

SECTION 9.700 TRANSPORTATION

Statewide Planning Goal 12, Transportation reads: "To provide and encourage a safe, convenient and economical transportation system."

SECTION 9.710 TRANSPORTATION PLANNING

In response to Goal 12, the City has completed and adopted a **Turner Transportation System Plan (TTSP)** in June 1999. The TTSP was coordinated with the Marion County TSP, the Oregon Transportation Plan and is incorporated into the Turner Comprehensive Plan.

The Turner Transportation System Plan (TTSP) is hereby included by reference as part of Section 9.700 of the Turner Comprehensive Plan.

The TTSP satisfies state and federal transportation planning requirements under the Intermodal Surface Transportation Efficiency Act (ISTEA) and the Oregon Transportation Planning Rule (TPR). The TPR, adopted in 1991 and amended in 1995, implements State Planning Goal 12, Transportation.

The TTSP is summarized herein. For more detailed information refer to the TTSP on file at the Turner City Hall.

The TTSP addresses five transportation Elements:

- **Street Network**
- **The Commercial Corridor**
- **Pedestrian and Bicycle Facilities**
- **Public Transportation Services**
- **Air, Rail, Water and Pipeline Facilities**

Each Element of the TTSP is discussed in each of the five TTSP Sections:

Section 6-1	Executive Summary
Section 6-2	Existing Conditions
Section 6-3	Determination of Transportation Needs
Section 6-4	Transportation System Plan
Section 6-5	Plan Implementation

Although the major element of the transportation system is the Street Network, the Plan seeks to strengthen all modes of transportation and thereby facilitate the improved flow of people, goods and services.

It is also important to recognize that transportation systems function as more than systems for the safe and efficient movement of people and goods. They also become the basic structural and organizational framework on which a community grows and develops. The Comprehensive Plan recognizes this interrelationship with other Plan elements and seeks to improve it through recommended improvements to the primary transportation system.

Changes to the transportation system can have a wide variety of economic, social and environmental impacts. Major transportation facilities should efficiently meet economic and social needs, without disrupting urban social units, unique natural resources, or cohesive land use districts.

SECTION 9.720 STREET NETWORK

Regional Connections

Turner is located 3 miles east of Interstate Highway 5, the main north-south route on the Pacific Coast which connects with Interstate Highway 80N, a transcontinental freeway at Portland. Turner is also located 4 miles from State Highway 22 which extends west to the coast and east over the Cascades, where it connects with Interstate Highway U.S. 20. Turner has direct access to these state and federal highways. While the City's regional access networks are excellent, local transportation systems within the community are less adequate, due to the fact that they are in the early stages or development.

County Roads

Many of the major streets through town are owned and maintained by Marion County including:

- **3rd Street from Turner Road south to the Mill Creek Bridge and then from Chicago to Denver Street.**
- **Denver Street from 2nd to 3rd Street.**
- **2nd Street from Denver to Fargo Street.**
- **55th Avenue from 2nd Street southerly beyond the City Limits.**
- **Delaney Road from 3rd Street westerly beyond the City Limits.**
- **Chicago Street from 5th Street to Wipper Road**
- **Wipper Road southerly beyond the City Limits.**
- **Witzel Road.**
- **Marion Road.**

Turner needs to coordinate street maintenance and improvements with the County to achieve the most effective efficiencies with the least disruptions to the community.

Turner Streets

The principal means of transportation in Turner is by automobile. The City is a commuter town where most residents are employed outside of Turner and depend upon private transportation to get to work and shopping areas.

Most of the existing roadways in Turner have been built to rural standards with minimum pavement widths, no curb and gutter and with open drainage ditches.

Most of the traffic is concentrated on the principle route through town - 3rd Street, Chicago Street, 2nd Street, Denver Street and Marion Road. Existing traffic volume on City streets is low. During the a.m. and p.m. peak hours, there is some congestion at

the intersections of 3rd Street/ Delaney Road and 3rd Street/Val View Drive due to the lack of turning lanes. A review of accident data over the last three years indicates that there is no high accident site in the City. There were also no fatalities during the three-year period.

Traffic volumes projected for the next 20 years are based primarily on the Marion County traffic model. All of the streets are expected to operate at acceptable levels (Level of Service C or better) during the next twenty years. No intersections within the City are expected to operate at unacceptable levels during the next 20 years, however, left turn lanes are needed at the intersection of 3rd Street/ Delaney Road and possibly at the 3rd Street and Val View Drive intersection. The Mill Creek Road/Marion Road intersection located at the Urban Growth Notification Boundary (UGNA) outside the city limits is expected to operate at Level of Service E by 2015.

Residents are concerned about increased gravel truck traffic through town that will occur in about 10 years as a result of a new sand and gravel extraction site just south of Turner. It is estimated that the site will increase daily heavy truck traffic through town by almost 80 percent. The City must coordinate efforts with Marion County and the site owners to mitigate impacts in Turner, including the possibility of a bypass route south of town.

Livability factors and community appearance need to be considered in the design of the City's street system. Increased traffic flows can cause higher noise levels, and commercial and industrial land uses may need to have buffer zones or street landscaping to lessen noise and maintain the community's livability.

Land use and traffic have a direct relationship. Each type of land use has its own traffic generation characteristics. Commercial businesses and public facilities often generate higher levels of traffic than residential areas where through traffic should be minimized. A circulation system should make it easier for people to reach their destination without conflicting with adjacent land uses. Conflicts can occur when too many businesses have individual access drives that can cause congestion and traffic hazards.

By using a street functional classification system, land use conflicts can be minimized. Standards for street design and construction are derived from the functional street classifications and are detailed in the Turner Land Use Development Code.

Functional Street Classification

Street planning plays a significant roll in determining the growth and the form of a community. Streets are classified according to their function including the degree of access and the need for efficient movement of through traffic.

Turner's traffic circulation is based on four interrelated types of streets;

- **Arterial Streets**
- **Collector Streets**
- **Significant Local Streets**
- **Local Streets**

Arterial Streets

The arterial street is the principal mover of traffic within and through the community. It connects with other regional routes outside of the City. Arterials generally emphasize mobility over access. Arterials require access management to protect their mobility function. Turner Arterials include:

- **3rd Street**
- **Denver Street**
- **Marion Road**
- **Delaney Road - West of 3rd Street**

Collector Streets

The collector street collects traffic within an area and distributes it to the arterial street system. Collectors provide links between community areas or neighborhoods and the arterial system. Turner Collectors include:

- **Chicago Street**
- **Witzel Road**
- **Wipper Road**
- **55th Avenue**
- **Val View Drive**
- **Delaney Road - East of 3rd Street**

Significant Local Streets

Significant Local Streets are Local streets that could be a Collector but due to their extent and connectivity are given a classification between local and collector streets. There is only one Significant Local Street in Turner:

- **5th Street**

Local Streets

A Local Streets provide direct access to abutting land and offers the lowest level of traffic mobility. Through traffic on local streets is discouraged. All of the streets not otherwise classified are Local Streets.

Map 6-4 of the TTSP identifies the street classification plan for Turner.

Recommended Street Network Improvements

Some of the major transportation improvements needs include:

- Improving the Commercial Corridor with sidewalks, bike lanes, curbs, gutters, center left turn lanes, on-street parking and storm drainage facilities.
- Rerouting Denver Street to connect directly with 3rd Street as part of the Commercial Corridor.
- Extension of Delaney Road to Witzel Road to provide the City with an east-west Arterial/Collector.

- Improving the other arterial, collector and significant local streets with sidewalks, bike lanes, curbs, gutters and storm drainage facilities.
- Improving 2nd Street and Gaston Street to re-route access to 55th Street.
- Replacing the 5th Street bridge.
- Developing alternative access to properties south of the Mill Creek By-pass.

Potential Street Vacations

Due to annual flooding that occurs during the wet winter months near the Mill Creek Bypass, many of the planned streets in the south part of town have not been built. The TTSP recommends vacation of some of these street right-of-ways because they will not be needed.

Funding

Like many small cities in Oregon, yearly street maintenance costs absorb most of Turner's public works street budget. The budget for maintenance and capital improvements is approximately \$60,000 per year. Almost all of these funds are needed for yearly street maintenance. Given the projected funding shortfall to complete the capital improvement projects over the next 20 years, other funding sources need to be investigated. The TTSP includes a review of funding alternatives from federal, state, and local sources.

Generally money becomes available to the City for construction and maintenance of streets from State, Federal or local sources. Financing of street improvements is a problem for small communities that do not have the resources to generate local revenues for capital improvements. Future developers in Turner should be responsible for providing the needed improvements to support their development. The costs for future improvements should not be subsidized by existing residents but should be provided by those generating the demand.

SECTION 9.730 THE COMMERCIAL CORRIDOR

The TTSP includes a plan for the "Commercial Corridor" of Turner. The Commercial Corridor consists of two Arterials, 3rd Street and Denver Street. It is the "Main Street" of Turner where most of the City's businesses and public buildings are located. Many improvements are needed including upgrading of the street system, storm drainage, access management, parking, lighting, and the provision of sidewalks and bicycle lanes.

Denver Street's connection to 3rd Street in the downtown area currently requires three turns and utilizes four streets. The TTSP recommends re-routing the principle route so there will only be one turn at 3rd St and Denver Street for through traffic as shown on **TTSP Map 6-4**. This realignment would make it safer for school kids and pedestrians using Chicago Street provide improved traffic flow and reduce parking problems on Chicago Street.

Downtown

The downtown core area has continued to deteriorate. Public and commercial businesses have located outside of the downtown area causing fragmentation and dispersal of the facilities that usually define the City. Renewal of the "Downtown" should begin immediately and should be continually improved as the community grows. The City is participating in a downtown planning program with the COG and the Oregon Downtown Development Association that can help provide the impetus needed to initiate this important effort.

Parking

Parking is a problem that will increase as the City grows. Most of the City's parking is head-in parking requiring backing and maneuvering onto the street system. This causes traffic conflicts and hazards will need to be change as growth and improvements occur. Improved on-street and off-street parking is needed. A centralized parking lot in the downtown core area should be investigated. This will be needed in the future and will help in the revitalization of the downtown core area.

SECTION 9.740 PEDESTRIAN & BICYCLE FACILITIES**Pedestrian Facilities**

Sidewalks are lacking on almost all of Turner's streets. Only the downtown core area east of 3rd Street has sidewalks and these are disconnected and in poor condition. The most basic form of transportation is walking. Walking lends itself to Turner's small community size, low density residential development with pleasant open spaces, and a relaxing walking environment. Little attention has been previously directed toward the provision of sidewalks and other pedestrian facilities in the community. The need to provide more pedestrian facilities along major streets and as a community resource to complement existing pathways needs to be pursued. Areas that generate pedestrian traffic such as the school, commercial areas, and recreational facilities need to be improved to provide safety and encourage pedestrian use. A pathway along Mill Creek connecting the downtown area with the City Park would be a valuable recreational and transportation asset to the community.

Crosswalks are also needed, particularly along the Commercial Corridor and in the downtown area where school children and elderly residents of the Turner Retirement Homes are located.

Bicycle Facilities

There are no bike lanes in Turner. Bicycles must use road shoulders where they exist on arterial streets and share roadways with vehicles on the City's other streets. The use of bicycles, both for recreation and as an alternative form of transportation has continued to increase. Use of bicycles can reduce street congestion and the consumption of fuel resources. In small communities with open space amenities, a system of bikepaths and walkways can interconnect and unite the community, improve safety and reduce reliance on the automobile. Turner's close proximity to Salem, Aumsville, and local recreation areas suggests the need for a regional bikeway system.

Map 6-3 of the TTSP identifies existing pedestrian and bicycles facilities.

Walkways and bikeways are badly needed facilities. Sidewalks and bikeways should be provided on all arterial and collector streets, especially along the Commercial Corridor and in the downtown core area.

Map 6-5 of the TTSP identifies the proposed pedestrian and bicycles plan for Turner.**SECTION 9.750 PUBLIC TRANSPORTATION SERVICES**

The Mass Transit Division of the Oregon Department of Transportation estimates that fully one-third of all Oregonians are "transportation disadvantaged". They are either too old, too young, too poor, or are unable to use private vehicles as a means of transport.

Public transportation service to individuals in Turner has been limited. Marion County Housing Authority and the Turner Retirement Homes provide limited transportation for senior citizens in the community. The transportation disadvantaged are served by Wheels of Joy, a non-profit dial-a-ride paratransit service based in Sublimity. Rideshare coordination services are available through the City of Salem.

Since the TTSP was completed, the "Canyon Connector" transit service began a five day week-day service from Gates to Salem through Turner in March of 2000. The Canyon Connector is a public transit service providing the south Marion County area with connections to other "CARTS" transit service areas. The transit system is an 18 bus flexible-fixed route service that can be used during the day for a variety of transit needs.

The present outlook for Turner is for the continued use of the automobile as the principal means of travel unless a regional transit system is successful. The success of public transportation depends on demand and a willingness to use the service, and it requires the coordination and cooperation of neighboring communities

SECTION 9.760 AIR, RAIL, WATER & PIPELINE FACILITIES**Air**

There are no public or private airports in Turner. The Salem Municipal Airport is located just 4 miles northwest of the Turner. It is a public use airport with no commercial passenger service at this time. Ground transport is available to the Portland Airport and Federal Express has a facility there.

Rail

The Union Pacific Railroad main line passes through Turner that could provide rail freight service to Turner with links to regional and national markets. The railroad runs the full length of town (north-south) providing considerable railroad frontage that can be a valuable resource for industrial operations although it is presently not used by existing industries at this time. There are only two street crossings and both have signal and gates. There have been no rail related accidents in Turner. Approximately 20 to 24 trains pass through Turner each day including 4 passenger trains although no

passenger service is available in Turner. Rail passenger service is provided in Salem connecting the area to national routes as an alternative to other modes of travel.

Water Pipelines

The City of Salem owns and maintains two water transmission lines that traverse through Turner from the southwest to the northwest. A 54 inch to 46 inch and a 36 inch pipeline supply Salem and Turner with water from the Santiam River water treatment plant. Salem plans to replace the 36 inch pipeline with an estimated 72 inch pipeline by approximately 2010.

Gas & Petroleum Pipelines

Northwest Natural Gas Company maintains gas pipe lines in Turner. Two Natural Gas primary transmission pipelines are also located 1.5 miles east of Turner and a petroleum pipeline is located 2 miles west of the city.

SECTION 9.790 TRANSPORTATION GOALS & POLICIES

GENERAL

1. The City will support transportation strategies that address Greenhouse gas emission targets as legislated by the State through the Metropolitan Planning Organization (MPO).

STREET NETWORK & COMMERCIAL CORRIDOR

GOALS & OBJECTIVES

1. To develop a street network that is safe, accessible and efficient for motorists, pedestrians, bicyclists and the transportation disadvantaged in Turner.
2. To provide an inviting, pedestrian and bicycle friendly streetscape for the Commercial Corridor enhanced with mixed uses, sidewalks, bike lanes, landscaping, distinctive lighting and underground utilities.

POLICIES & RECOMMENDATIONS

1. The designated arterial, collector and significant local streets of the Street Network Map will be used to assist in prioritizing street development and maintenance.
2. The City of Turner shall protect the function of existing and planned roadways identified in the Turner Transportation System Plan.
3. All development proposals, plan amendments, or zone changes shall conform to the Turner Transportation System Plan.
4. The City of Turner shall include consideration of impacts on existing or planned transportation facilities in all land use decisions.

5. The City of Turner shall protect the function of roadways through the application of appropriate land use regulations, exactions, voluntary dedication, or setbacks.
6. New direct access to arterials shall be granted only after consideration is given to land use and traffic patterns in the area of development, not just at the specific site. Joint access utilization and common driveways serving more than one property shall be implemented wherever feasible.
7. Access controls shall be used to integrate traffic and land use developments, to minimize the potential impacts associated with increased growth. Arterial access locations shall be kept to a minimum.
8. Off-street parking shall be provided by all land uses to improve traffic flow, promote safety, and lessen sight obstruction along the streets.
9. The City of Turner shall coordinate with the Department of Transportation to implement the improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the **Turner** Transportation System Plan and Comprehensive Plan.
10. The City shall develop gateway areas and signage at the entrances to Turner.
11. The City shall within the Downtown:
 - a. work to limit through street traffic,
 - b. develop a network of pedestrian paths that link elements within the downtown and outside the downtown,
 - c. support enhanced transit opportunities, and
 - d. support development of a City-owned downtown parking lot(s).
12. The City and Marion County shall seek to re-route the Commercial Corridor so motorists will make one turn at 3rd Street and Denver Street.
13. The City shall develop a Capital Improvement Program to identify, prioritize and construct transportation projects. All sources of funding shall be pursued.

PEDESTRIAN AND BICYCLE FACILITIES

GOALS & OBJECTIVES

1. To provide a safe, continuous and direct network of streets, bikeways, sidewalks, and street crossings to promote safe and convenient circulation within Turner.

POLICIES & RECOMMENDATIONS

1. Provision for bicycle travel shall be included on all new arterials and collectors and on all major improvements to existing arterials and collectors within the City.
2. Provision for pedestrians shall be included on all new streets and to all major improvements to existing arterials and collectors within the City.

3. Bicycle and pedestrian ways shall be designed and constructed to minimize potential conflicts between transportation modes. Design and construction of such facilities shall follow the guidelines established by the Oregon Bicycle and Pedestrian Plan.
4. The City shall encourage the development of a greenway for bicycle and pedestrian use along Mill Creek in the Downtown area.

PUBLIC TRANSPORTATION

GOALS & OBJECTIVES

1. To encourage convenient, economical and safe public transportation services for the residents of Turner.
2. To encourage maintenance of a daily shuttle service to the major activity centers in Salem.

POLICIES & RECOMMENDATIONS

1. The City will support and promote regional planning for public transportation services that use innovative technology to maximize efficiency of operation, planning and administration of public transportation.
2. The City shall seek the creation of a customer-based regionally coordinated public transit system through regional planning process that is efficient, effective, and for present and future needs. The public transit system should provide the maximum level of access to area activity centers for the transportation of disadvantaged citizens.
3. The City shall encourage the use of carpools and park-and-ride lots in the area and other strategies to reduce the number of single occupant vehicles.
4. The City will support the efforts of the County in the implementation of the Regional Transportation Enhancement Plan and similar efforts to improve transportation for the disadvantaged in the region.

RAIL AND PIPELINE TRANSPORTATION

GOALS & OBJECTIVES

1. To maintain an economical and safe level of rail and pipeline transportation services for the movement of commodities into, within and through the City of Turner.

POLICIES & RECOMMENDATIONS

1. The City shall coordinate land use planning adjacent to the Union Pacific Railroad to maintain safety and livability standards within the community while protecting safe rail operations

2. The City shall coordinate pipeline operations such as natural gas service into, within and through the City of Turner.