



**File No: DC 23-01 Adoption of a minor update to the Transportation System Plan.**

**Proposal:** The City is proposing a minor update the Transportation System Plan (TSP) to make small updates including, but not limited to:

1. remove the southern portion of the proposed Greenway recreational trail,
2. add a new street to the plan called NE Transition Parkway,
3. and add a multi-use trail to a new linear park along the south side of NE Conser Road.

The TSP also acts as the Transportation Chapter of the City's Comprehensive Plan; therefore, this is considered a post-acknowledgment Comprehensive Plan Amendment.

**I. BACKGROUND**

- A. Applicant: City of Millersburg
- B. Location: City Wide
- C. Review Type: The proposed TSP update is considered a Comprehensive Plan Amendment which is a Type IV review and requires a hearing before the Planning Commission whereby the Commission makes a recommendation to the City Council. A subsequent hearing before the City Council is required for a final action and ordinance adoption. Any appeal of the City Council's decision relating to this matter will be considered by the Oregon Land Use Board of Appeals (LUBA).
- D. Public Notice and Hearing: Notice has been provided to the State through the Department of Land Conservation and Development (DLCD), published in the Democrat Herald on March 15, 2023, and posted at City Hall. A notice was published to the DLCD on February 24, 2023. The notice was posted in City Hall on March 15, 2023. Information related to the hearing is posted on the City's website here - <https://www.cityofmillersburg.org/planning/page/land-use-matters-application>.
- E. Review Criteria: Millersburg Development Code; Section 5.11.30. These criteria also require compliance with the applicable Statewide Planning Goals, OAR 660-012 the Transportation Planning Rule, OAR 734-051 Highway approaches, access control, spacing standards and medians, and consistency with the Regional Transportation Plan (RTP), the Oregon Statewide Transportation Improvement Program (STIP) and Oregon Administrative Rules. Each is discussed in Section II.
- F. Background: The City's first TSP was created in 2016. Since that time development within the City and changes in policy direction have resulted in the need for a minor update. As outlined above, the 3 basic goals include the following:

- Remove the southern portion of the Greenway Trail. This portion of the proposed Greenway Trail was originally included in the TSP with the intent of creating the possibility of a trail network that would ultimately connect to trails in Simpson Park, located along the Willamette River on the southwest edge of the City. The trail was never designed or constructed. No steps were taken to implement the trail. However, some key things have changed since the TSP was adopted in 2016 that have resulted in the need to remove the trail from the plans. First, the City has removed over 160 acres of property from the City (de-annexation) along the river. At the time this was drafted the City was working to also revise the Urban Growth Boundary to exclude most of the lots that would feature the Greenway Trail. Second, after publication of the original TSP the City was contacted by industries who had property that the proposed trail would cross. They expressed concerns with maintaining required security to their sites and potential negative impacts with the proposed trail. Third, the City is aware of ongoing issues with a large homeless population in the area of Simpson Park. Extending a trail from the NE Conser Road area to Simpson Park would expand opportunities for homeless encampments along the river, and potentially create a more direct connection to Millersburg's residential areas, which the City does not want to encourage.
- Add a new street called NE Transition Parkway. Shortly after the TSP was adopted the City Council began discussing the plan to more actively market the large City-owned lots on the south side of NE Conser Road. However, there is a need to buffer these industrially zoned lots from the existing homes along NE Conser Road. Additionally, the City Council did not want traffic from the new industrial developments to use NE Conser Road, again, because there are homes that front Conser Road and use it as a primary point of access. Therefore, the City started designing a new street that would generally parallel NE Conser Road but re-direct new industrial traffic away from the existing residential area and place a linear park with a berm and landscaping between NE Conser Road and NE Transition Parkway. The Park would be designed with a 100-foot width and the new NE Transition Parkway right-of-way would be 80 feet wide, thus buffering the two kinds of development. When the City started building a new Fire Station, Station 15 just south of City Hall along Old Salem Road this plan was incorporated into the design. The station used the concept of NE Transition Parkway as the entry point off of NE Old Salem Road. As a result, portions of NE Transition Parkway already exist. The plan is to connect this existing street with the intersection of Woods Road and NE Conser Road, such that traffic using NE Woods Road and NE Conser west of the City limits would use NE Transition Parkway to travel eastbound from Woods Road instead of NE Conser Road.
- Add a multi-use path in the Linear Park along NE Conser Road. The TSP included updated sidewalks and bike lanes along NE Conser Road. These are no longer needed because the new linear park will be located adjacent to NE Conser Road and that park includes a multi-use path. The path will achieve the same function as sidewalks along NE Conser Road, but be superior because it will be located just outside the right-of-way, separated from vehicle traffic, increasing safety for pedestrians and bicyclists.

It should be noted that the minor update to the TSP will include some additional

smaller changes, such as updating all new local streets that have been constructed since 2016. The update will also add language that would open the door to use of roundabouts should the City desire to use them in the future.

The City is planning to embark on a large scale, comprehensive TSP update within the next couple of years. The larger update will comply with new State requirements, specifically the Climate Friendly and Equitable Communities (CFEC) Rule changes. As such, the City has tried to minimize changes in this current minor TSP update to just the few changes that were more urgent. Additionally, this minor update does not reconcile the overall financial aspects of the changes, such as accommodating for TSP projects that have been completed, or the difference between 2016 dollar values and 2023 dollar values. These will all be addressed in the next larger TSP update.

## II. CRITERION

This section contains all applicable City and State provisions that apply to the proposed Comprehensive Plan amendment and how each provision is met.

### A. CITY OF MILLERSBURG DEVELOPMENT CODE CRITERIA

Amendments to the Comprehensive Plan text are required to satisfy the following criteria. These come from Section 5.11.030 of the existing Millersburg Development Code.

**Decision Criteria (1). There are no negative impacts of the proposed amendment on land use and development patterns within the city, as measured by:**

#### **(a) Traffic generation and circulation patterns**

**ANALYSIS:** The proposed TSP edits will add a new road to the street system. The land uses are not proposed to change, in fact, land use and zoning designations flanking the new street have been in place since the City was established. The new road will not create changes to land use patterns; rather, it will better accommodate the land use patterns that already existed. It should also be noted that the new street is not intended to address any increase in demand or need for additional capacity. The intent of the new road is to create better circulation and funnel traffic away from residential areas, while also creating a buffer between land uses. As stated in the background section, this new road will keep new significant traffic away from the existing NE Conser Road and help buffer the residential areas from the industrially zoned property south of NE Conser Road. NE Conser Road will no longer be a through street on the western section of the street<sup>1</sup>, near the intersection of NE Woods Road and NE Conser Road. The intent of the design is to discourage through traffic from using NE Conser Road. As traffic is reduced on NE Conser Road, the street will also become safer for the homes near or on NE Conser Road. Bus stops will be safer because there will be less traffic on NE Conser Road. Access will still exist at the western terminus of NE Conser Road, but the intersection will be designed so that

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<sup>1</sup> Meaning one would no longer be able to drive uninterrupted along NE Conser Road, but would have to turn onto NE Transition Parkway in order to go, for example, from City Hall to the City limits on the west.

through traffic is discouraged, especially for trucks.

Additionally, these changes will reduce the traffic burden at the intersection of NE Conser Road and Old Salem Road. NE Transition Parkway will connect with Old Salem south of the NE Conser Road and Old Salem Road intersection and will likely include a traffic signal soon (based on demand from new development, as required by the individual traffic studies submitted for land use projects).

The addition of a multi-use path in the linear park will have strong benefits to pedestrian circulation in the City and supports the existing TSP concepts for new sidewalks on NE Conser Road, but implements them in a better way that is more safe for those using the path. The elimination of part of the Greenway trail will have no negative impacts on development because the trail was primarily intended for recreational purposes, not to provide pedestrian circulation to job centers, shopping, or a destination of any kind. While a pedestrian link between the large number of homes in the north part of the City and Simpson Park would have been a benefit, the negative impacts of the trail implementation now outweigh the benefits. The elimination of that access, based on the negative effects it would bring, are now in the best interest of the City.

Therefore, these changes will have beneficial impacts on traffic patterns within the City and assure that new traffic generated by development will have adequate capacity.

**FINDING:** Based on the analysis above, the project meets the required criteria.

### **(b) Demand for public facilities and services**

**ANALYSIS:** Streets and trails are public facilities. While the proposed TSP update will add more streets and trails to the system, these are responding to the requirements of land use zoning patterns that existed before the TSP was created in 2016. The addition of NE Transition Parkway to the TSP is not addressing new demand, rather, it is addressing the City Council's increased sensitivity to the interface between residential and industrial land uses. The new road will result in better traffic flow for the City but will not actually increase capacity. Land use and development patterns within the City will not be negatively impacted. The changes proposed in the trail system will find one trail removed, and a path added<sup>2</sup>. The proposed trail will be easier to maintain because it will be adjacent to existing streets, as where the southern portion of the Greenway Trail would have been very difficult to maintain due to its placement through areas that have no development. As such, the cost of the City to maintain the new path would be lower than the removed trail. In addition, as noted previously, the southern portion of the Greenway Trail would have likely resulted in higher policing needs due to its poor visibility and vehicular access.

**FINDING:** Based on the analysis above, the project meets the required criteria.

### **(c) Level of park and recreation facilities**

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<sup>2</sup> The terms path and trail are used interchangeably in this report.

**ANALYSIS:** The proposed TSP changes would introduce support systems for a new park and a new multi-use path through that park. The new path and the new park are intended to help buffer the residential uses from the industrial uses. Therefore, there will be no negative impacts on land development patterns, as they are responding to patterns that already existed prior to the 2016 TSP. The changes proposed to the TSP are related to the new park, but the park is not one of the actual changes proposed, and therefore any impacts of a new park to the City are beyond the scope of the analysis for the TSP update. The overall trail length is proposed to be reduced, because the southern portion of the Greenway Trail was longer than the proposed multi-use path within the Linear Park. This is not a negative impact however, because the southern portion of the Greenway Trail would likely have brought negative impacts, was less likely to be constructed, and the new trail will be better policed and is more likely to be constructed.

**FINDING:** Based on the analysis above, the project meets the required criteria.

#### **(d) Economic activities**

**ANALYSIS:** No negative results are anticipated to the economy as a result of the TSP edits because the addition of buffers between uses and improvements in traffic flow through the industrial area south of NE Conser Road should help the economy.

**FINDING:** Based on the analysis above, the project meets the required criteria.

#### **(e) Protection and use of natural resources**

**ANALYSIS:** The new street proposed by the TSP update is located in an area of the City that is zoned industrial and previously farmed as an interim use. The new path is proposed within an all new park area, which will bring more trees to the interior of the City. The removal of the southern portion of the Greenway Trail will help preserve the areas where the path was planned. While trails through wildlife areas are often encouraged, the southern portion of the Greenway Trail would have likely resulted in negative impacts to the natural areas because they would act as a conduit to bring homeless campers into the natural areas, which would result in their destruction. The effects would have been similar to the destruction that has occurred in Simpson Park. Removing the trail from the plan will ultimately result in the protection of the areas that were previously planned for the trail.

**FINDING:** Based on the analysis above, the project meets the required criteria.

#### **(f) Compliance of the proposal with existing adopted special purpose plans or programs.**

**ANALYSIS:** The TSP is a special purpose plan, as it is specific to the transportation planning for the City. The TSP contains policies that act as the transportation policies for the Comprehensive Plan. The proposed updates are not inconsistent with the existing policies of the TSP; rather the update will strengthen the city's ability to

implement the policies.

**FINDING:** Based on the analysis above, the project meets the required criteria.

**Decision Criteria (2). A demonstrated need exists for the proposed amendment.**

**ANALYSIS:** The property south of NE Conser Road has been zoned Industrial since before the City was incorporated in 1974. Ownership of the land changed over the years. Today the property directly adjacent to NE Conser Road is owned by the City. After the 2016 TSP the City began marketing the industrial property. The Council expressed concerns at that time about the interface between the two land uses, residential and industrial. This led to the concept of the buffer, which includes the linear park, pathway, and new street, NE Transition Parkway.

A TSP is not intended to be a static document. State requirements for TSPs and the policies of the TSP itself require that a TSP be updated from time to time. As things change in the City, the document should reflect new trends, concepts, and Council priorities. The City has determined that the changes proposed were significant enough together to warrant a minor update to the plan. Part of the new street has already been constructed and the City is working on the design of the rest of the new street, linear park and path. Construction is planned to follow. Adding these to the TSP will help clearly communicate the focus the City now has, both financially and staff time, on these projects. The removal of the southern portion of the Greenway Trail also helps communicate City priorities that have changed since the 2016 adoption of the TSP.

**FINDING:** Based on the analysis above, the project meets the required criteria.

**Decision Criteria (3). The proposed amendment complies with all applicable Statewide Planning Goals and Administrative Rule requirements.**

**ANALYSIS:** Of the 19 Statewide Planning Goals, Goals 1, 2, 5 and 12 are applicable to the proposed TSP update.

Goal 1 requires citizen involvement. This land use application is subject to a Millersburg land use review, which includes a significant citizen involvement component. This process has been established by the City and determined to be consistent with this goal. The mandatory public notice of the action and decision, and the hearings on this case before the Planning Commission and City Council are all avenues of citizen participation.

Goal 2 requires that land use decisions 1) have an adequate factual base, 2) that alternatives have been considered, and 3) that implementation measures are consistent with and adequate to carry out the comprehensive plan. This Goal is implemented by the Millersburg Development Code which requires that all Land Use approvals follow the process outlined in Goal 2. This Land Use planning process was utilized in drafting the proposed TSP minor update, and the adoption of the Comprehensive Plan Amendment also uses this established process. Alternatives have

been considered throughout the drafting of the updates and the proposed changes will update the Transportation Chapter of the Comprehensive Plan.

Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces. The southern portion of the Greenway Trail was proposed to be located within a Willamette Greenway overlay zone, which implements part of Goal 5. The trail would have been fully consistent with the overlay; however, removing the trail does not conflict with the overlay either. Removal of the trail implements the overlay by limiting impacts of human activity within the overlay zone. Regarding the proposed new street, the construction of the street will have impacts to identified wetland areas. The City is applying for fill permits with the Department of State Lands prior to the construction or fill activity. The City Development Code requires that any fill project obtain permits prior to any fill activity within wetlands. The Development Code addresses this, the addition of the street in the TSP is fully consistent with the requirements of Goal 5, because permits would still be required prior to disturbance. This TSP update was transmitted to the State for review.

Goal 12, the Transportation Planning Rule (TPR), OAR 600-012-0060, requires that where an amendment to a comprehensive plan or zoning regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures that assure that allowed land uses are consistent with the function, capacity, and performance standards of the facility. As stated before, the land uses are not proposed to change. The proposed updates will change the traffic flow but is not planned to add significant capacity. These are simply better solutions to traffic needs and adds buffering between land uses that are not changing. The removal of the southern portion of the Greenway Trail will not have a significant effect on pedestrian circulation because the trail was essentially a recreational trail and not intended to act as a pathway to destinations like workplaces or shopping. Also see the review of the Planning Rule compliance below in subsection B of his report.

**FINDING:** Based on the analysis above, the project meets the required criteria.

**Decision Criteria (4). The amendment is appropriate as measured by at least one of the following criteria.**

**(a) It corrects identified error(s) in the provisions of the Plan;**

**ANALYSIS:** This criterion does not apply, as there are no identified error(s) in the provisions of the current TSP, shy of the omission of a planned street and pathway.

**FINDING:** Based on the analysis above, this criterion does not apply.

**(b) It represents a logical implementation of the Plan;**

**ANALYSIS:** The minor update to the TSP is required to reflect the evolving transportation priorities of the City Council. These include vehicular, pedestrian, and bicycle circulation in the City. Plans like the TSP must be updated in order to be

implemented properly.

**FINDING:** Based on the analysis above, the project meets the required criteria.

**(c) It is mandated by changes in Federal, State, or local law;**

**ANALYSIS:** This criterion does not apply.

**FINDING:** Based on the analysis above, this criterion does not apply.

**(d) It is otherwise deemed by the City Council to be desirable, appropriate, and proper.**

**ANALYSIS:** The buffer became a priority for the City Council when they elected to actively market their property. The TSP update is memorializing the process that was started with the City Council.

**FINDING:** Based on the analysis above, the project meets the required criteria.

**B. OAR 660-012 THE TRANSPORTATION PLANNING RULE**

As the State set out to implement Goal 12, the Transportation Goal, they created a host of rules and legislation to support the Goal. Oregon Administrative Rule (OAR) 660-012 is where the bulk of the implementing requirements are located. This section of OARs is also known as the Transportation Planning Rule or TPR for short. These set of rules generally explain that when an amendment to the Comprehensive Plan would 'significantly' affect an existing or planned transportation facility, the City must assure that the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the streets in the plan remain at acceptable levels. Modelling is typically used to show if the changes will continue to meet the acceptable levels. While Cities define these levels the OAR's explain what constitutes a "significant affect."

The proposed TSP update would qualify as a significant event because the City is proposing to change the street classification of NE Conser Road and adding for the new NE Transition Parkway.<sup>3</sup>

It should be noted that the State recently adopted new rules for the TPR and thus for implementing City TSPs. This suite of new rules is commonly called the Climate Friendly and Equitable Communities (CFEC) rules. OAR 660-012-0012(2)b explains that the CFEC rules do not apply to this minor update because the OAR is in a state of transition as the new CFEC rules come into effect. Further, the proposed update is considered a 'minor update' as outlined in OAR 660-012-830 because the arterial designation is being removed from one street (NE Conser Road) and applied to another street (NE Transition Parkway).<sup>4</sup> No new arterial street is being proposed. The improvements to NE Transition Parkway alone are estimated to cost less than 5 Million.

**OAR 660-012-0025 Refinement Plans.**

Rule 25 requires findings of compliance with Statewide Planning Goals. These are included

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<sup>3</sup> See OAR 660-012-0060(1)(a).

<sup>4</sup> See OAR 660-012-015(1) and (2)c, and 660-012-0830(1)(b)(A)



in Section A of this staff report.

### **OAR 660-012-0030 Determination of Need.**

Subsection (3) explains that within a UGB the need for identification of new facilities shall be based on population and employment forecasts. The proposed new street is not intended to address any newly identified jobs or needs that were not there before. There are no land use changes proposed. Rather, they are intended to address the need for a land use buffer between two land uses. The street will also be designed to better address the needs of industrial traffic by including a center lane for turning, however, this is not based on any new need identified in a study or land use application.

Regarding the removal of the lower section of the Greenway Trail, OAR 660-012-0050(5) also requires that the TSP be modified to remove any identified improvement that is no longer intended to be constructed. The lower section of the trail was identified in the TSP as a conceptual idea. A specific need for the trail was not identified in the TSP, but it seems clear that the intent was recreational. A multi-use trail is still proposed along Old Salem Road that will not have the same natural environment, but will function to get pedestrians north and south through the City.

### **OAR 660-012-0060 Plan and Land Use Regulations**

As discussed previously, the OARs require the proposed amendments be deemed significant because the street classifications are changing, for NE Conser Road they are being downgraded<sup>5</sup>, and for NE Transition Parkway, the classification of arterial is being applied.

Subsection (2) explains that if a change is significant then the City has to assure that the traffic from the land uses will not cause the changed streets to trigger the City's mobility targets at the end of the 20 year planning period.<sup>6</sup> The City's mobility targets are on page 13 of the adopted TSP (and are not proposed to change at this time). These require that all City facilities function at a level of service (LOS) of D or better. A level of service is an indicator of how long cars must wait at intersections. LOS D means cars have to wait more than 35-80 seconds at signalized intersections. Linn County administers NE Old Salem Road, which connects to NE Transition Parkway and NE Conser Road; therefore, the County mobility targets would be applied at those intersections as well. The County mobility targets are shown on page 86 of the 2018 County TSP. They require an LOS of E or better but only during peak hours.

Traditionally, the City would meet the OAR requirement by providing a traffic study which would use modeling to forecast intersection functionality as the City builds out. For the proposed TSP updates, however, these will not result in new impacts. NE Conser Road is currently an arterial. That street is proposed to be downgraded to a local, which does not typically require any modeling for impacts. The new NE Transition Parkway will take the place of the arterial classification that was previously designated to NE Conser Road; in other words, the arterial designation is just shifting to the south 100 feet. The arterial intersection, currently at NE Conser Road and NE Old Salem Road, will shift about 1,000 feet to the south at NE Transition Parkway and NE Old Salem Road.

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<sup>5</sup> The text of the update specifies that the downgrade will happen automatically once NE Transition Parkway is completed and operational.

<sup>6</sup> Every TSP is designed to assure that the 20 year forecast of residential and industrial growth can be accommodated with the street build forecast of the same time period.

The trail changes do not currently require any traffic modeling. As such, the City did not perform any traffic modeling for the proposed TSP update, but plans to do full modeling for a larger TSP update planned for next year.

Additionally, the OARs do permit changes without a traffic study in subsection (2)(b) and (3)(c). All proposed changes satisfy the requirements of subsection (2)(b) because funding for the new facilities is addressed in the update, and (3)(c) because the property is not located within an interchange area (meaning, within ¼ mile of a State road intersection).

**C. OAR 734-051 HIGHWAY APPROACHES, ACCESS CONTROL, SPACING STANDARDS and MEDIANS**

This section of OARs established minimum transportation standards, highway approaches, access control, spacing standards and medians. Millersburg, has adopted its own transportation standards. The changes proposed to the TSP do not include any changes to standards. The proposed TSP update is fully consistent with the Oregon Access Management Rules. Additionally, most of the standards included in this State OAR is implemented through our Development Code, not our TSP.

**D. CONSISTENCY WITH OTHER APPLICABLE TRANSPORTATION SYSTEM PLANS**

Several OARs require that any amendments to a TSP be compatible and consistent with other transportation plans that may also be applicable to the City. In Millersburg this would include State, regional, and local plans. As explained in the existing Millersburg TSP, these include:

1) Linn County Transportation System Plan

The City of Millersburg is located within Linn County. Some streets within the City are owned and maintained by the County, including Old Salem Road. The County TSP is generally designed to address transportation needs outside urban growth boundaries (UGBs), though the County TSP does apply to County maintained streets within the City UGB. As previously explained, the minor update to the TSP is not proposing any changes to standards. Looking through the lens of proposed projects, the proposed changes to projects within the City's TSP are City lead projects and do not show as proposed projects in the County TSP, not aspirational or fiscally constrained.

The County TSP does list proposed projects within Millersburg, specifically:

- project BP-04 to improve bike and pedestrian improvements near the I-5 undercrossing at Exit 235,
- BR-39 proposing a bridge replacement at the southern end of the City, and
- CI-10 proposing I-5 interchange improvements that would create new on ramps and off ramps in the City.

The City TSP updates do not impact any of these County identified projects. The proposed street changes to NE Conser Road and NE Transition Parkway will connect to County facilities, specifically Old Salem Road and to a lesser extent, NE Conser Road west of the City limits. As stated previously, the shared intersections will be required to meet both City and County standards, and therefore be consistent with both TSPs. The

2016 City TSP was found to be consistent with the County TSP. The County was transmitted a copy of the proposed City TSP update for review. No comment was provided by the County at the time this staff report was drafted.

2) Albany Area MPO Regional Transportation Plan (AAMPO RTP)

Metropolitan Planning Organizations are transportation policy making bodies required for areas with a population of 50,000 or more. The Albany area crossed the threshold in 2010 at which time the Albany Area Metropolitan Planning Organization (AAMPO) was formed. Millersburg is part of the metropolitan area and thus, subject to the MPO's version of a TSP, which they call a Regional Transportation Plan (RTP). The RTP builds upon policy direction and priorities identified in local planning documents to guide the development and management of the regional transportation system, primarily used to align with Federal funds with transportation priorities in the Albany region. The current RTP was drafted in 2018, after the City's 2016 TSP. All of the City's proposed 2016 projects are also listed in the RTP, including the projects that are proposed to be modified in the City's minor TSP update. These do not amount to an inconsistency because the inclusion in the RTP was simply a reflection of the 2016 City TSP. Cross listing these projects in both the City TSP and the regional RTP allowed better access to Federal funds, should Millersburg ever require any to implement the project list. AAMPO is also in the process of updating the RTP, as such, the project lists from each City will be revised at that time to accurately reflect any revised City priorities. Additionally, Cascades West, who administers and staffs AAMPO, was transmitted a copy of the proposed City TSP update for review. No comment was provided by AAMPO at the time this staff report was drafted.

3) Albany Transportation System Plan

The Albany TSP predates the Millersburg TSP. The Albany plan was adopted in 2010, planning for a 2030 horizon. The Albany TSP identifies projects within Millersburg, but these are for rail traffic only. The Albany plan also addresses the fact that there are high employment levels in Millersburg, resulting in a large number of Albany residents commuting into Millersburg along I-5 and Old Salem Road. The updates proposed will not impact any aspect of the Albany TSP. The City TSP was analyzed in 2016 for consistency with the Albany Plan and found to be consistent. Albany was transmitted a copy of the proposed City TSP update for review. No comment was provided by Albany at the time this staff report was drafted.

4) Oregon Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program, or STIP for short, is the State-wide transportation plan. Most of the STIP budget addresses maintenance, but new projects that enhance the current system are also part of the program. The STIP generally addresses state freeways and roads, but can include projects within Cities as well. The State revises the STIP every few years. The STIP works hand in hand with the AAMPO RTP to channel Federal and State funding to priority projects. The current STIP draft plan (for the years 2024 through 2027) includes one project within Millersburg, the replacement of the Cox Creek Bridge. This has no direct relationship with the changes proposed in the City TSP, and therefore, there are no conflicts with the STIP. NE Transition Parkway will not require Federal funds. As noted above, the proposed project will not impact any freeway on ramps or State roads in the area. ODOT was transmitted a copy of the proposed City TSP update for review. Mr. James Feldmann with ODOT responded in an

email dated March 23, 2023. A separate memo was developed responding to ODOT comments. See attached. In summary, staff revised the TSP redline-strikeout version that was attached to the staff report to address most concerns raised on the ODOT comment email. Some of the comments will be further addressed in the larger TSP update planned for the next year.

In summary, the proposed TSP update is fully consistent with all State, regional, and local transportation plans.

**III. STAFF RECOMMENDATION TO THE PLANNING COMMISSION**

Based on the above findings of fact, the proposed amendments satisfy the applicable criteria. Staff recommends that the Planning Commission recommend approval of Application No. DC 23-01 to the City Council.

**IV. STAFF RECOMMENDED MOTION FOR TO THE CITY COUNCIL** *(assuming the Planning Commission recommends approval)*

Based on the findings of fact in the staff report, the proposed amendment satisfies the applicable criteria. Staff and the Planning Commission recommend that the City Council approve DC 23-01 and adopt Ordinance No. 202-23.

**V. EXHIBITS**

- A. Proposed Comprehensive TSP Text Amendments
- B. Public Hearing Notice
- C. Mr. James Feldmann ODOT email dated March 23, 2023.
- D. Staff Memo responding to ODOT email.

# City of Millersburg

## Transportation System Plan

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### Prepared for

City of Millersburg  
4222 NE Old Salem Road  
~~Albany~~Millersburg, Oregon



### Prepared by

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2100 SW River Parkway  
Portland, Oregon



DAVID EVANS  
AND ASSOCIATES INC.

~~December 2016~~ Updated April 2023



## ACKNOWLEDGEMENTS

The development of this Transportation System Plan has been the collective effort of the following people:

### City of Millersburg Staff

- Barbara Castillo
- Janelle Booth (CH2M)
- Don Driscoll

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- Barbara Castillo, City of Millersburg
- Janelle Booth, City of Millersburg (CH2M)
- Don Driscoll, City of Millersburg
- Darrin Lane, Linn County
- Theresa Conley, Oregon Cascades West Council of Governments
- Dan Fricke, Oregon Department of Transportation Project Manager
- Keith Blair, Oregon Department of Transportation
- Dorothy Upton, Oregon Department of Transportation
- Sam Ayash, Oregon Department of Transportation
- Christina McDaniel-Wilson, Oregon Department of Transportation

### Citizen Advisory Groups

- Millersburg City Council
- Millersburg Planning Commission

### Consultant Team

- Michelle Alexander, Project Manager (DEA)
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## Volume 2 – Reference Material

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*Volume 2 is a separate companion document to the Millersburg Transportation System Plan (Volume 1) and contains technical memorandums and other supporting documentation.*

- A. Technical Memorandum #1: Public and Stakeholder Involvement Strategy
- B. Technical Memorandum #2: Review of Plans and Policies
- C. Technical Memorandum #3: Regulatory Review
- D. Technical Memorandum #4: Goals, Policies, and Objectives
- E. Technical Memorandum #5: Evaluate Existing Conditions
- F. Technical Memorandum #6: Baseline Conditions and Needs
- G. Technical Memorandum #7: Solutions Evaluation
- H. Technical Memorandum #8: Finance Program
- I. Technical Memorandum #9: Transportation Guidelines
- J. Technical Memorandum #10: Implementing Ordinances
- K. Technical Memorandum #11: Summary of Findings

## ACRONYMS AND ABBREVIATIONS LIST

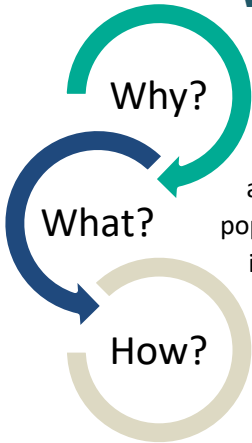
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AAMPO RTP	Albany Area MPO Regional Transportation Plan
ACS	Albany Construction Specifications
ADA	Americans with Disabilities Act
CALM	Corvallis, Albany, Lebanon Model
CIP	Capital Improvement Program
DLCD	Department of Land Conservation and Development
I-5	Interstate 5
LOS	level of service
LUDC	Land Use Development Code
MPO	Metropolitan Planning Organization
OCWCOG	Oregon Cascades West Council of Governments
ODOT	Oregon Department of Transportation
PMT	Project Management Team
PNWR	Portland & Western Railroad
RRFB	Rapid Rectangular Flashing Beacon
RTP	Regional Transportation Plan
SDC	system development charge
SOV	single-occupant vehicle
SPIS	Safety Priority Index System
SRTS	Safe Routes to School
STIP	Statewide Transportation Improvement Program
STP	Surface Transportation Program
TAC	Technical Advisory Committee
TGM	Transportation Growth Management
TPR	Transportation Planning Rule
TSMO	Transportation System Management and Operations
TSP	Transportation System Plan
UGB	Urban Growth Boundary
UP	Union Pacific
VMT	Vehicle Miles Traveled

## EXECUTIVE SUMMARY

The Millersburg Transportation System Plan (TSP) details projects and policies that address transportation facilities in the City of Millersburg. Population growth and new development in recent years has led to the need for creation of a TSP. This document provides a 20-year list of improvement projects and a plan for implementing the projects to serve as a vision for the community. The project team developed a TSP consistent with state, regional, and local plans and in compliance with the requirements of the state Transportation Planning Rule (TPR).

### Why Have a TSP?



The purpose of the TSP is to guide the maintenance, development, and implementation of the transportation system, to accommodate 20 years of growth in population and employment, and to implement the plans and regulations of the regional government and the State of Oregon, including the Regional Transportation Plan (RTP) and the Oregon TPR.

The TSP will serve as the transportation element of the Millersburg Comprehensive Plan. The Comprehensive Plan includes goals and policies, whereas the TSP provides detail on the sub policies and implementation strategies.

### What Is a Transportation System Plan (TSP)?

A TSP provides a long-term guide for investments in the transportation network that improve existing facilities and plan for future growth. At the most basic level, it provides a blueprint for all modes of travel: vehicle (both personal and freight), bicycle, pedestrian, and transit. It is also an opportunity to build on community values and protect what makes Millersburg a great place to live, work, and visit.

The Millersburg TSP contains goals, objectives, projects, and implementation guidelines needed to provide mobility

for all users, now and in the future. It examines current transportation conditions and looks ahead 20 years at what may be needed to accommodate planned growth in the city and surrounding communities. Elements of the plan can be implemented by agencies (city, state or federal) as well as private developers.

### What Are the Planned Improvements?

The preferred improvements list resulting from the selection and prioritization process is summarized in Table 1. These improvements may be as simple as adding a sidewalk to one side of the street or may involve a complete upgrade to improve the quality of the facility for vehicles, bicyclists, and pedestrians. All new street construction for development would meet the city standards. The trails projects are off-street facilities that connect and expand the trail network and also connect to, or cross, the street network.

### How Will Improvements Get Funded and Implemented?

Assuming that the current trend in Millersburg's system development charge (SDC) receipts and gas tax revenues continues, and assuming revenue from regular receipts from Oregon's discretionary funds program, Millersburg's transportation revenue may exceed \$194,000 annually (2016 dollars) and a total of \$4.47 million by year 2040.

This TSP offers a menu of ~~20~~ **21** projects that can be selected as funding sources become available or as adjacent improvements are made. Recognizing that current funding resources are not sufficient for implementing all of the city improvements, the project list was further divided into *Financially Constrained Improvements* (see Table 1), which have a reasonable likelihood of being funded with existing sources, and *Aspirational Improvements*, which would require new funding sources for implementation. There were ~~nine~~ **ten** projects identified as Financially Constrained Improvements. The total comes to nearly \$4 million in city-funded improvements, which is within the forecast of city revenue for transportation projects, based on recent trends.

# MILLERSBURG TSP

Table 1. Summary of Financially Constrained Improvements

ID	Improvement	Description	Purpose	Planning-Level Cost Opinion (2016 Dollars) <sup>1</sup>
S6	Reconstruct Millersburg Dr	Reconstruct Millersburg Dr west of Woods Rd to city limits; upgrade to arterial cross-section (bike lanes, curb, gutter, sidewalk) with development	Regional multimodal connectivity and safety	\$1.14 mil <sup>2</sup>
S7	Reconstruct Morningstar Rd	Reconstruct Morningstar Rd to arterial cross-section (bike lanes, curb, gutter, sidewalk)	Regional multimodal connectivity and safety	\$650,000
S8	Reconstruct Woods Rd	Two Phases: Reconstruct Woods Rd to arterial cross-section (bike lanes, curb, gutter, sidewalk) – <i>Would preclude need for Improvement B3</i> Phase I: North of Alexander Ln Phase II: South of Alexander Ln	Regional multimodal connectivity and safety	I: \$1 mil II: \$500,000
B4	Old Salem Rd Shoulder Lanes (interim project)	Construct continuous bicycle access on Old Salem Rd from north to south city limits by widening shoulder at locations where shoulder is less than 2 feet	Regional bicycle connectivity and safety	\$50,000
B5	Conser Rd Bicycle Lanes	Extend bicycle lanes on Conser Rd to west city limits (paint only)	Local bicycle and pedestrian access, active living, safety, and connectivity	\$10,000
P1	Millersburg Park-City Hall Shared-Use Path	Construct shared-use path between Millersburg Park and City Hall, providing important inter-neighborhood connectivity	Multimodal safety and connectivity	\$100,000
P5	<del>Conser Rd Sidewalks</del> <b>Multi-Use Path</b>	<del>Extend the north side sidewalk west to city limits; extend south side sidewalk west to city limits as development occurs</del> <b>Proposed 12' off-street path within a linear park separating Conser Road from Transition Parkway (park features and landscaping not included in cost)</b>	Pedestrian access, safety, and connectivity	<del>\$250,000</del> <b>\$885,000<sup>5</sup></b>
P6	Old Salem Rd Sidewalks	Construct new sidewalks along west side of Old Salem Rd, north of Nygren Rd	Pedestrian access, safety, and connectivity	\$200,000
P7	Alexander Dr Pedestrian Crossing	Provide a RRFB <sup>3</sup> and ADA <sup>4</sup> ramp pedestrian crossing across Alexander Dr near city park	Pedestrian access, safety, and connectivity	\$40,000
<b>S11</b>	<b>Transition Parkway</b>	<b>New arterial street connecting the Woods Road and Conser Road intersection to Old Salem, south of existing Conser Road</b>	<b>Regional multimodal connectivity and safety</b>	<b>\$6.0 mil<sup>5</sup></b>
<b>Total Improvement Costs</b>				<b>\$3,940,000<sup>6</sup></b>
Millersburg Forecasted Funds through Planning Horizon				\$4,470,000
Approximate Funds Available (Pavement Maintenance/Other)				\$530,000

# MILLERSBURG TSP

ID	Improvement	Description	Purpose	Planning-Level Cost Opinion (2016 Dollars) <sup>1</sup>
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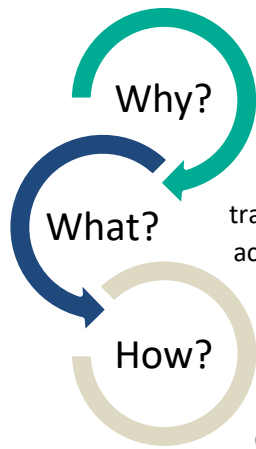
Notes:

1. Does not include the cost of right-of-way.
2. This improvement is development-driven; cost is expected to be shared with developer.
3. RRFB = Rapid Rectangular Flashing Beacon.
4. ADA = Americans with Disabilities Act.
5. This project was added in a 2023 TSP amendment, therefore the dollars shown for this project are 2023 dollars. This project is driven by development of industrial property south of Conser Road and has been planned since 2018. The project will be funded by a combination of development fees and state economic development grants.
6. This amount was not updated to reflect the additions made in 2023.

## INTRODUCTION

The Millersburg Transportation System Plan (TSP) details projects and policies that address transportation facilities in the City of Millersburg (the City). Population growth and new development in recent years has led to the need for creation of a TSP. This document provides a 20-year list of improvement projects and a plan for implementing the projects. The TSP has been developed in compliance with the requirements of the state Transportation Planning Rule (TPR) and to be consistent with state, regional, and local plans.

## Transportation System Planning Process



### *Why Have a TSP?*

The purpose of the TSP is to guide the maintenance, development, and implementation of the transportation system, to accommodate 20 years of growth in population and employment, and to implement the plans and regulations of the regional government and the State of Oregon, including the Regional Transportation Plan (RTP) and the Oregon TPR.

The TSP will serve as the transportation element of the Millersburg Comprehensive Plan. The Comprehensive Plan includes goals and policies, whereas the TSP provides greater detail on the subpolicies and implementation strategies.

### *Why Is a TSP Important?*

Transportation is part of everyday life for citizens and businesses in Millersburg. Whether you are heading to Millersburg City Park, commuting around town, traveling to another nearby community, or just passing through, you are using some form of transportation to achieve that task. Businesses rely on transportation for employees and transportation of goods, both locally or on highways, such as Jefferson Highway (OR 164) or Interstate 5 (I-5), for longer trips. It is also important to remember that

transportation is not just about driving a car or truck; it could be walking, riding a bicycle, or taking transit. It can also include rail, air, water, and pipeline facilities that serve both businesses and people. A healthy transportation system is vital to the livability and economy of a community.

So, what does a healthy transportation system look like? It should:

- Provide a well-connected travel network for both residents and businesses
- Offer choices of how to travel (driving, walking, bicycling, transit)
- Support safe travel for all system users
- Accommodate the needs of both local users and those visiting or traveling through the community

The City of Millersburg is a compact community located in the Willamette Valley. It already has a transportation system with many of these features, but there are gaps in the system that need to be completed. As the community grows, the system also needs to expand. These are the reasons for developing, and continually updating, a TSP. **One such update was done in 2023.**

### *What Is a TSP?*

A TSP provides a long-term guide for investments in the transportation network that improve existing facilities and plan for future growth. At the most basic level, it provides a blueprint for all modes of travel: vehicle (both personal and freight), bicycle, pedestrian, and transit. It is also an opportunity to build on community values and protect what makes Millersburg a great place to live, work, and visit.

The Millersburg TSP contains goals, objectives, projects, and implementation guidelines needed to provide mobility for all users, now and in the future. It examines current transportation conditions and looks ahead 20 years at what may be needed to accommodate planned growth in the city and surrounding communities. Elements of the plan can be implemented by agencies (city, state or federal) as well as private developers.

### *How Was the TSP Developed?*

The Millersburg TSP was produced through a collaborative process that involved public agencies and the community.



# MILLERSBURG TSP

Over a period of one year, members of the Project Management Team (PMT), and Technical Advisory Committee (TAC) met to aid in the development of the TSP. Additionally, the Planning Commission members and City Councilors attended joint sessions to help shape the TSP, and open houses were held to solicit input from the community.



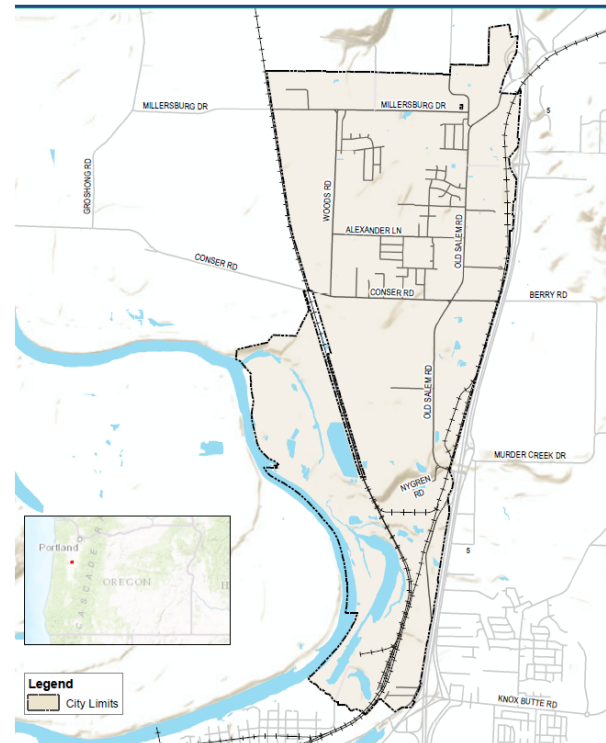
*Citizens help identify areas of concern at the first community Open House in March, 2016.*

This document (Volume I of the TSP) provides a summary of each of the key analysis and evaluation steps. The majority of this report focuses on the modal plans, proposed projects, and transportation standards. Volume II of the TSP provides the detail and supporting documentation that led to the development of the plan.

## Study Area

The study area boundary is consistent with the City of Millersburg city limits [in 2016](#) as shown in Figure 1. The Urban Growth Boundary (UGB) was also taken into consideration for the planning horizon (20 years).

**Figure 1. Study Area**



## Coordination with Area Plans

The transportation system in the City of Millersburg is influenced by state, regional, and local transportation and land use regulations, plans, and policies, as well as planned transportation improvement projects. A few roads within the City are under the jurisdiction of Linn County, and several ODOT facilities serve to connect Millersburg with the region. The TSP included coordination with existing and ongoing plans to ensure that the new plan was consistent with other regional efforts. These efforts were to ensure that the development of the Millersburg TSP is compatible and compliant with applicable regulations, plans, and policies.

The screening of existing and ongoing plans included:

- Projects from Other Planning Documents (Ongoing):
  - Linn County Transportation System Plan
  - Albany Area MPO Regional Transportation Plan (AAMPO RTP)
  - Albany TSP
- Projects in Capital Plans:



- 2015-2018 Oregon (Final) Statewide Transportation Improvement Program (STIP)
- Millersburg Streets Capital Improvement Program (CIP)

That said, the TSP is a City of Millersburg document; this TSP, including the project lists, does not have any legal or regulatory effect on state or county land or transportation facilities. Without additional action by the State of Oregon or Linn County, any project that involves a non-city facility is only a recommendation. Coordination and cooperation with the City and governmental partners are needed to develop and plan a well-connected and efficient transportation network. The TSP does not, however, obligate the State of Oregon, Linn County or any other governmental partner to take any action or construct any projects.

## Goals and Objectives

The vision for Millersburg’s transportation system is reflected in its goals and objectives. These were developed by reviewing the goals from the transportation element of the current Comprehensive Plan (1984) and modified slightly to be consistent with the Millersburg Strategic Plan.

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**Goals** Are broad, overarching statements about the City’s desired outcomes. While not always appearing attainable, a goal describes a principle that will influence how decisions are made about future transportation investments in Millersburg.

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**Policies** Describe the approach that will be used by Millersburg to guide the City toward each goal.

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**Objective** Is a *measurable outcome*, sometimes referred to as a “performance indicator,” that indicates if (or how) a policy is achieved. These objectives also address the performance-based planning requirements established in MAP-21, which are also embodied in the Draft AAMPO RTP.

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### Goal 1: Increase safety and security for all travel modes.

#### *Policies*

- Educate the public about areas of multimodal transportation safety concerns
- Identify improvements at locations with existing safety issues
- Coordinate with emergency response agencies to design and operate a transportation system that supports timely and safe response

#### *Objectives*

1. Reduce the number of injury and fatal crashes
2. Reduce emergency response times through improved connectivity



### Goal 2: Enhance connectivity for all travel modes.

#### *Policies*

- Develop a balanced transportation system that includes all modes of transportation
- Coordinate with regional planning partners to introduce accessible, regular, and reliable public transportation services
- Encourage compact community development to facilitate multimodal network connectivity and circulation

#### *Objectives*

1. Increase the sidewalk coverage on collector and arterial streets
2. Increase the total length of shared-use paths (off-street) and collector/arterial bike lanes (on-street)
3. Introduce and improve transit frequency and coverage
4. Reduce out-of-direction travel



### Goal 3: Promote economic development and preserve the mobility of existing freight routes to ensure the efficient movement of goods.

#### *Policies*

- Facilitate the through-movement of goods and services along city arterial streets and state highways

- Facilitate the movement of freight by rail and truck
- Promote intermodal safety at and near railway crossings

### **Objective:**

1. Increase total number of jobs by enhancing freight mobility



### **Goal 4: Provide for a balanced, multimodal transportation system that meets existing and future needs.**

#### **Policies**

- Maximize efficiency of existing street system
- Maintain acceptable roadway and intersection operations
- Adopt access management standards, multimodal level of service policies/mobility targets, street functional classification, and design standards that balance the need for access with the need for automobile, transit, pedestrian, and bicycle safety, and with the need for efficient movement of through traffic
- Ensure that the benefits and impacts of the transportation system are socially equitable
- Maintain the condition of the street and sidewalk system infrastructure
- Plan for transportation improvements necessary to support future growth and transportation system needs
- Provide a transportation system that serves a balance of transportation modes

#### **Objectives**

1. Add local streets, as identified in the adopted TSP, to increase connectivity
2. Increase walking, bicycling, and transit mode shares
3. Maintain the transportation system in a state of good repair
4. Increase transit frequency and reliability
5. Reduce Vehicle Miles Traveled (VMT) per capita



### **Goal 5: Plan and design a transportation system to enhance livability and support positive health impacts.**

#### **Policies**

- Identify the 20-year, multimodal system needs to accommodate developing or undeveloped areas without undermining the “small town” character of Millersburg
- Design and construct transportation system improvements that, to the degree possible, mitigate noise, energy consumption, and neighborhood disruption
- Design and construct transportation facilities with aesthetics and streetscaping to enhance livability, where appropriate and financially feasible
- Encourage bicycle tourism by promoting and upgrading recreational routes through the City and surrounding areas
- Support active transportation options
- Identify and support beneficial public health impacts when planning and funding transportation projects
- Support physical activity by maintaining existing recreational corridors and increasing pathway and trail connections

#### **Objectives**

1. Increase the total length of shared-use paths and trails
2. Improve health and wellness of the general population by increasing active transportation choices and access to care facilities



### **Goal 6: Demonstrate responsible stewardship of funds and resources.**

#### **Policies**

- Prioritize preservation of the existing transportation system
- Maximize the cost-effectiveness of transportation improvements
- Support inter-jurisdictional coordination to improve project delivery and leverage funding opportunities

## Objectives

1. Minimize new capital cost expenditures when possible
2. Reduce system lifecycle costs through advanced planning (maintenance and preservation)
3. Increase total transportation revenue



## Goal 7: Coordinate transportation and land use decision-making to foster development patterns that increase transportation options, encourage physical activity, and decrease reliance on the automobile

### Policies

- Provide transportation facilities and services that reflect and support the land use designations and development patterns identified in the Millersburg Comprehensive Plan
- Encourage integration of bicycle and pedestrian facilities into site designs for community activity centers such as schools, parks, employment and shopping areas, and major transit stops

## Objectives

1. Increase relative land values



## Goal 8: Provide for a diversified transportation system that ensures mobility for all.

### Policies

- Provide greater transportation options for those who are transportation-disadvantaged
- Improve accessibility of the public transportation system

## Objectives

1. Distribute transportation system user benefits evenly across all population groups
2. Confirm or revise city transportation design standards (as needed) to help ensure that they meet the requirements set forth in the Americans with Disabilities Act (ADA)



## Goal 9: Protect the natural and built environment by judicious use of capacity enhancements and reduction in single-auto trip dependence.

### Policies

- Maintain acceptable roadway and intersection operations where feasible, considering environmental, land use, and topographical factors
- Reduce regional roadway environmental impacts by promoting transportation options and/or transportation system management and operations (TSMO) strategies in place of capacity upgrades, wherever feasible
- Reduce the regional carbon footprint by reducing stopped delay, trip lengths, and vehicle miles traveled
- Increase multimodal access to public parks and nature reserves to better expose the public to the benefits of environmental stewardship

## Objectives

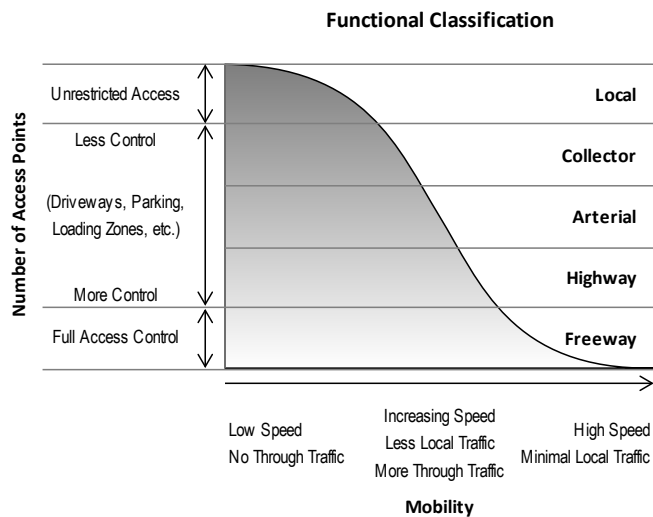
1. Reduce total air contaminants and toxins created by the regional transportation system
2. Reduce total CO<sub>2</sub> impacts on lifecycle caused by the transportation system
3. Reduce transportation-system-related risks to the natural, built, and cultural resources

## DESIGN GUIDELINES AND MULTIMODAL POLICY

Design guidelines provide clear guidance for how projects in this plan should look and, combined with supporting code, the guidelines also ensure that future development is consistent with the goals of this TSP. This section defines the functional classification of the transportation system and the appropriate street design, access, and mobility targets for these functional classifications.

### Functional Classification Plan

Street and highway classifications indicate purpose, design, and function. This functional classification plan ensures that streets are built and maintained with features to support demand from both the surrounding land uses and from traffic that may be traveling through parts of the city. It also describes how adjacent properties are accessed and how much mobility the street provides, as illustrated below.



The functional classification system for the Millersburg street network includes four general classifications, as listed below and depicted in Figure 2. Though not specifically called out, all Millersburg streets are urban; Millersburg city limits are included in the Federal Aid Urban Boundary (FAUB). The next section (Multimodal Street Design Guidelines) provides detailed descriptions of each functional classification.

**Arterial** streets are intended to move traffic, loaded from collector streets, between areas and across portions of a city or region. Arterials can be principal or minor arterials given the level of traffic served.

**Collector** streets gather traffic from neighborhoods but also serve abutting lands, particularly commercial uses. Major collector streets can serve higher density residential, commercial, industrial, or mixed land uses than minor collectors.

**Local residential** streets are intended to serve the adjacent land without carrying through traffic. To maintain low volumes, local residential streets shall be designed to encourage low-speed travel.

**Private** streets do not serve local traffic and are not maintained by the City.

### Federal Functional Classification

The Federal Functional Classification system is used to identify roadways eligible for federal funds. The size of Millersburg supports a simplified functional classification plan (described above). However, in order to be eligible for federal aid funding, Millersburg is consistent with the federal aid classification system.

All Federal Functional Classification are listed below. The categories apply to both urban and rural areas.

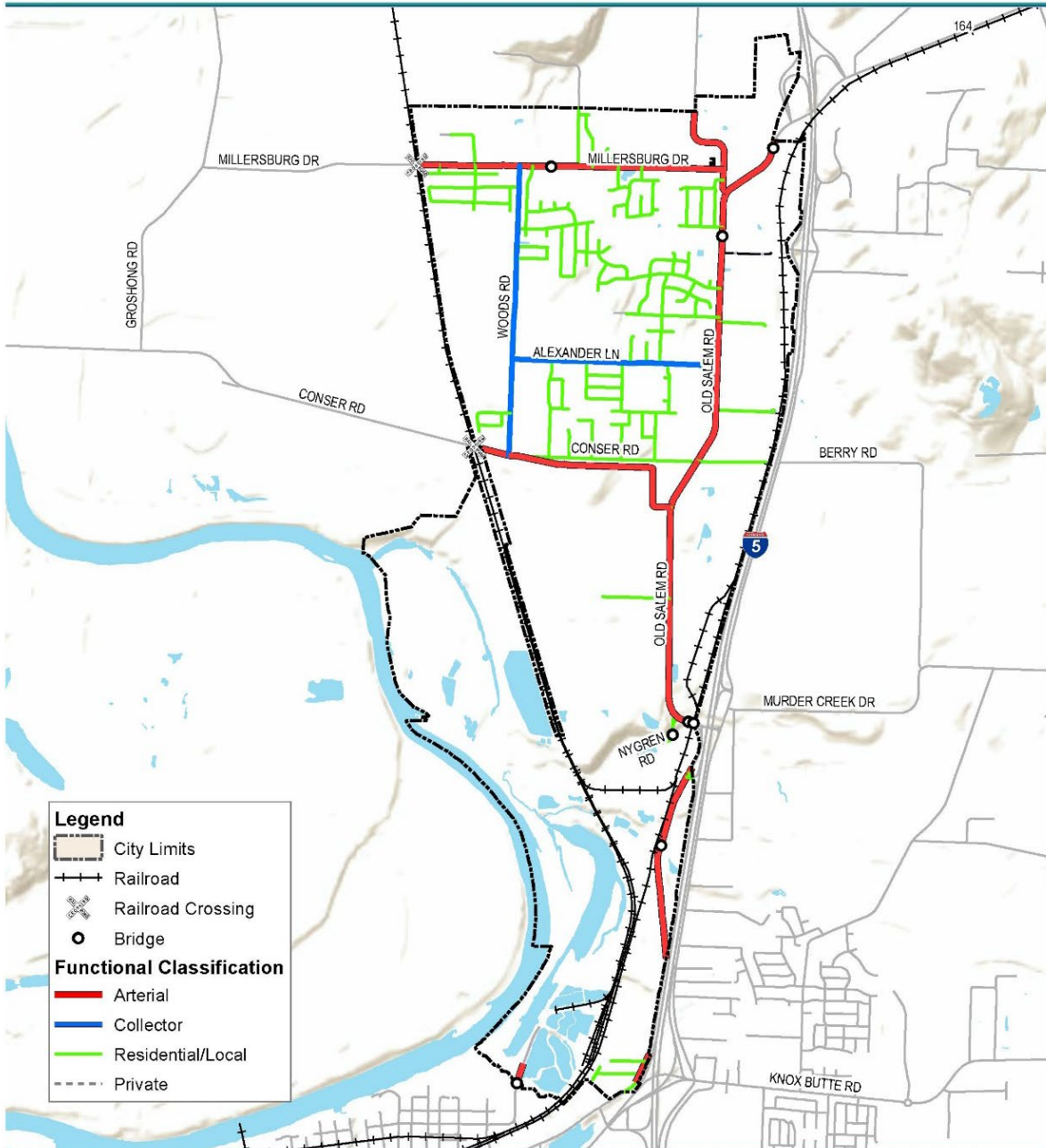
- Principal Arterial
  - Interstate
  - Other Freeways & Expressways
- Minor Arterial
- Collector
  - Major Collector
  - Minor Collector
- Local

The federal classifications of streets in Millersburg are urban minor arterials, urban major collectors or local streets. Federal Aid eligible roads include roads federally designated as urban minor collector, major collector, minor arterial and principal arterial.

Interstate See *Technical Memorandum 9: Transportation Guidelines* in Volume 2 of this plan for further details.

# MILLERSBURG TSP

Figure 2. Millersburg Functional Classification Plan (revised 2023)



## MILLERSBURG TSP

Data Sources:  
ESRI, ArcGIS Online, World Topography Map, 2015.  
Linn County, Oregon, 2015.



Figure 2

Millersburg Functional  
Classification Plan

**Note: Conser Road between Woods Road and Old Salem Road will be downgraded to a Residential/Local Road once Transition Parkway is completed. Until that time it is classified as an Arterial.**



## Multimodal Street Design Guidelines

The traditional term “street standards” implies a focus on the requirements to serve motor vehicles but the design guidance actually addresses pedestrian, bicycle, and motor vehicle needs. The guidelines included in the TSP are multimodal and generally apply to new development. When determining a street cross-section, both functional classification and surrounding land use should be considered.

Where the City is upgrading existing streets and cannot obtain more right-of-way, it shall not be bound by a strict application of the standard cross-sections in the design guidelines. Safety and efficiency for all modes should be the primary concern when designing the upgrade. In many cases, the right-of-way width is more than necessary to provide the suggested cross-section; this limits fences from abutting the sidewalk and allows the City flexibility in adjusting sidewalks/landscaping, adding new features, putting in utilities, or addressing other future unknowns.

The TSP ~~updates the~~ right-of-way and roadway widths **are** outlined in ~~Article 5 of~~ the City of Millersburg Land Use

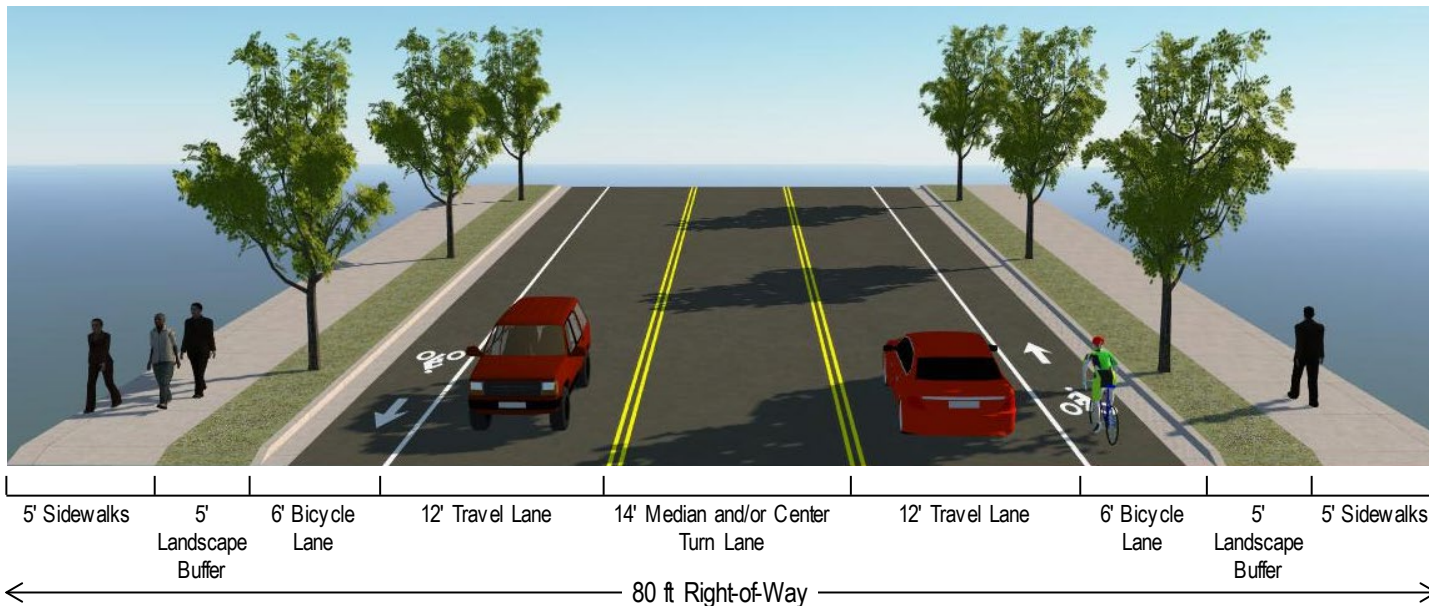
Development Code (LUDC) to make them consistent with the emphasis on multimodal connectivity. The City is expected to continue to follow the adopted Albany Construction Specifications (ACS) for all public construction.

## Arterials

Arterial streets form the primary roadway network within and through a region. They provide a continuous roadway system that distributes traffic between different neighborhoods and major traffic generators. They provide limited access to abutting land, and have a greater focus on mobility and through traffic movement. Arterial streets carry the highest volumes on the City’s network. On-street parking is rarely provided on new arterial streets.

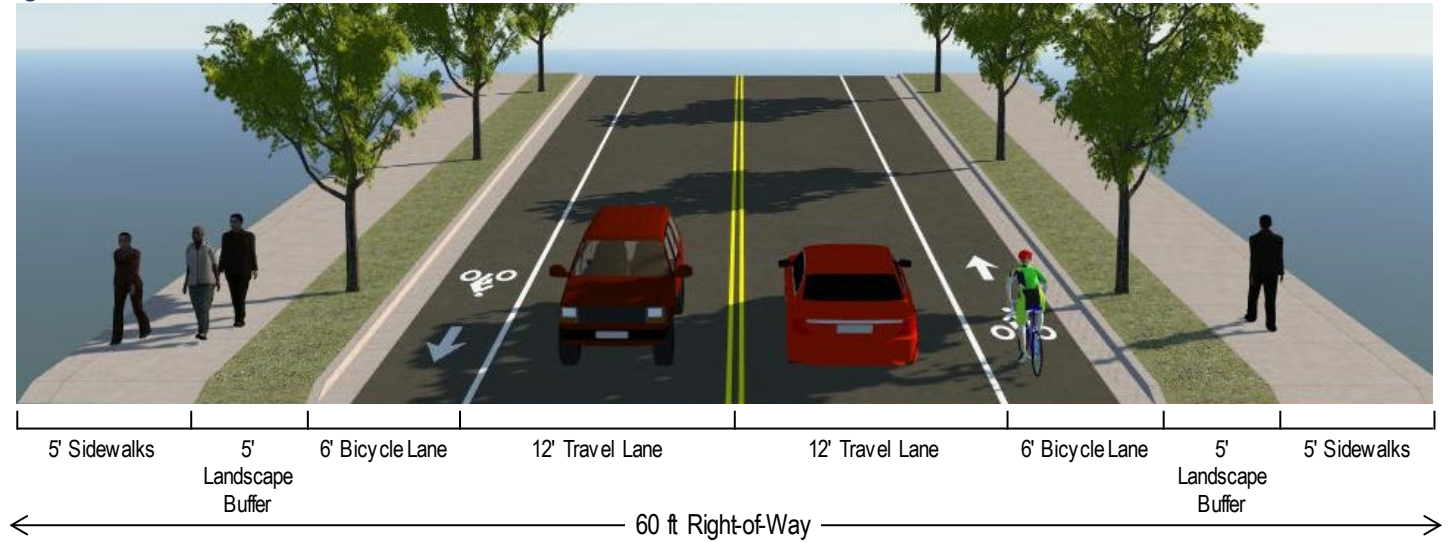
Figure 3 illustrates a three-lane arterial that follows the **existing** LUDC guidelines. The center turn lane has potential to accommodate a raised median or pedestrian refuge. Figure 4 also illustrates an arterial cross-section, but without a center turn lane and/or median. **Roundabouts may also be included on Arterials.**

Figure 3. Three-Lane Arterial Cross-Section



# MILLERSBURG TSP

Figure 4. Two-Lane Arterial Cross-Section



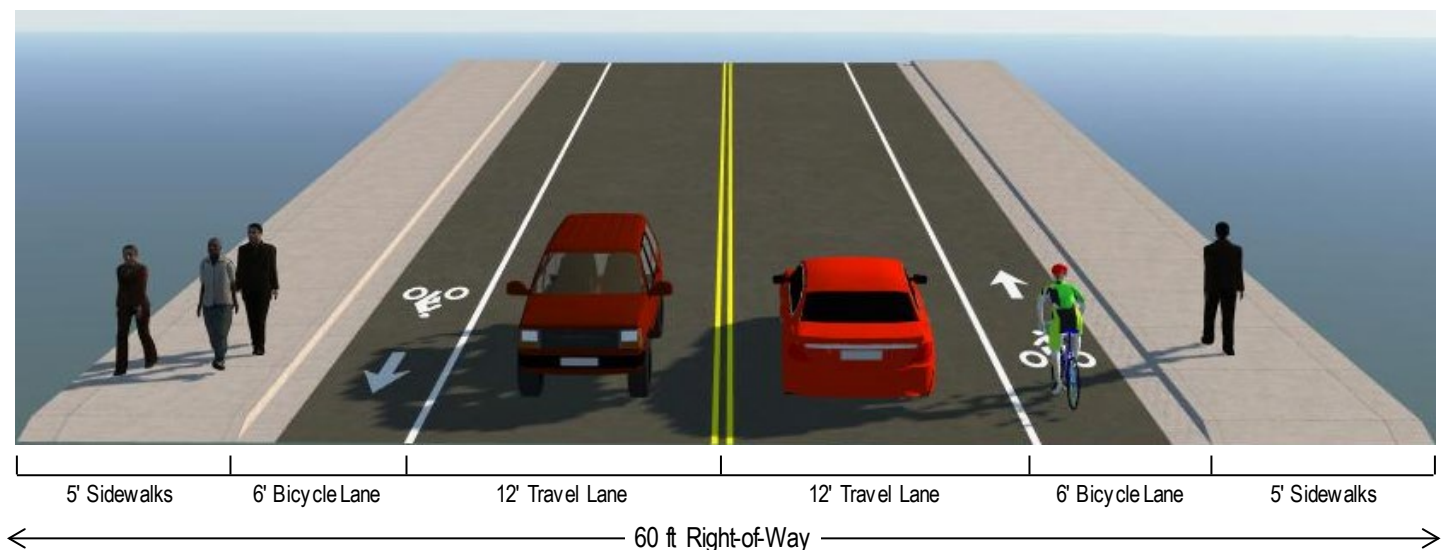
## Collectors

Collector streets gather traffic from and distribute traffic to the local neighborhood and arterial streets. Collector streets are primarily intended to serve abutting lands and local access needs of neighborhoods. Collector streets can serve residential, commercial, industrial, or mixed land uses. This section provides guidelines for suggested cross-sections for collectors depending on the use. These guidelines are intended to be flexible. **For example, roundabouts may be included on collectors.**

The residential collector cross-section includes two travel lanes with bike lanes and sidewalk, and may or may not have a landscape buffer, as illustrated below in Figure 5. An option to include on-street parking on both sides of the street has also been included (see Table 2).

A residential collector with a shared-use path has been identified as an option that provides an off-street bicycle facility for users who are not equipped for or are uncomfortable bicycling adjacent to vehicular travel lanes.

Figure 5. Residential Collector (No Parking) Cross-Section



## Local Streets

Local streets are intended to serve adjacent land uses with unrestricted access and almost no traffic traveling through the area. These streets serve all modes of travel and should have sidewalks to accommodate pedestrians. Bicyclists are expected to share the roadway with motor vehicles because demands are low and travel speeds are slow. Local residential streets are narrower and generally allow on-street parking (see Figure 6), while local industrial streets may be wider to accommodate turning trucks.

### Skinny (Narrow Street Exception)

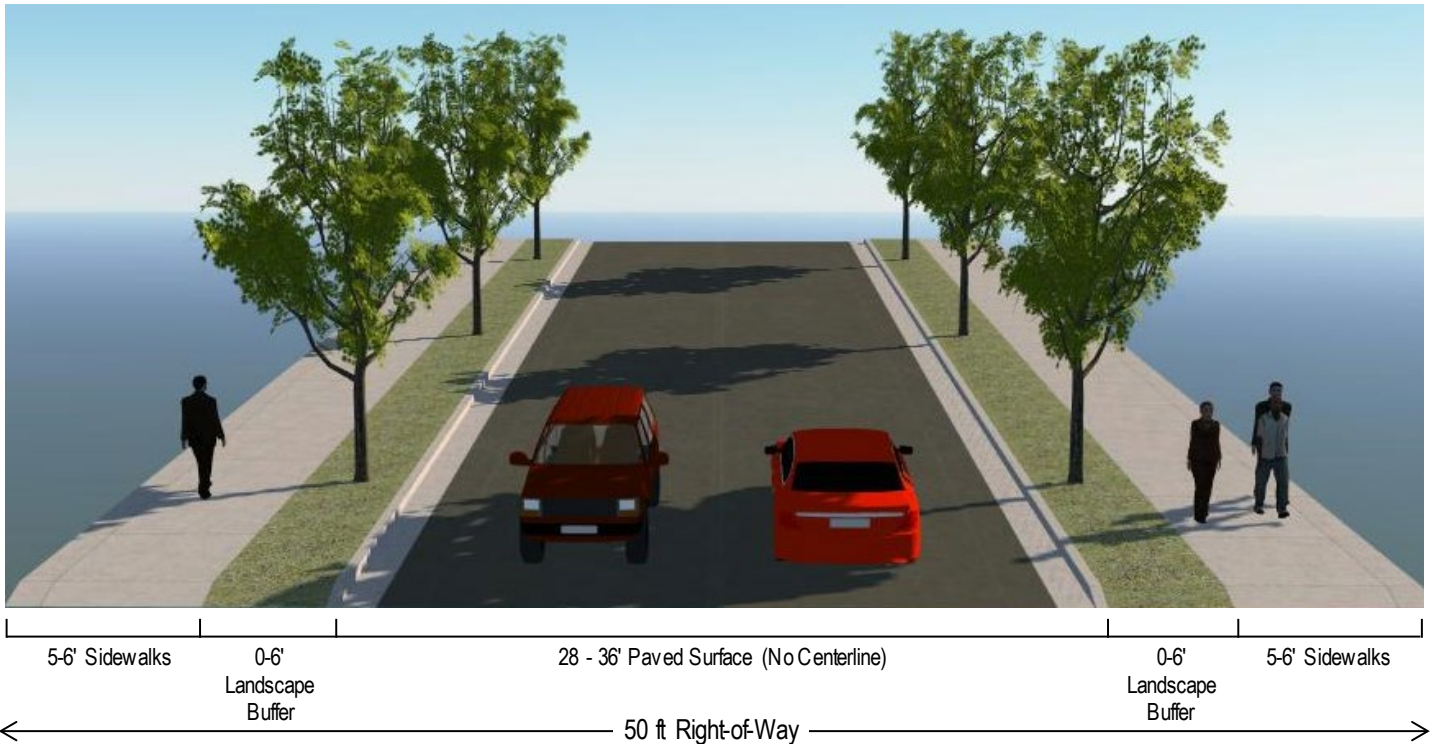
An exception to the local residential standard may be considered by the Planning Commission under certain conditions (suggested update to LUDC Section 5.123 (5)(d)):

- Distance between cross streets is no more than 600 feet.
- The street shall be adequate to serve the number of dwelling units.

- The street is a cul-de-sac not designed to provide future through-connection.
- Expected parking demand can be met off street (considering the land uses/zoning in the vicinity).
- The street is provided as an infill connecting street within an existing grid system or will be a short segment (no more than two blocks) fulfilling a similar secondary role in a proposed subdivision.

Although the City may agree that a wide street is not necessary *now*, it may become necessary in the future. For this reason, the Planning Commission may require dedication of a standard right-of-way—with reduced paving width when initially built—so that the City is able increase capacity when needed. The Planning Commission may also consider requiring the provision of additional parking on a one-to-one basis to compensate for loss of on-street parking. Such parking may be located in mini-lots or some other alternative.

Figure 6. Local Residential Cross-Section



Note: This graphic does not include dimensions for the “Alley” cross-section – see Table 2 for details.



## Cul-de-Sac Streets

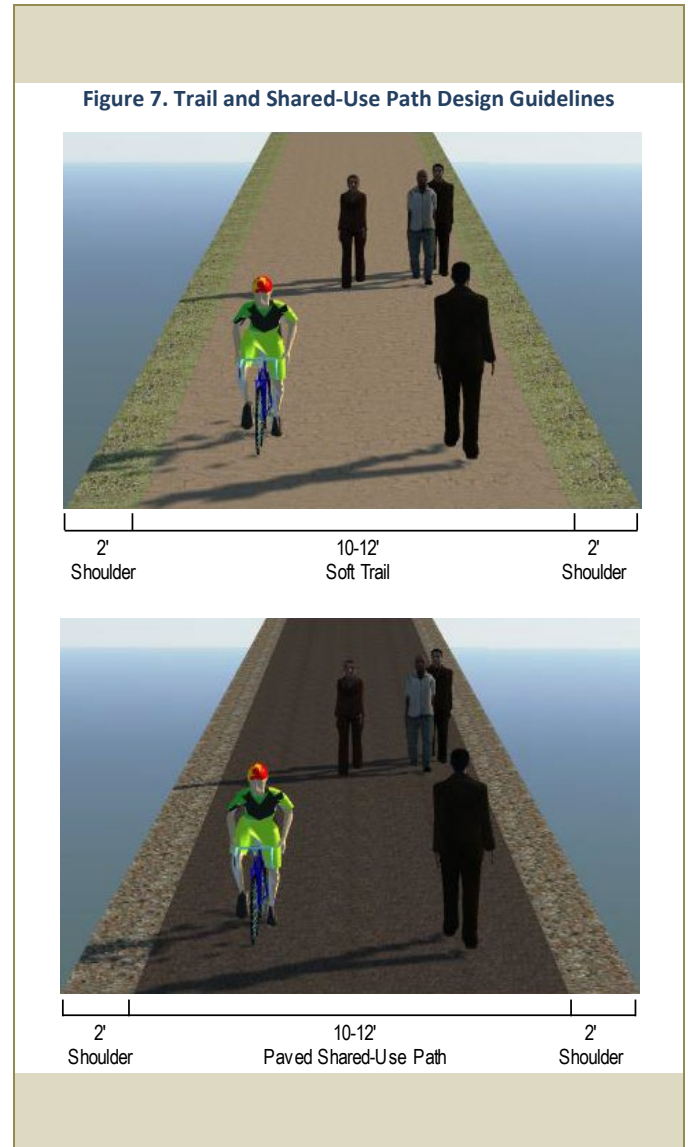
Cul-de-sac streets are common in the newer parts of the community. Few are longer than 200 feet, although the current LUDC allows a maximum length of ~~600~~ **400** feet.<sup>1</sup> Cul-de-sac streets are intended to serve only the adjacent land in residential neighborhoods. Based on recent guidance from the Department of Land Conservation and Development (DLCD) and from various urban planning organizations, it is suggested that the City of Millersburg prohibit cul-de-sac streets except in special circumstances. New cul-de-sac streets should not be permitted except where topography or other natural or human-made features prohibit through connections. If a cul-de-sac is used and it is longer than 150 feet, it should be designed to provide adequate space for access and maneuverability of large and emergency vehicles.

## Trails and Shared-Use Paths

Shared-use paths and trails can provide opportunities for bicycle and pedestrian connectivity where new street connections are not feasible. The term “Shared-Use Path” means a multi-use trail or other path, physically separated from motorized vehicular traffic by an open space or barrier and usable for transportation purposes. Shared-use paths can be used by pedestrians, bicyclists, skaters, equestrians, and other nonmotorized users.

Trails generally have a soft surface (barkdust, woodchips, etc.) while shared-use paths are harder surfaces (see Figure 7). The design guidelines in Table 2 suggest a minimum width of 10 feet, although the City may reduce the width of the travelway surface to a minimum of 8 feet in constrained areas such as environmentally sensitive, rural, or development-limited areas of the City. Another exception could be made to reduce the paved shared-use path to an 8 foot width and provide a “single-track” (one-way) soft surface running path on one side.

<sup>1</sup> City of Millersburg Land Use Development Code Section ~~5-123~~  
**(9)-3.02.030**



# MILLERSBURG TSP

Table 2. City of Millersburg Multimodal Street Design Guidelines

Functional Classification	Right-of-Way <sup>1</sup>	Design Widths						
		Curb-To-Curb Paving <sup>2</sup>	Within Curb-To-Curb Area				Landscape Buffer (Both Sides)	Sidewalks (Both Sides)
			Motor Vehicle Travel Lane	Median and/or Center Turn Lane	Bike Lane (Both Sides)	On-Street Parking		
<b>Arterial<sup>8</sup></b>								
2 Lanes	60 ft	36 ft	12 ft	N/A	6 ft	N/A	5 ft	5 ft
2 Lanes + Center Turn	80 ft	50 ft	12 ft	14 ft	6 ft	N/A	5 ft	5 ft
<b>Collector – Residential<sup>8</sup></b>								
No parking	60 ft	36 ft	12 ft	N/A	6 ft	N/A	0–5 ft	5 ft
Parking both sides	60 ft	50 ft	12 ft		6 ft	7 ft	N/A	5 ft
With Shared-Use Path <sup>3</sup>	60 ft	36 ft	12 ft		6 ft	N/A	4.5 ft	5 ft one side, 10 ft multi-use path other side
<b>Local – Residential<sup>8</sup></b>								
Parking one side	50 ft	32 ft	Unstriped	N/A	N/A	Unstriped	4 ft	5 ft
Parking both sides	50 ft	36 ft	Unstriped			Unstriped	None or 4 ft	5 ft
Skinny <sup>4,5</sup>	50 ft	28 ft	Unstriped			Unstriped	5–6 ft	5–6 ft
Alley <sup>5</sup>	20–24 ft	18–20 ft	N/A			N/A	N/A	N/A
<b>Local – Industrial<sup>8</sup></b>								
Parking both sides	60 ft	40 ft	Unstriped	N/A	N/A	Unstriped	Behind <sup>6</sup>	5–6 ft
<b>Local – Commercial Service/Alley</b>								
No parking	30 ft	20 ft	Unstriped	N/A	N/A	N/A	N/A	4 ft <sup>7</sup>
Parking one side	40 ft	28 ft	Unstriped			Unstriped		
<b>Trails</b>								
Trails	10–20 ft	10–12 ft	N/A	N/A	N/A	N/A	2–7 ft	N/A

Notes:

1. Right-of-way may be wider than the suggested cross-section; this limits fences from abutting the sidewalk and allows for flexibility in cases of unforeseen growth or development.
2. Curbs are generally 6 inches wide.
3. Collector with Shared-Use Path includes sidewalk on one side of street and path on other side of street.
4. This standard is only applicable to residential streets under certain conditions and requires Planning Commission approval for the exception.
5. Not appropriate standards for commercial streets.
6. Street trees shall be located on the outside edges of the right-of-way.
7. Sidewalk required on one side only.
8. **Center medians and roundabouts may be included**

## Access Guidelines

Design and analysis guidelines generally are put in place to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Improving roadway network connectivity can enhance accessibility for various travel modes and balance traffic levels among existing roadways and streets by better dispersing traffic. Proper implementation of certain design techniques will improve safety, reduce congestion, and potentially lessen the need to invest in capacity-adding roadway projects.

### Local Street Connectivity

Much of the local street network in Millersburg is centralized and fairly well connected in a grid network. However, several physical and natural barriers exist, such as rivers, railroad tracks, and wetlands. Collector streets should be located wherever necessary to relieve congestion on local streets. In general, collectors should be spaced ¼ mile apart.



Looking east: Zuhlke Road currently dead-ends. Extending Zuhlke Road to Old Salem Road could improve local street connectivity.

## Roadway and Access Spacing

Access management is key to balanced urban growth. As evidence, the lack of prudent access management plans has led to miles of strip commercial development along the arterial streets of many urban areas. Business activities along arterial streets lead to increased traffic demand and, in turn, the provision of roadway improvements to accommodate the increasing traffic demand. Roadway improvements stimulate more business activity and traffic demand. This cycle often continues to build, and requires extensive capital investments for roadway improvements and relocation. However, with the tightening of budgets by federal, state, and local governments, the financial resources to pay for such solutions are becoming increasingly scarce.

Reducing capital expenditures is not the only argument for implementing access management. Additional driveways along arterial streets lead to an increased number of potential conflict points among vehicles entering and exiting the driveways and the through vehicles on the arterial streets. This increased conflict leads to increased vehicle delay and deterioration in the level of service on the arterial. Increases in volumes and conflict points may also lead to a reduction in safety. Thus, it is essential that all levels of government try to maintain the efficiency of existing streets through better access management.

Table 3 describes access spacing guidelines by roadway functional classification for all categories of city streets in Millersburg.

Table 3. Access Management Guidelines

Functional Classification	Posted Speed	Minimum Spacing between Driveways <sup>1,2</sup>	Minimum Spacing between Intersections <sup>1,2</sup>
State-managed Arterial	35–45 mph	ODOT Standard	ODOT Standard
Arterial	35–45 mph	300 ft	600 ft
Collector	25–30 mph	50 ft	300 ft
Local Residential	25 mph	Access to each lot permitted	125 ft
Local Industrial	25 mph	Access to each lot permitted	300 ft

Notes:

1. Desirable design spacing; existing spacing will vary. Each parcel is permitted one driveway regardless of the minimum driveway spacing standard, although shared access is encouraged.
2. Spacing standards are measured centerline to centerline.



## Mobility Targets

Mobility targets help agencies maintain acceptable and reliable performance, primarily vehicular, for a transportation system. They apply to land use decisions as a way to understand how development could impact the function of the transportation system. The Transportation Planning Rule (TPR) also requires that comprehensive plan amendments and zone changes be consistent with the adopted TSP, and uses mobility targets as one tool for evaluating consistency.

Level of service (LOS) is a widely recognized and accepted measure and descriptor of traffic operations. At both stop-controlled and signalized intersections, LOS is a function of control delay, which includes initial deceleration delay, queue move-up time, stopped delay, and final acceleration delay. Six standards have been established, ranging from LOS A, where there is little or no delay, to LOS F, where there is delay of more than 50 seconds at unsignalized intersections, or more than 80 seconds at signalized intersections.

The City of Millersburg's mobility targets would be applicable to roads owned by the City and are based on LOS, as listed below:

- LOS D or better for signalized intersections<sup>2</sup>
- LOS D or better for unsignalized intersections

County facilities within the City of Millersburg will be required to meet Linn County mobility targets, which are currently under review as part of the Linn County TSP update process. At the time the Millersburg TSP was written, Linn County had established a goal of maintaining LOS D or better throughout the county-owned arterial and collector system for the planning horizon.



<sup>2</sup> At the time this TSP was written, Millersburg did not have any current or planned signalized intersections, though one is

anticipated for the intersection of Transition Parkway and Old Salem Road.

## MODAL PLANS

This chapter describes the preferred transportation system plan for the City of Millersburg, which includes seven different elements (multimodal street system; bicycle and pedestrian system; transit; and air, rail, pipeline, and water transportation). There were three parts to the assessment of each of these elements of the transportation system:

- Conduct an inventory of transportation facilities to understand what is complete (fully meets standards) and where gaps in the system exist.
- Evaluate how the system works today from an operational perspective and a safety perspective.
- Anticipate how well the system will accommodate future growth in Millersburg and the surrounding region over the next 20 years.

Each of these elements is summarized briefly in this section, and the detailed inventory is presented in *Technical Memorandum #5: Evaluate Existing Conditions* and *Technical Memorandum #6: Future Baseline Conditions and Needs* (these technical memos can be found in TSP Volume II).

### Multimodal Street System

Millersburg generally has a well-connected network of arterial and collector streets that allow traffic to move through the city. The residential developments also loosely follow a grid system, though street connections between neighborhoods are limited by the presence of wetlands.

The railroad tracks to the west and I-5 to the east are significant barriers to future expansion. Old Salem Road is the main arterial providing north-south access to Millersburg and it is a Linn County facility within Millersburg city limits.

A full inventory of the street network is included in *Technical Memorandum #5: Evaluate Existing Conditions* in TSP Volume II.

### Existing and Future Traffic Conditions

A review of how existing intersections are working shows little to no congestion on the transportation network. Not surprisingly, given its connection to the City of Albany to the

south and access to I-5, the intersection of Old Salem Road (east-west) at Old Salem Road (north-south) is the busiest in the city, but even this intersection experiences only minor congestion during peak travel hours in the morning and evening.

Millersburg's current population is just over 1,600 residents within the city limits. The Corvallis, Albany, Lebanon Model (CALM) travel demand forecasting model, which is based on the regional long-range land use assumptions for the year 2040, anticipates an almost 48 percent increase in households for the City of Millersburg for that time frame. This population growth and the projected increase in employment will create an added stress on the transportation network in the future.

Future traffic volumes were estimated for the year 2040, which is consistent with regional forecasting for the region. Volumes on the street system are forecasted to increase by 20 to 30 percent over the next 20 years. Most of the growth in volume would occur on Old Salem Road. With this growth, study area intersections would still operate within mobility targets, even during the busiest hours of the day. Additional data about future conditions is included in *Technical Memorandum #6: Future Baseline Conditions and Needs* in TSP Volume II.

### Safety Review

A safety analysis was conducted to determine whether any significant, documented safety issues exist within Millersburg and to inform future measures or general strategies for improving overall safety. The detailed analysis includes a review of crash records, critical crash rates, and ODOT Safety Priority Index System (SPIS) data which is included in *Technical Memorandum #5: Evaluate Existing Conditions* of TSP Volume II.

A review of five-year of crash data<sup>3</sup> showed that of the 28 documented crashes, approximately 60 percent occurred at intersections and about 40 percent were along street segments. Just over one-third of the crashes resulted in minor injury or injuries, but there were no crashes that resulted in a fatality or severe injury.

<sup>3</sup> Between January 1, 2009, and December 31, 2013.



# MILLERSBURG TSP

The two areas within Millersburg that had the greatest number of crashes were:

- Old Salem Road at Conser Road (3 crashes)
- Old Salem Road between Conser Road and Nygren Road (6 crashes)

When compared to state averages and comparable locations within Millersburg, these locations did not raise significant concerns. However, the majority of crashes were fixed object collisions that occurred due to driver error. Insufficient signage, striping or roadway lighting are common causes for this type of collision; modernization and maintenance of these facilities could improve safety. [A roundabout at Old Salem Road and Conser Road would help address safety.](#)

## Street System Deficiencies and Projects

Most of the deficiencies in the street system are related to network connectivity (all modes) and substandard roadway facilities.

The street network was assessed for urban design deficiencies, such as missing curb and gutter, sidewalks, or bike facilities. Streets that include all of these amenities are multimodal and provide a range of safe travel options for all types of users. Millersburg has street segments throughout its system that provide multimodal connectivity, but many streets remain unimproved along some segments.

The multimodal street system improvements focus on auto, truck, and associated pedestrian and bicycle system enhancements. These improvements are summarized in Figure 8, and the financially constrained improvements are described in further detail below (and summarized in Table 4). Descriptions of the aspirational improvements are summarized in Table 5, which is located in the Implementation chapter at the end of this document.

### S6 – Reconstruct Millersburg Drive (Modernization)

Currently, Millersburg Drive west of Woods Road is a two-lane roadway without a shoulder or any dedicated bicycle or pedestrian facilities, although it is classified as an arterial. Project S6 would modernize Millersburg Drive to an arterial standard (assumed two travel lanes, bike lanes, sidewalks, landscaping, no parking) west of Woods Road to the city limits.



Looking east: Millersburg drive west of Woods Road currently lacks sidewalks, bike lanes and drainage.

### S7 – Reconstruct Morningstar Road (Modernization)

Currently, Morningstar Road within the city limits is a two-lane roadway without a shoulder or any dedicated bicycle or pedestrian facilities, although it is classified as an arterial. Project S7 would modernize Morningstar Road to an arterial standard (assumed two travel lanes, bike lanes, sidewalks, potential landscaping, no parking) within the city limits. Morningstar serves as an access to the northern residential areas of Millersburg and also farmland to the north. This project should include coordination with Linn County.



Looking north: Morningstar Road lacks bicycle and pedestrian facilities and is showing signs of pavement distress

### S8 – Reconstruct Woods Road (Modernization)

Currently, Woods Road is a two-lane roadway without a shoulder or any dedicated bicycle or pedestrian facilities, although it is classified as a collector. Project S8 would modernize Woods Road to a collector standard (assumed two travel lanes, bike lanes, sidewalks, potential landscaping, no parking) within the city limits.

# MILLERSBURG TSP

Woods Road serves as the most direct connection to Millersburg City Park for the northern residential areas of Millersburg and future planned residential developments. Currently, bicycles and pedestrians in the northwestern region of Millersburg are forced to share a high-speed facility with motor vehicles. If funding is limited, the project would be implemented in two phases that would incrementally upgrade Woods Road to a collector standard (assumed two travel lanes, bike lanes, sidewalks, potential landscaping, no parking) for its entire length. Phase I would complete the modernization of Woods Road from Alexander Lane to Millersburg Drive. Phase II would modernize Woods Road from Conser Road to Alexander Lane.



Looking south: Woods Road lacks pedestrian and bicycle facilities.

## Future Connections

~~Many of the aspirational (unfunded) multimodal street projects that were identified are future local roadway connections that would improve connectivity of neighborhoods to arterial and collector routes. The City previously identified the Zuhlke Lane extension (Project S1) in the 2015 capital improvement plan. All of the future new roadway connections are expected to be driven by development. Because alignments have not yet been determined, the lines on Figure 8 are intended only to indicate the concept and to serve as starting points for planning.~~



Looking west: Zuhlke Road currently dead ends. Extending Zuhlke Road to Woods Road could improve local street connectivity. (Project S1)

## S11 – Construct Transition Parkway (New Street)

To accommodate traffic growth associated with development of Millersburg industrial properties, route higher speed away from Millersburg’s residential areas, and provide a buffer between the existing residential zones north of Conser Road and the industrially zoned property south of Conser Road, a new street is proposed. Transition Parkway, an Arterial, will provide a parallel route to the south of Conser and feature a park with a multimodal path between the two streets. Once constructed, industrial and pass-through local traffic will use Transition Parkway. Conser will continue to serve as a frontage street for residents and will be downgraded to a Residential/Local street classification. Conser Road will terminate near Woods Road to discourage truck and pass-through traffic from using Conser Road. The geometry of the new road where it intersects with Old Salem Road should align with west side access to a future Millersburg I-5 interchange.

## Future Connections

Many of the aspirational (unfunded) multimodal street projects that were identified are future local roadway connections that would improve connectivity of neighborhoods to arterial and collector routes. The City previously identified the Zuhlke Lane extension (Project S1) in the 2015 capital improvement plan. All of the future new roadway connections are expected to be driven by development. Because alignments have not yet been determined, the lines on Figure 8 are intended only to indicate the concept and to serve as starting points for planning. Past Goal Exceptions by Linn County and an I-5 Reconnaissance Study completed by ODOT in 2022 contemplate a new I-5 interchange serving Millersburg located almost entirely on the east side of the Interstate. The western landing of the future I-5 interchange over

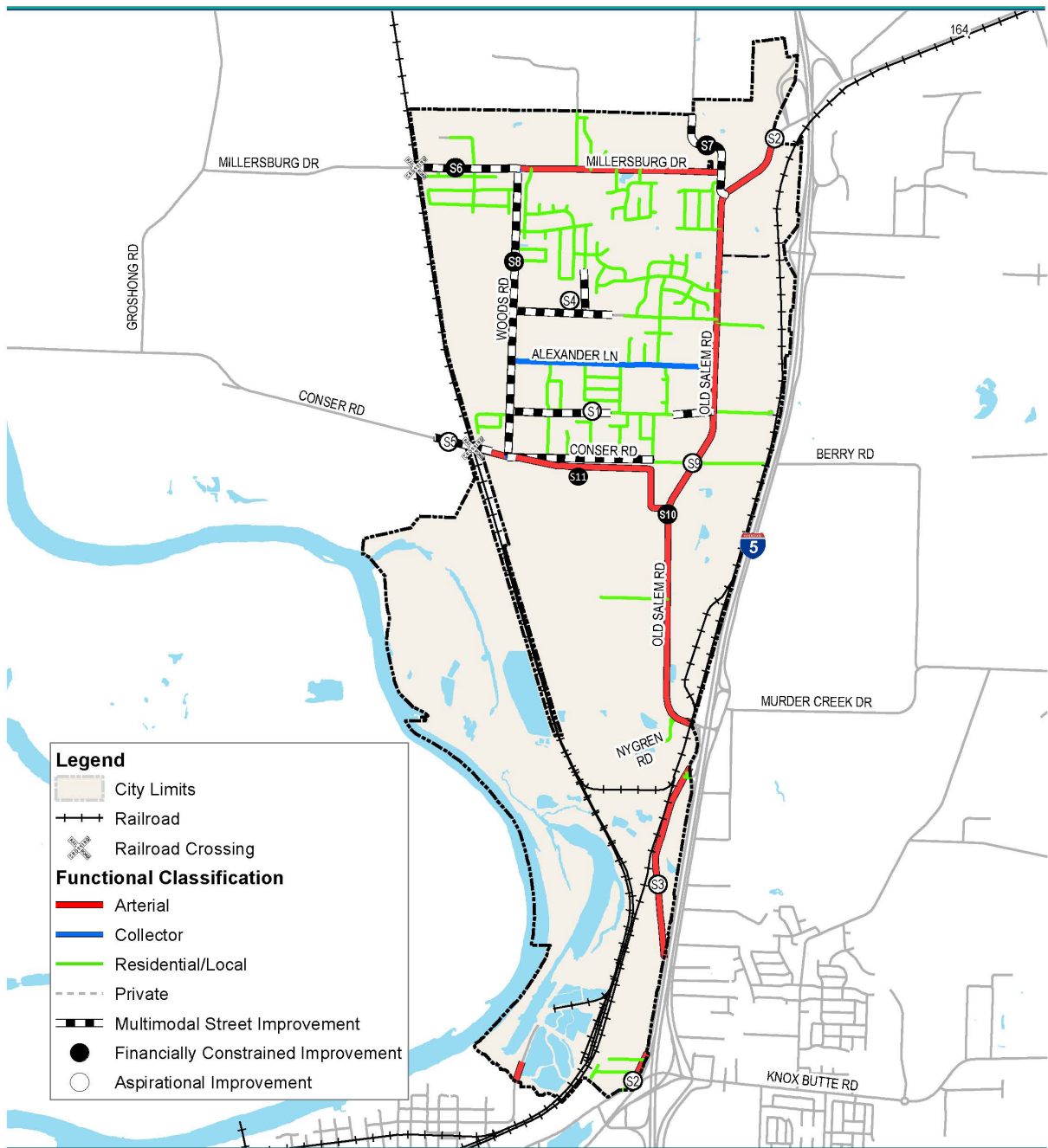
# MILLERSBURG TSP

crossing would be located south of Conser Road, according to the study, and should align with the future Transition Parkway at the planned signalized intersection at Old Salem Road. An Interchange Area Management Plan process would further refine the future Millersburg I-5 interchange design, seek public input and work with affected property owners.



# MILLERSBURG TSP

Figure 8. Multimodal Street Improvement Options (revised 2023)



## MILLERSBURG TSP

Data Sources:  
 ESRI, ArcGIS Online, World Topography Map, 2015.  
 Linn County, Oregon, 2015.



**Figure 8**

Street  
 Modal Plan

## Bicycle and Pedestrian System

Millersburg's bicycle and pedestrian system would benefit from many of the modernization projects identified under the multimodal street system improvements. Additionally, a conceptual trail system was developed that would connect neighborhoods to community gathering places (such as Millersburg Park, City Hall, and Simpson Park).

### Existing Conditions

The condition of the City of Millersburg bicycle and pedestrian system varies widely from neighborhood to neighborhood. Most of the newer subdivisions have complete sidewalk systems, while older neighborhoods lack adequate facilities. Generally, the arterial or collector roadways either have shoulder or striped bicycle lanes, but not both. Morningstar Road and Woods Road do not have any bicycle or pedestrian facilities.

Most of the collector and arterial streets are two lanes with narrow cross-sections, low traffic demand and posted speeds greater than 30 mph. Because there are no schools within Millersburg, the major bicycle and pedestrian generators are the two city parks (generally accessed via Alexander Lane) and City Hall.

### Bicycle Projects

Figure 9 illustrates the location of existing bicycle facilities along with the type and location of future improvements. It identifies all projects that benefit the system, including those described for the pedestrian plan. The financially constrained improvements are described in further detail below. Descriptions of the aspirational improvements are summarized in Table 5, which is located in the Implementation chapter at the end of this document.

#### B4 – Old Salem Road Shoulder Lanes (Interim Project)

Project B4 would create continuous bicycle access on Old Salem Road from north to south city limits by widening shoulder at spot locations where shoulder is less than two feet.

As seen in Figure 9, Old Salem Road lacks significant shoulder lanes east of the railroad tracks. Ideally, this segment of Old Salem Road would be modernized to an arterial standard (Project S3); however, there are other projects that have a higher priority. Project B4 is a cost-

effective alternative that provides an interim solution to the discontinuous bicycle access on Old Salem Road by expanding the shoulder at locations where bicycles have to share the road with high-speed vehicular travel.

#### B5 – Conser Road ~~Bicycle Lanes~~ Multi-Use Path

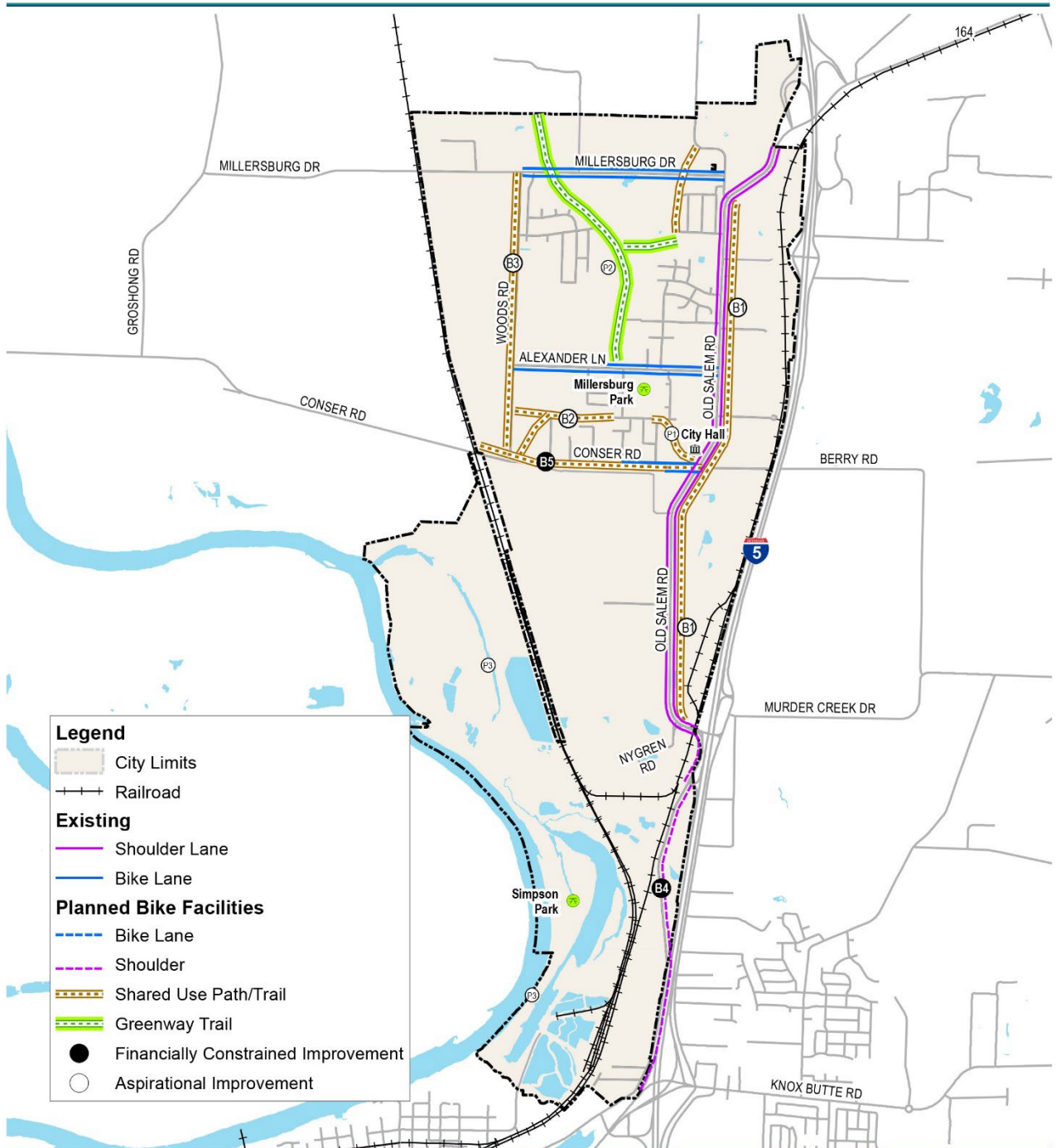
~~Currently, there are intermittent and faded bicycle lane stencils painted on either side of Conser Road. Project B5 would restripe and extend the bicycle stencils and fog line for the length of Conser Road between Old Salem Road and the western city limits. An off-street multi-use path is proposed within a linear park between Conser Road and Transition Parkway. This is intended to be 12 feet wide, designed for pedestrian and bicycle use.~~



Conser Road (looking east) lacks marked bicycle lanes and the pavement quality is poor/fair.

# MILLERSBURG TSP

Figure 9. Bicycle Modal Plan (revised 2023)



## MILLERSBURG TSP

Data Sources:  
 ESRI, ArcGIS Online, World Topography Map. 2015.  
 Linn County, Oregon. 2015.



**Figure 9**

Bicycle  
 Modal Plan

## Pedestrian Projects

Figure 10 illustrates the location of existing pedestrian facilities along with the type and location of future improvements. It identifies all projects that benefit the system, including those described for the bicycle plan. The financially constrained improvements are described in further detail below. Descriptions of the aspirational improvements are summarized in Table 5, which is located in the Implementation chapter at the end of this document.

### P1 – Millersburg Park-City Hall Shared Use Path

Millersburg Park and City Hall are the major pedestrian and bicycle activity centers in Millersburg. Project P1 would construct a shared-use path between Millersburg Park and City Hall, providing important inter-neighborhood connectivity and separating pedestrians from the vehicular travel way.



### P5 – Conser Road Sidewalks Multi-Use Path

Project P5 would improve pedestrian **and bicycle** mobility and access between neighborhoods and to local destinations, such as City Hall and the Corner Store (**Firehouse Corner Deli & Market Center Market**). The improvement would **extend the north side sidewalk west to the city limits and the south side sidewalk west to the city limits as development occurs include a 12' path located within a linear park that separates Conser Road and Transition Parkway.**



### P6 – Old Salem Road Sidewalks

This project would extend the sidewalk on the west side of Old Salem Road to the intersection with Nygren Road. This would fill a gap in the network, and provide pedestrian connectivity from the Millersburg residential area to Willamette Memorial Park (cemetery) and a major employment center off Nygren Road.



### P7 – Alexander Drive Pedestrian Crossing

Project P7 would provide a pedestrian-activated Rapid Disabilities Act (ADA) ramp pedestrian crossing across Alexander Drive near Millersburg Park. This project would provide improved pedestrian access, safety, and connectivity between neighborhoods and the park.

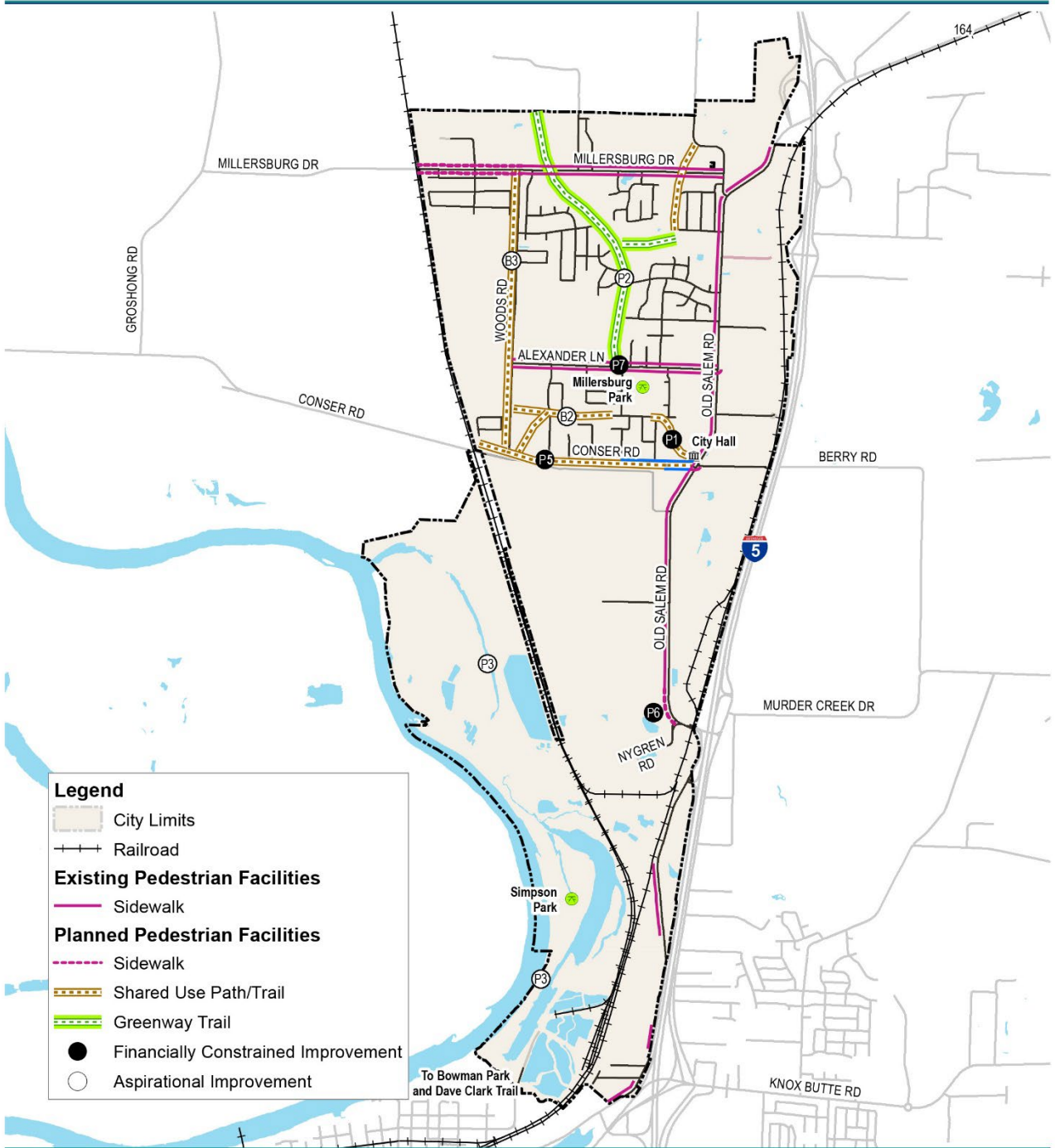


Alexander Drive (looking east) provides bicycle and pedestrian access to Millersburg City Park but lacks a safe pedestrian crossing



# MILLERSBURG TSP

Figure 10. Pedestrian Modal Plan (revised 2023)



## MILLERSBURG TSP

Data Sources:  
 ESRI, ArcGIS Online, World Topography Map. 2015.  
 Linn County, Oregon. 2015.



**Figure 10**

Pedestrian  
 Modal Plan

## ***Conceptual Shared-Use Path and Trail Network***

Many of the aspirational (unfunded) bicycle and pedestrian projects would prioritize bicycle and pedestrian traffic on separated or buffered facilities, primarily shared-use paths and trails. Alignments have not been determined, and the lines on Figure 9, Figure 10, and Figure 11 are intended only to indicate the concept and to serve as starting points for planning. The conceptual network focuses on neighborhood shared-use paths, a potential greenway, and a regional trail system connection from Millersburg to parks and trails to the south.

***Neighborhood Shared-Use Paths*** are intended to provide access for non-motorized users that are not or cannot be provided by the multimodal street system.

***P2 – The Millersburg Greenway Trail*** concept would build a greenway trail within the Crooks Creek riparian corridor, linking Millersburg Park and north Millersburg neighborhoods. Because of its proximity to wetlands and floodplains, this trail could be a soft, seasonal trail or a network of boardwalks and shared-use paths.

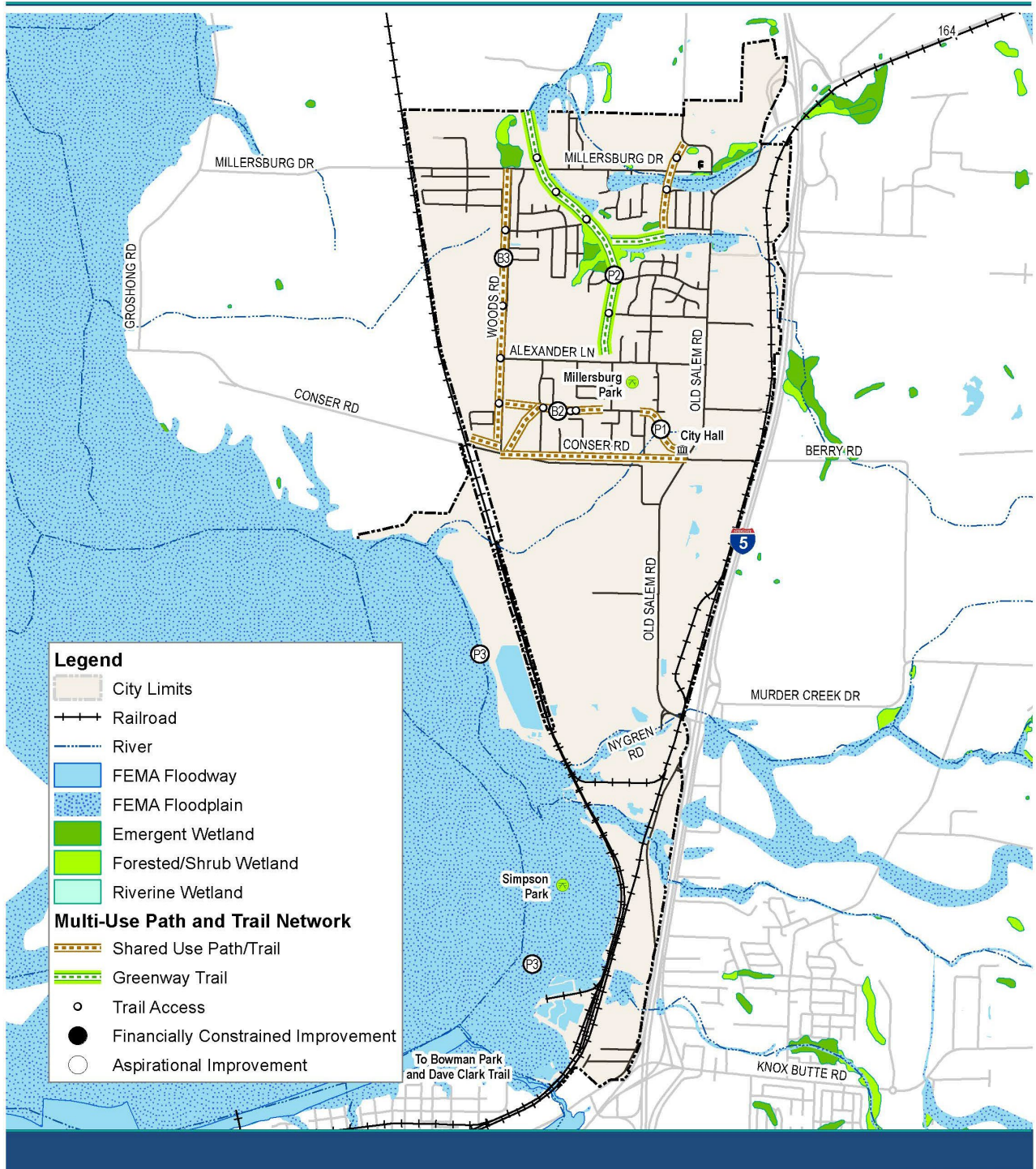


Crooks Creek south of Millersburg Road

~~***P3 – The “Four Lakes” Trail*** is a conceptual plan for a regional trail connection from Conser Road along the Willamette River to Simpson Park and south to Bowman Park and Dave Clark Trail (in the City of Albany). An initial step would be to develop a feasibility plan in conjunction with regional partners. The trail would need to be seasonal due to its path through floodplains and wetlands.~~

# MILLERSBURG TSP

Figure 11. Conceptual Shared-Use Path and Trail Network (revised 2023)



## MILLERSBURG TSP

Data Sources:  
 ESRI, ArcGIS Online, World Topography Map. 2015.  
 Linn County, Oregon. 2015.



**Figure 11**  
 Conceptual  
 Shared Use Path  
 and Trail Network



## Transit

Because no transit system currently exists in the City of Millersburg, this section focuses on transit-supportive improvements. The Albany Area MPO Regional Transportation Plan (AAMPO RTP) and associated Transit Development Plan will identify projected transit service demand and potential coverage plans for the Metropolitan Planning Organization (MPO) area that includes Millersburg. The extension of public transit service from Albany to Millersburg could be provided by, and in coordination with, Millersburg's regional planning partners. The primary purpose of these improvements is to support regional planning efforts to extend public transit service to Millersburg.

The City does not have a transit system in place; however, Albany Call-A-Ride provides public transportation service in Millersburg for seniors and individuals with disabilities. Oregon Cascades West Council of Governments (OCWCOG) Rideline also provides medical transportation services to individuals who are eligible for Medicaid. Both of these services help fill key gaps in the transportation (and transit) systems. Further discussion on the existing public transportation system may be found in *Technical Memorandum #5: Evaluate Existing Conditions* in Volume II of the TSP.

## Air Transportation

The City of Millersburg does not have an airport within its UGB but the Albany Municipal Airport is near the study area. The Albany Municipal Airport is located south and east of I-5 between Knox Butte Road and Santiam Highway, southeast of the southern city limits of Millersburg.

## Rail Transportation

There are currently two railroads that travel through and serve the Millersburg area: Union Pacific (UP) and Portland & Western Railroad (PNWR). There are two at-grade crossings immediately west of the city limits. The crossing on Millersburg Road is stop-controlled, and the crossing on Conser Road is an active gated crossing.

### Freight Rail Service

In the United States, rail lines are classified as Class I, II or III based on operating revenue, from highest to lowest, respectively. Both the UP and PNWR lines operate freight trains through the Millersburg area. UP runs adjacent to I-5

on the east side of Millersburg, while the PNWR line borders the western city limits. In a single day, the UP track serves approximately 25 through freight trains as a Class I railroad. PNWR serves approximately ten freight trains per day as a Class III railroad. Currently, UP serves seven industries and PNWR serves five industries within the study area, although both UP and PNWR have the potential to handle any freight commodity throughout the area.

Just south of the study area are the Albany/Millersburg Rail Yards, where a project funded through the "Connect Oregon II" grant program was completed in 2014. This project will improve the switching operations by shifting some operations from the Albany yard to the Millersburg yard, which is located at the southern end of Millersburg, between the Willamette River and Old Salem Road.

### Passenger Rail Service

Passenger rail service is not available in Millersburg itself; however, an Amtrak station is located approximately 4 miles south of the city limits in the City of Albany. Amtrak provides north-south passenger rail service through the Willamette Valley corridor via its trains: the Amtrak Cascades (between Eugene, Oregon, and Vancouver, British Columbia) and the Amtrak Coast Starlight (between Los Angeles, California, and Seattle, Washington). The passenger rail service runs approximately six passenger trains per day on track owned by UP.<sup>4</sup>

## Pipeline Transportation

A major pipeline owned by Santa Fe Pacific Pipeline-North travels through Millersburg along the I-5 corridor and carries petroleum products. International Paper Company-Albany operates a natural gas line that travels through the southern edge of Millersburg.<sup>5</sup> No changes to the pipeline system are planned.

## Water Transportation

Millersburg does not have any designated navigable waterways. A navigable waterway should have current use as a necessary mode of transport for people or commerce. The Willamette River could be considered navigable, although currently, the Willamette River does not play a role in the transportation of people or freight. For it to become an active transportation mode, users would be restricted in height and width because of the stationary highway and railroad bridge crossings.

<sup>4</sup> Albany Area MPO Regional Transportation Plan Existing Transportation Conditions, October 14, 2015.

<sup>5</sup> National Pipeline Mapping System Public Map Viewer, Pipeline and Hazardous Materials Safety Administration, 2012.



## IMPLEMENTATION

The TSP requires not only a list of planned improvements, but also a plan for implementing them. This portion of the TSP identifies funding sources and planned projects. This section reconciles the available funds with the community needs and planned projects to determine and prioritize the listed project to aid in decision-making if needs exceed the available funds.

### Funding Sources

Funding sources in the TSP are categorized by federal, state, and local origin. Many Oregon cities are finding that their portion of state and federal gas tax and vehicle registration receipts is largely used to offset street maintenance expense, and that very little of these receipts is available for capital improvements.

The City of Millersburg currently uses two primary revenue sources to fund transportation system expenses: (1) State Highway Fund (gas tax) and (2) transportation system development charges (SDCs) (SDCs are described in the Local Funding Sources section below). In addition to the current funding sources, the Oregon Department of Transportation (ODOT) estimates that Millersburg may receive a total of \$700,000 (a nonbinding estimate) in discretionary funds by the year 2040 planning horizon.

**Year 2040 Funding Forecast: \$4.47 million**

Assuming that the current trend in Millersburg's SDC receipts and gas tax revenues continues, and assuming revenue from regular receipts from Oregon's discretionary funds program, Millersburg's transportation revenue could exceed \$194,000 annually (in 2016 dollars) for a total of \$4.47 million by the year 2040. *Technical Memorandum #8: Finance Program* in Volume II of the TSP provides more detailed discussion on Millersburg's historical funding and the potential for future funding.

### Federal Grants/Programs

The federal Highway Trust Fund is largely sourced by the federal gas tax and is distributed by formula to individual states through the Surface Transportation Program (STP). ODOT relies on these distributions to fund many of the

safety, highway, and bridge improvement projects identified in the Statewide Transportation Improvement Program, or STIP.

**STP Funds** – are available through FAST Act legislation, administered through and by ODOT. STP funds are flexible and can be used for different types of capital improvements and transportation programs. STP funds may also be available from the AAMPO if the project has regional significance.

**Federal Enhancement Funds** – are available to complete capital improvements and programs related to pedestrian, bicycle, and other alternative travel modes to the automobile. This program can also be used for historic preservation of transportation facilities.

### State Grants

The State of Oregon provides grant funds to local jurisdictions to conduct transportation studies, improve bicycle and pedestrian facilities, and participate in state-sponsored transportation activities. Millersburg has not financed any capital projects through State of Oregon grant funds in recent years.

**Transportation Growth Management (TGM) Grants** - The State of Oregon also awards TGM grants on a competitive basis; the TGM program is jointly administered through the DLCD and ODOT. The City of Millersburg may use these funds to conduct planning and transportation studies related to managing growth and reducing reliance on the single-occupant vehicle (SOV). Historically, Millersburg has not funded any local planning studies through TGM grants.

### Local Funding Sources

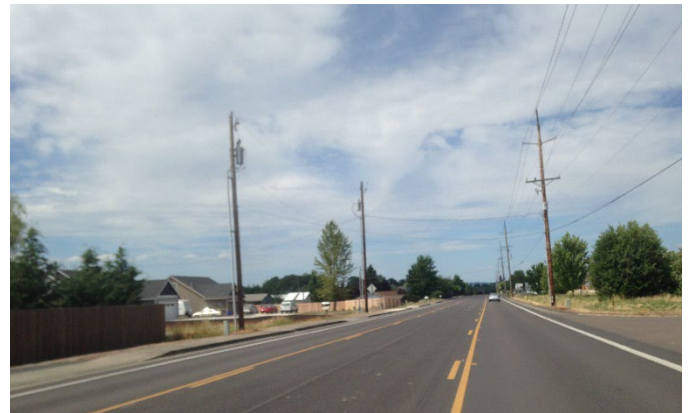
The City of Millersburg adopted its transportation SDC in 2005. The City collects these funds as new development occurs in the City. Charges (fees) are roughly based on trip generation rates by different types of land uses (such as single-family residential, commercial, industrial, etc.). These funds can only be used to fund transportation improvements that are caused through the impacts of new growth and cannot be used to fix existing capacity deficiencies or maintain existing facilities.

## Project Priorities

This section provides a prioritized list of improvements that address transportation deficiencies while considering constraints of the existing system. It includes specific information on cost estimates, and groups the improvements into two categories: Financially Constrained and Aspirational. Improvements listed under financially constrained (see Table 4) reflect improvements that are reasonably likely to be funded through the 2040 planning horizon. The aspirational improvements (see Table 5) might also be constructed within the planning horizon; however, although they are desired by the community, these aspirational projects currently do not have an identified funding source.

The improvement list for the TSP was developed in steps:

- Review improvements in existing plans
- Identify additional improvements
- Evaluate proposed improvements:
  - Primary Evaluation: Evaluation criteria were applied to improvements across all modes based on consistency with Millersburg’s transportation goals. These criteria provided a means to evaluate very different improvements using the broad criteria for all improvement types.
  - Secondary Evaluation: Evaluation of improvements based on community needs and timeline



# MILLERSBURG TSP

Table 4. Summary of Financially Constrained Improvements

ID	Improvement	Description	Purpose	Planning-Level Cost Opinion (2016 Dollars) <sup>1</sup>
S6	Reconstruct Millersburg Dr	Reconstruct Millersburg Dr west of Woods Rd to city limits; upgrade to arterial cross-section (bike lanes, curb, gutter, sidewalk) with development	Regional multimodal connectivity and safety	\$1.14 mil <sup>2</sup>
S7	Reconstruct Morningstar Rd	Reconstruct Morningstar Rd to arterial cross-section (bike lanes, curb, gutter, sidewalk)	Regional multimodal connectivity and safety	\$650,000
S8	Reconstruct Woods Rd	Two Phases: Reconstruct Woods Rd to arterial cross-section (bike lanes, curb, gutter, sidewalk) – <i>Would preclude need for Improvement B3</i> Phase I: North of Alexander Ln Phase II: South of Alexander Ln	Regional multimodal connectivity and safety	I: \$1 mil II: \$500,000
B4	Old Salem Rd Shoulder Lanes (interim project)	Construct continuous bicycle access on Old Salem Rd from north to south city limits by widening shoulder at locations where shoulder is less than 2 feet	Regional bicycle connectivity and safety	\$50,000
B5	Conser Rd <del>Bicycle Lanes</del> <b>Multi-Use Path</b>	<del>Extend bicycle lanes on Conser Rd to west city limits (paint only)</del> <b>Proposed 12' off street path within a linear park separating Conser Road from Transition Parkway</b>	Local bicycle and pedestrian access, active living, safety, and connectivity	<del>\$885,000</del> <b>\$10,000<sup>3</sup></b>
P1	Millersburg Park-City Hall Shared-Use Path	Construct shared-use path between Millersburg Park and City Hall, providing important inter-neighborhood connectivity	Multimodal safety and connectivity	\$100,000
P5	Conser Rd Sidewalks	Extend the north side sidewalk west to city limits; extend south side sidewalk west to city limits as development occurs	Pedestrian access, safety, and connectivity	\$250,000
P6	Old Salem Rd Sidewalks	Construct new sidewalks along west side of Old Salem Rd, north of Nygren Rd	Pedestrian access, safety, and connectivity	\$200,000
P7	Alexander Dr Pedestrian Crossing	Provide an RRFB and ADA ramp pedestrian crossing across Alexander Dr near city park	Pedestrian access, safety, and connectivity	\$40,000
<b>S11</b>	<b>Transition Parkway</b>	<b><u>New Arterial street connecting the Woods Road and Conser Road intersection to Old Salem, south of existing Conser Road</u></b>	<b><u>Regional multimodal connectivity and safety</u></b>	<b><u>\$6.0 mil<sup>3</sup></u></b>
<b>Total Improvement Costs</b>				<b>\$3,940,000<sup>4</sup></b>
Millersburg Forecasted Funds through Planning Horizon				\$4,470,000
Approximate Funds Available (Pavement Maintenance/Other)				\$530,000

# MILLERSBURG TSP

ID	Improvement	Description	Purpose	Planning-Level Cost Opinion (2016 Dollars) <sup>1</sup>
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Notes:

1. Does not include the cost of right-of-way.
2. This improvement is development-driven; cost is expected to be shared with developer.
3. This project was added in a 2023 TSP amendment, therefore the dollars shown for this project are 2023 dollars. This project is driven by development of industrial property south of Conser Road and has been planned since 2018. The project will be funded by a combination of development fees and state economic development grants.
4. This amount was not updated to reflect the additions made in 2023.

# MILLERSBURG TSP

Table 5. Summary of Aspirational Improvements

ID	Improvement	Description <sup>1</sup>	Purpose	Planning-Level Cost Opinion (2016 Dollars) <sup>2</sup>
S1	Zuhlke Ln Extension	Two phases (to be determined by need): (1) extend Zuhlke Ln west to connect to Woods Rd and (2) extend Zuhlke Ln west to connect to Old Salem Rd	Multimodal connectivity, development, and access	I: \$1 mil II: \$400,000
S2	Millersburg gateway treatments	Provide gateway treatments at northern and southern end of Millersburg (Old Salem Rd)	Tourism and livability	\$15,000 each
S3	Reconstruct Old Salem Rd	Reconstruct Old Salem Rd to arterial cross-section (bike lanes, curb, gutter, sidewalk)	Regional multimodal connectivity and safety	\$1.8 mil
S4	New local streets	The TSP will map the general location of new street connectivity within future development areas— construction of new streets will occur with development	Local multimodal connectivity, development, and access	\$10,000
S5	Grade-separated railroad crossing on Conser Rd	Provide safe, multimodal access across Union Pacific Railroad	Multimodal safety and connectivity	\$4.9 mil <sup>2</sup>
S9	Realign Conser Rd at Old Salem Rd	Realign the current offset intersection to a standard 4-leg intersection	Regional multimodal connectivity and safety	\$260,000
S10	Future I-5 Interchange Connection	Add a new connection from NE Old Salem Road (south of Conser Road) to a new, fully directional interchange at Millersburg that would replace existing Murder Creek and Viewcrest interchanges	Local multimodal connectivity, development, and access	\$3.3 mil
B1	Old Salem Rd Shared-Use Path	Construct a 10- to 12-foot-wide bicycle and pedestrian path parallel to Old Salem Rd from the north city limit to the south city limit and within existing right-of-way	Regional bicycle and pedestrian connectivity, safety, and active living	\$3.1 mil
B2	East-West Shared-Use Paths	Construct a local pathway system connecting neighborhoods to Millersburg Park and City Hall	Local bicycle and pedestrian access, active living, and connectivity	\$200,000- \$300,000
B3	Woods Rd Shared-Use Path	Construct a 10- to 12-foot-wide bicycle and pedestrian path parallel to Woods Rd and within existing right-of-way	Local bicycle and pedestrian access, active living, safety, and connectivity	\$440,000
P2	Millersburg Greenway	Construct a greenway trail within the Crooks Creek riparian corridor, linking Millersburg Park and north Millersburg neighborhoods	Multimodal safety, connectivity, and active living	\$530,000
<del>P3</del>	<del>“Four Lakes” Trail</del>	<del>Complete a feasibility plan and construct “Four Lakes” Trail from Conser Rd along the Willamette River to Simpson Park and south to Bowman Park and Dave Clark Trail (in Albany); coordinate with Conser Rd/UP Railroad Crossing Improvement (Improvement S5)</del>	<del>Regional multimodal connectivity, tourism, and active living</del>	<del>\$625,000</del>

# MILLERSBURG TSP

ID	Improvement	Description <sup>1</sup>	Purpose	Planning-Level Cost Opinion (2016 Dollars) <sup>2</sup>
<b>Transportation Programs or Projects – Not Funded by City of Millersburg</b>				
<b>T1</b>	Transit Stop	Identify general location of future transit stop(s) and amenities. <i>Note: The RTP and associated Transit Development Plan will identify projected transit service demand and potential coverage plans for the MPO area, including Millersburg. The extension of public transportation service from Albany to Millersburg could be provided by and in coordination with Millersburg’s regional planning partners.</i>	Increase travel options to Millersburg residents	
<b>TSM1</b>	Speed Warning System on Century Dr	Install a speed warning system on Century Dr	Vehicular safety	
<b>TSM2</b>	Install speed limit signs on Woods Rd and Conser Rd	Conduct a speed study to identify appropriate speed limit posting and properly sign the roadways	Multimodal safety	
<b>TDM</b>	Support Transportation Demand Management	Work with OCWCOG to identify TDM programs and potential funding sources (grants or TDM funds)	Increase travel options to Millersburg residents	
<b>SRTS</b>	Support Safe Routes to School	Work with OCWCOG and Albany School District to implement Safe Routes to School (SRTS) program	Increase travel options to Millersburg residents, safety, and regional connectivity	

**Note:**

1. The highway, bike lane, sidewalk, crosswalk, and transit amenity design elements described are identified for the purpose of creating a reasonable cost estimate for planning purposes. The actual design elements for any facility are subject to change, and will ultimately be determined through a preliminary and final design process. If the improvement impacts a state facility, it will be subject to ODOT approval.
2. Does not include the cost of right-of-way.





**NOTICE OF PUBLIC REVIEW**  
**April 4, 2023, 6:00 p.m.**  
**And April 11, 2023, 6:30 p.m.**  
**Hearing will be in person and**  
**by phone/computer.**

**See Agenda on the City website for details.**

The City of Millersburg will hold a **PLANNING COMMISSION** hearing on April 4, 2023 at the above time and place, and a **CITY COUNCIL** hearing on April 11, 2023 at the above time and place to consider the action described below. The action may be heard later than the time indicated, depending on the agenda schedule. Interested parties are invited to send written comment or attend the hearing. A staff report relating to the proposal will be available seven (7) days prior to the first public hearing. For further information, contact Millersburg City Hall at (458) 233-6306.

The location of the meeting is accessible to the disabled. If you need any special accommodations to attend or participate in the meeting, please notify City Hall twenty-four (24) hours before the meeting.

**APPLICANT:** City initiated  
**LOCATION:** City wide  
**CRITERIA:** Millersburg Development Code; Section 5.11.30. These criteria also require compliance with the applicable Statewide Planning Goals, OAR 660-012 the Transportation Planning Rule, OAR 734-051 Highway approaches, access control, spacing standards and medians, and consistency with the regional transportation system plan, the Oregon Transportation Plan (OTP) and Oregon Administrative Rules.  
**FILE No.:** DC 23-01  
**REQUEST:** The City is proposing a minor update the Transportation System Plan (TSP) to remove the proposed Greenway Recreational Trail, add a new street called NE Transition Parkway, and add a multi-use path to a new linear park along the south side of NE Conser Road. The TSP also acts as the Transportation Chapter of the City's Comprehensive Plan; therefore, this is considered a post-acknowledgment Comprehensive Plan Amendment. See this link for more detail and proposed edits to the TSP/ Comprehensive Plan chapter 9.700:  
<https://www.cityofmillersburg.org/planning/page/land-use-matters-application>



## Matt Straite

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**From:** FELDMANN James <James.FELDMANN@odot.oregon.gov>  
**Sent:** Thursday, March 23, 2023 4:28 PM  
**To:** Matt Straite; Justin Peterson; Malone, Daineal; Ruetters, Matthew  
**Cc:** Janelle Booth  
**Subject:** RE: Review of minor update to Millersburg's TSP (DC 23-01)

Hi Matt, thanks for sharing the TSP update.

Here are comments from Region 2 Planning:

- Page ii and page 27. Tables 1 and 4 appear to be identical but footnotes differ. Check final to make sure consistent or clarify difference between the two tables.
- Page ii and page 27. The financially constrained (FC) amount increased by \$6.635M but the totals didn't change as noted. Not clear why this is addressed by a footnote rather than changing the totals.
- Page ii and page 27. The FC amount includes state economic development grants, which are assumed to be competitive grants. The TPR doesn't define which types of funding can be included, but that's uncommon to include such grants in the FC amount given their uncertainty and discretionary nature. Consider removing competitive grants or noting more about them in the funding section.
- Page ii and page 27. P1 and P5, both 'shared-use path' and 'multi-use path' terms are used. Consider using one term.
- Page ii and page 27. S11, suggested to clarify alignment with future Millersburg I-5 interchange, such as "The geometry of the new road where it intersects with Old Salem Road should align with west side access to a future Millersburg I-5 interchange."
- Page 16. Same as above regarding S11 language.
- Page 16. Future Connections, suggested additional language, such as "Past Goal Exceptions by Linn County and an I-5 Reconnaissance Study completed by ODOT in 2022 contemplate a new I-5 interchange serving Millersburg located almost entirely on the east side of the Interstate. The western landing of the future I-5 interchange over crossing would be located south of Conser Road, according to the study, and should align with the future Transition Parkway at the planned signalized intersection at Old Salem Road. An Interchange Area Management Plan process would further refine the future Millersburg I-5 interchange design, seek public input and work with affected property owners."
- Page 20. Same as above regarding P5 path.

Cheers,  
James

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**James Feldmann AICP | Sr Transportation Planner**  
ODOT Region 2 Area 4 | Lincoln Benton Linn County  
Corvallis Office | 541-257-7669

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**From:** Matt Straite <mstraite@cityofmillersburg.org>  
**Sent:** Thursday, March 2, 2023 4:31 PM  
**To:** FELDMANN James <James.FELDMANN@odot.oregon.gov>; Justin Peterson <jpeterson@ocwcog.org>; Malone, Daineal <daineal.malone@co.linn.or.us>; Ruetters, Matthew <matthew.ruetters@cityofalbany.net>  
**Cc:** Janelle Booth <jbooth@cityofmillersburg.org>  
**Subject:** Review of minor update to Millersburg's TSP (DC 23-01)



On March 2, 2023 Matt Straite sent an email to agencies and departments that play a role in transportation services in the mid-Willamette region requesting their review of the proposed edits to the City's Transportation System Plan (TSP). These include ODOT, AAMPO, Albany, and the Linn County Road Department.

On March 23, 2023 Mr. James Feldmann with ODOT responded with comments on the changes. These are addressed below. Staff responses are shown in *italics*.

- Page ii and page 27. Tables 1 and 4 appear to be identical but footnotes differ. Check final to make sure consistent or clarify difference between the two tables.

*The tables do contain similar information; however, one is intended to be a higher-level executive summary, the other is within the body text. As such, they are attempting to communicate slightly different information to slightly different audiences. Because the intent of this minor update is limited to just the changes in proposed projects, the addition of streets added to the system since 2016, and some minor text regarding roundabouts, the City will address this comment in the larger planned update anticipated to begin next year.*

- Page ii and page 27. The financially constrained (FC) amount increased by \$6.635M but the totals didn't change as noted. Not clear why this is addressed by a footnote rather than changing the totals.

*Great comment. ODOT did not have the staff report when they reviewed the proposed edits. The staff report fully explains why the totals were not updated. The issue was 2016 dollar values verses 2023 dollar values. Adding the cost of the Transition Parkway project to the totals would have blended the two different years dollar values and presented an inaccurate value. This will be addressed in the larger TSP update planned to start next year.*

- Page ii and page 27. The FC amount includes state economic development grants, which are assumed to be competitive grants. The TPR doesn't define which types of funding can be included, but that's uncommon to include such grants in the FC amount given their uncertainty and discretionary nature. Consider removing competitive grants or noting more about them in the funding section.

*Any funds not provided by grants would be provided by the other identified funds. The footnote was intended to provide the reader with a list of the possible funding sources, not a list of secured funds. This will be addressed in the larger TSP update planned to start next year.*

- Page ii and page 27. P1 and P5, both 'shared-use path' and 'multi-use path' terms are used. Consider using one term.

*Great comment. This will be addressed in the larger TSP update planned to start next year.*

- Page ii and page 27. S11, suggested to clarify alignment with future Millersburg I-5 interchange, such as "The geometry of the new road where it intersects with Old Salem Road should align with west side access to a future Millersburg I-5 interchange."

*Great comment. The proposed text was added on page 16.*

- Page 16. Same as above regarding S11 language.

*The proposed text was added.*

- Page 16. Future Connections, suggested additional language, such as “Past Goal Exceptions by Linn County and an I-5 Reconnaissance Study completed by ODOT in 2022 contemplate a new I-5 interchange serving Millersburg located almost entirely on the east side of the Interstate. The western landing of the future I-5 interchange over crossing would be located south of Conser Road, according to the study, and should align with the future Transition Parkway at the planned signalized intersection at Old Salem Road. An Interchange Area Management Plan process would further refine the future Millersburg I-5 interchange design, seek public input and work with affected property owners.”

*Great suggestion. Additional text was added to the Future Connections section.*

- Page 20. Same as above regarding P5 path.

*Great comment. This will be addressed in the larger TSP update planned to start next year.*

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Good afternoon all. The City is proposing a minor update to our Transportation System Plan (TSP). The updates include:

1. remove the proposed Greenway recreational trail,
2. add a new street to the plan called NE Transition Parkway,
3. and add a multi-use trail to a new linear park along the south side of NE Conser Road.

The TSP also acts as the Transportation Chapter of the City's Comprehensive Plan; therefore, this is considered a post-acknowledgment Comprehensive Plan Amendment. We transmitted this through the DLCD PAPA system as well, and you all should get notice through them; but I wanted to send it to you personally as well. Please have any comments back to me before Monday April 3, 2023. And feel free to contact me with any questions.

**Matt Straite**

Community Development Director  
City of Millersburg  
458-233-6306

