimated a

⁹ The EOA for Independence is embedded in the City's Comprehensive Plan.

need for an additional 178 acres of land, most of which would be for industrial use. The EOA was used to inform the UGB amendments that were adopted in 2009.

The Economic Development Strategies report is an action document that implements the EOA. The development strategies report is organized into the general categories listed below. Each category identifies specific tasks for implementing the EOA.

- Quality of Life
- Educational and Technical Training Program
- Economic Development Initiatives
- Ready to Develop Industrial Sites
- Target Industries
- Land Use

Of those, the following tasks could have a bearing in the TSP update.

- *Task 2.A. Improve the historic downtown and the Willamette River frontage in downtown (Quality of Life)*
- *Task 11. Three industrial sites needing additional analysis (Ready to Develop Industrial Sites)*
- *Task 13. Large manufacturing site (Land Use)*
- *Task 16. Industrial site 3-5 acres (Land Use)*

Project Relevance: The UGB amendment has been adopted and will be factored in the overall TSP update process. The forecasted demand for residential and employment land needs will need to be considered in determining transportation demand forecasts. Transportation-related projects identified in the action plan will need to be considered for incorporation into the TSP.

Population and Employment Projections

Portland State University's (PSU) Population Research Center (PRC) forecasts populations for regions around Oregon. In 2017, the PRC developed population forecasts for Polk County. As shown in Table 6, Polk County is expected to have an annual average growth rate (AAGR) of 1.5% between 2017 and 2035. In comparison, Independence is expected to have 2.2% AAGR in the same period. A similar relationship is shown for AAGR from 2035 to 2067, Polk County and Independence are expected to have 1.1% and 1.4% AAGR growth, respectively.

Table 6: Polk County and Sub-Areas – Historical and Forecast Populations, and Average Annual Growth Rates (AAGR)

Figure 1. Polk County and Sub-Areas—Historical and Forecast Populations, and Average Annual Growth Rates (AAGR)

	Historical			Forecast				
	2000	2010	AAGR (2000-2010)	2017	2035	2067	AAGR (2017-2035)	AAGR (2035-2067)
Polk County	62,380	75,403	1.9%	81,089	105,217	149,203	1.5%	1.1%
Dallas UGB	13,277	15,356	1.5%	16,414	22,665	33,208	1.8%	1.2%
Falls City UGB	966	947	-0.2%	1,003	1,119	1,285	0.6%	0.4%
Independence UGB	6,248	8,696	3.4%	9,326	13,803	21,741	2.2%	1.4%
Monmouth UGB	7,834	9,598	2.1%	9,944	12,943	17,708	1.5%	1.0%
Salem/Keizer UGB (Polk)	19,919	26,139	2.8%	27,888	36,936	54,045	1.6%	1.2%
Willamina UGB (Polk)	731	866	1.7%	898	1,049	1,277	0.9%	0.6%
Outside UGBs	13,405	13,801	0.3%	15,616	16,702	19,940	0.4%	0.6%

Sources: U.S. Census Bureau, 2000 and 2010 Censuses; Forecast by Population Research Center (PRC).

Project Relevance: Population forecasts and AAGR growth rates will be considered in transportation demand modeling and forecasting.

Parks and Recreation Master Plan (2015)

The Independence Parks and Recreation Master Plan provides a vision for the City’s parks, trails, and natural areas. It includes a park classification system, park planning guidelines and development strategy, and future park and trail recommendations.

Relevant recommendations from the Master Plan include the following.

Overall Park System Recommendations

- *Recommendation b:* Create a bicycle-centric facility in or adjacent to Downtown Independence, including an information kiosk about local routes and businesses.
- *Recommendation d:* Coordinate parks projects with City transportation improvement projects to continue updating city sidewalk system for overall city connectivity and access.

Wildfang Park

- *Recommendation Wi b:* Create permanent open easement with Pacific Power for access from Wildfang Park south to the intersection of South 11th and Monmouth Avenue.
- *Recommendation Wi c:* Provide pedestrian bridge crossing of Ash Creek to create crucial north south linkage between neighborhood to the north of Ash Creek (using City owned easement connection to North 12th Street) to neighborhoods to the south of Ash Creek.

Independence Sports Park

- *Recommendation ISP b:* Provide access road, parking, and circulation to accommodate sports tournaments.

Un-named Park

- *Recommendation UN b: Create north/south pedestrian/bicycle connection through park from existing sidewalk on Birch Street to Chestnut Street with fitness stations in order to enhance accessibility, improve the overall safety of the park, improve community health, and provide neighborhood connections.*

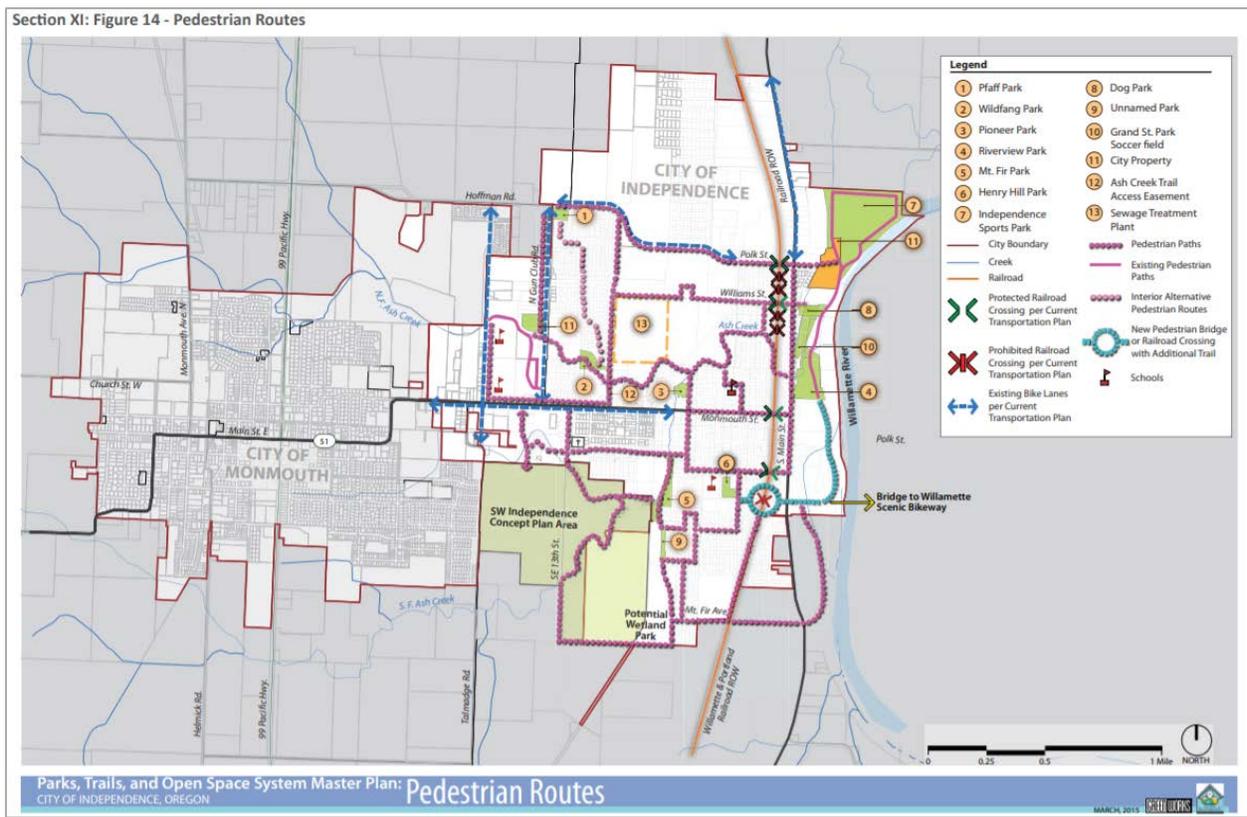
Polk Street Park

- *Recommendation PO e: Create pedestrian/bicycle access to internal path system within the park to enhance accessibility and improve the overall safety of the park. Provide sidewalks to provide perimeter access around site.*

The Master Plan also recommends acquiring and developing five new parks within the City. The highest priority location is in south Independence, followed by north Independence.

In addition, the Master Plan identifies a list of trail connectivity improvement projects to create connectivity and access across the City. Figure 12 illustrates the identified pedestrian connections. Project details for individual projects are provided in the plan.

Figure 12: Pedestrian Routes



Project Relevance: Projects identified in the Master Plan will need to be factored into the TSP update.

SW Independence Concept Plan (2012)

The Southwest Independence Concept Plan includes approximately 270 acres of land located at the southwest corner of Independence that was brought into the UGB in 2008. The Plan identifies future land uses, including a mix of housing types and densities, transportation system improvements including collector and arterial roadways and bicycle/pedestrian connections, and natural resource preservation.

Figure 13 illustrates the network of collector and arterial roads identified in the Plan. Traffic analysis conducted in the Plan indicates that signals may be necessary at the intersection of 13th Street and OR 51. Inside the planning area, the southerly arterial would lie within the UGB and connect to Mountain Fir.

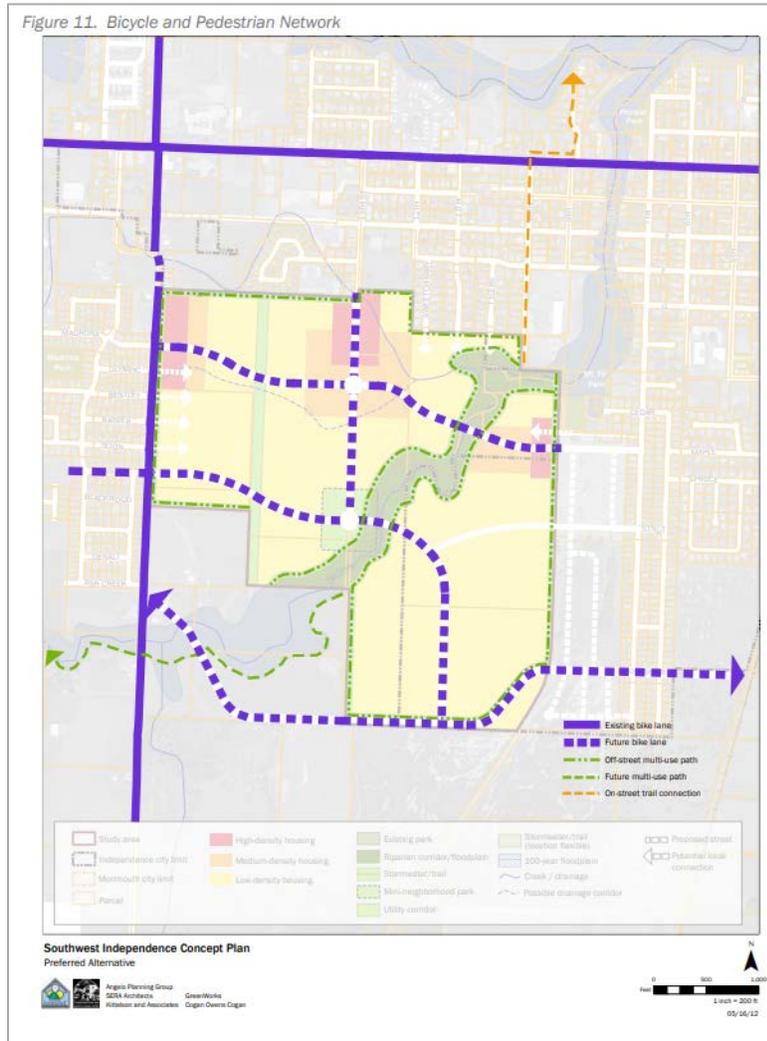
Figure 13: Proposed SW Independence Concept Plan Transportation System¹⁰



¹⁰ Note, larger cross-section diagrams are provided on pages 25 through 27 in the Plan.

Figure 14 illustrates the network of bicycle and pedestrian facilities. All of the collector roadways would include striped bicycles lanes and sidewalks, providing continuous east-west and north-south connections.

Figure 14: Proposed SW Independence Concept Plan Bicycle and Pedestrian Network



In addition, the Concept Plan identifies the following transportation implementation measures to support development of the Plan

- Update city transportation plans to reflect updated standards, recommended improvements, and cost estimates.
- Refine plans for needed Ash Creek crossing facilities within the Planning Area, including how to minimize environmental impacts.
- Work with Monmouth and Polk County to plan for a future southern connector, including a proposed alignment outside the Planning Area, projected timing, cost estimates, and funding strategy.

Project Relevance: Projects and improvements identified in the Concept Plan will need to be factored into the TSP update.

Independence State Airport Master Plan (Adoption Pending)

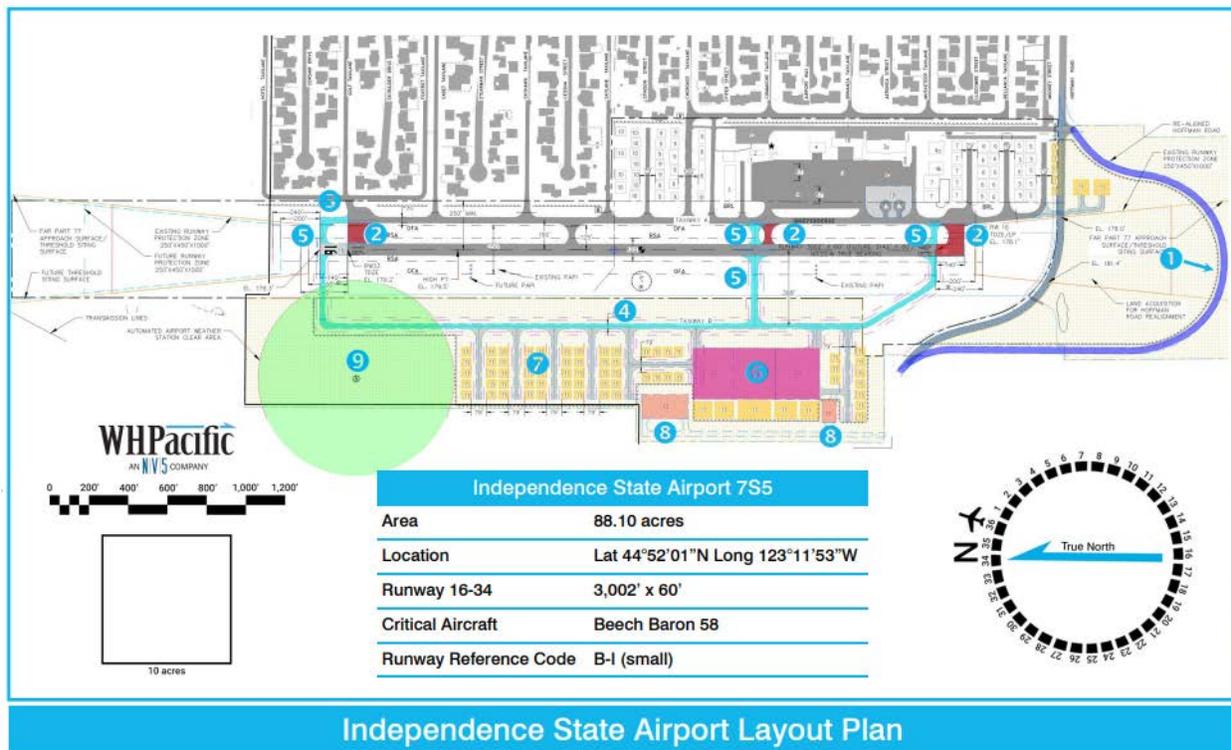
The purpose of Independence State Airport Master Plan (Master Plan) is to identify necessary airport improvements to serve current and projected aviation demand over a 20-year planning horizon. A draft version of the Master Plan is currently available, with adoption anticipated in 2020.

The Master Plan identifies a series of facility requirements to provide for improved safety, efficient operations, and enhanced services. Improvements identified in the plan that may be relevant to the TSP include:

- Hoffman Road Realignment. Land south of the airport will be acquired to enable Hoffman Road to be realigned.
- West Side land Acquisition and Hangers. Additional property will be acquired on the west side of the airport for new airport development.
- West Side Vehicle Access and Parking. Vehicle access and parking will be constructed to serve the west side airport development.

Figure 15 below provides the airport layout plan, illustrating the recommendations listed above as well as other site improvements.

Figure 15: Independence State Airport Layout Plan



Project Relevance: The current operations and planned expansions of the Independence State Airport and planned west side development will be considered in the development of the TSP.

City of Independence Targeted Industry Analysis (2019)

The Targeted Industry Analysis (TIA) identifies potential target industries and site development opportunities and constraints. The TIA focuses on preparing additional properties for development, with a focus on the 85-acre Gentemann property located west of the airport. As part of its findings, it identified unknown wetland constraints within vacant properties surrounding the airport as posing one of the largest barriers to development in the near-term. Among its near-term recommendations, it recommends inventorying and identifying mitigation for wetlands in the surrounding area. Although not explicitly identified as a barrier to development, the analysis recognizes the need for infrastructure improvements to these areas as part of its long-term recommendations. It recommends “updating public facility infrastructure master plans to serve current and future development with adequate transportation, water, sanitary, sewer, and stormwater facilities.”

Project Relevance: Future conditions analysis performed for the TSP update process will be based on transportation demand projected for planned land uses identified in the TIA.

City of Independence Adopted Budget FY 2019-2020 and Capital Improvements Plan (2019-2023)

The City of Independence Adopted Budget for fiscal years 2019-2020 provides the financial plan for the City over the next year. It also includes the City’s five-year capital improvement plan.

The City gathers funding from a combination of fees, grants, bonds, and property taxes. City funds are used for personnel services, materials, capital improvements, and debt service. A summary of the City’s recent and current funding sources and requirements are summarized in Figure 16.

Figure 16: Financial Summary – Resources and Requirements

FINANCIAL SUMMARY - RESOURCES			
TOTAL OF ALL FUNDS	Actual 2017-18	Projected This Year 2019	Proposed Budget Next Year 2019-20
Beginning Fund Balance/Net Working Capital	6,225,502	6,343,200	7,918,742
Fees, Licenses, Permits, Fines, Assessments & Other Service Charges	6,574,998	7,454,909	7,524,466
Federal, State and All Other Grants, Gifts, Allocations and Donations	1,630,118	3,077,805	2,471,062
Revenue from Bonds and Other Debt	6,730,000	2,350,000	3,469,000
Interfund Transfers / Internal Service Reimbursements	4,261,023	4,419,406	5,720,569
All Other Resources Except Property Taxes	1,103,041	703,328	658,202
Property Taxes Estimated to be Received	2,323,187	2,443,300	2,463,720
Total Resources	28,847,869	26,791,948	30,225,761
Requirements			
Personnel Services	5,088,992	5,693,500	6,213,000
Materials and Services	2,986,883	3,816,246	5,233,739
Capital Outlay	921,165	2,414,077	5,392,500
Debt Service	8,696,701	1,860,192	1,931,519
Interfund Transfers	4,810,928	4,940,385	6,143,006
Contingencies	0	0	5,009,743
Special Payments	0	0	0
Unappropriated Ending Balance and Reserved for Future Expenditure	6,343,200	8,067,547	302,254
Total Requirements	28,847,869	26,791,948	30,225,761

A portion of the financial resources are dedicated to transportation funding. The FY 2019-2020 budget appropriates just under \$3 million between the Transportation and Transportation SDC funds.

Figure 17: Transportation Fund and Transportation SDC Fund Summary

Transportation Fund		Transportation SDC Fund	
Personnel Services	\$ 101,000	Materials & Services	\$ 50,000
Materials & Services	878,250	Capital Outlay	100,000
Capital Outlay	474,000	Transfers/Interfund Loans	11,294
Debt Service	4,804	Contingency	<u>666,816</u>
Transfers/Interfund Loans	418,508	Total	\$ 828,110
Contingency	<u>228,676</u>		
Total	\$ 2,105,238		

Capital Improvement Plans (CIPs) program the funding and construction of significant capital projects, typically for a five-year period. The CIP is organized as follows:

- Summary spreadsheet of the five-year plan; and
- Individual sections organized by Department with summary spreadsheets and individual projects.

The summary CIP in the City’s 2019-2023 budget is shown in Figure 18. The transportation CIP is shown in Figure 19.

Figure 18: Summary Spreadsheet of 5-year CIP

SUMMARY	Budgeted FYE 2019	FYE 2020	FYE 2021	FYE 2022	FYE 2023	TOTAL
COMMUNITY SERVICES	\$ 150,000	\$ -	\$ 1,050,000	\$ -	\$ -	\$ 1,200,000
INFORMATION SERVICES	\$ 125,000	\$ -	\$ -	\$ -	\$ -	\$ 125,000
PARKS/RECREATION	\$ 1,530,000	\$ 1,030,000	\$ 3,402,364	\$ 3,097,364	\$ -	\$ 9,059,728
PUBLIC SAFETY	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 250,000
STORMWATER	\$ 40,000	\$ 526,850	\$ 221,600	\$ 50,000	\$ 50,000	\$ 888,450
TRANSPORTATION	\$ 300,000	\$ 1,275,000	\$ 1,140,000	\$ 600,000	\$ 200,000	\$ 3,515,000
URD-ED	\$ 470,000	\$ -	\$ -	\$ -	\$ -	\$ 470,000
WATER	\$ 1,100,000	\$ 506,300	\$ 200,000	\$ 200,000	\$ 200,000	\$ 2,206,300
WASTEWATER	\$ 1,966,280	\$ 5,087,331	\$ 4,889,838	\$ 10,648,686	\$ 250,000	\$ 22,842,135
TOTALS	\$ 5,731,280	\$ 8,475,481	\$ 10,953,802	\$ 14,646,050	\$ 750,000	\$ 40,556,613

Figure 19: Transportation Capital Improvement Plan

line #	TRANSPORTATION	Rank	Source Type	Source Fund	Budgeted FYE 2019	FYE 2020	FYE 2021	FYE 2022	FYE 2023	TOTAL
1	F Street Bridge Replacement		11% city match ODOT grant, split with stormwater	Transportation Operating and SDC ODOT Grant	\$ 200,000	\$ 940,000	\$ 940,000	\$ -	\$ -	\$ 2,080,000
2	TSP Update		ODOT Grant, SDC, IFA loans	Transportation/Urban Renewal	\$ 100,000	\$ -	\$ -	\$ -	\$ -	\$ 100,000
3	Southern Arterial / Continued Engineering	Phase A	SDC, Development Contributions	Transportation Operating and SDC City/Private	\$ -	\$ -	\$ -	\$ 200,000	\$ -	\$ 200,000
4	Southern Arterial / Engineering	Phase B	SDC, Development Contributions	Transportation Operating and SDC City/Private	\$ -	\$ -	\$ -	\$ 200,000	\$ -	\$ 200,000
6	Annual Pavement Maintenance		Gas Tax, General Fund	Transportation Operating	\$ -	\$ 200,000	\$ 200,000	\$ 200,000	\$ 200,000	\$ 800,000
7	Sweeper Purchase		Street/Storm Funds	Street Equip & Storm Equip Funds	\$ -	\$ 135,000	\$ -	\$ -	\$ -	\$ 135,000
TOTALS					\$ 300,000	\$ 1,275,000	\$ 1,140,000	\$ 600,000	\$ 200,000	\$ 3,515,000

Project Relevance: The capital improvement projects that have a committed funding source will be included in the future baseline transportation conditions for the updated TSP. The updated TSP will include capital improvement projects as part of the future conditions analysis and in the development of proposed improvements.

City of Monmoth Transportation System Plan (2009)

The City of Monmoth Transportation System Plan (TSP) establishes the City's goals, policies, and proposed improvements for developing and improving the transportation system within Monmoth. The Monmoth TSP was updated in 2009 to reflect the future transportation network. The update includes goals and objectives and evaluation of existing and future conditions.

The east edge of Monmoth's UGB abuts Independence's city limits. Several projects proposed in the Monmoth TSP are connected to existing and proposed facilities in Independence. Those projects include improvements and extensions to roadways, shown in Figure 7-10B of the TSP, and the Ash Creek Trail, shown in Figure 7-8 of the TSP. The proposed projects are as follows:

- RE-25: Jackson Street extension
- RE-08d: Gwinn Street East extensions¹¹
- RE-11c: Ash Creek Drive extension, east (not in financially constrained plan, long term- by 2021- 2030), including a multi-use path for portion of the Ash Creek Trail.

Project Relevance: Monmoth is a neighboring jurisdiction that borders Independence. The Independence TSP should encourage coordination with Monmoth on planned transportation projects, such as roadway extensions and extension of bicycle and pedestrian facilities across city limits.

Polk County Transportation System Plan (2009)

The Polk County Transportation System Plan (TSP) establishes the County's goals, policies, and proposed improvements for developing and improving the transportation system within Polk County. The TSP includes the following elements:

- Transportation Goals and Policies
- Road Plan
- Bicycle and Pedestrian Element
- Air, Rail, Water and Transmission Lines Element
- Public Transportation Element
- Transportation Forecast and Deficiencies
- Proposed System Improvements

Several policies in the Polk County TSP relate to coordination with state and local partners and policies for County roadways in jurisdictions. Those policies are as follows.

Goal 2: To maintain an ongoing transportation planning process keyed to meet the needs of the traveling public and coordinated among the state, regional, and local jurisdictions.

Objective 2.3 Polk County will continue to participate in and support state and regional transportation planning efforts.

Objective 2.10 Polk County recognizes that Oregon Highways 51, 221, and 223 provide important connections between urban areas in Polk County and provide a link for rural

¹¹ In the TSP, this project was slated to be completed in the near term by 2020. However, it hasn't been developed.

areas to the urban centers. The county supports a continuing effort to ensure that these routes retain an adequate level of service for the variety of uses that these highways serve.

Facility Improvements recommended in the TSP that are in or bordering the City of Independence, shown in Figure 12 of the TSP, are:

2. Buena Vista Road Bridge Improvements – estimated cost \$1.1 million

14. Talmadge Road Sidewalk Improvements (Between Madrona and 16th Ave) - estimated cost \$40,000

Project Relevance: The Independence TSP should reflect the Polk County coordination policies and the incorporate County projects in Independence.