



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us

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TO: Joint OTC-LCDC Transportation Subcommittee

FROM: Robert Cortright, Transportation Planning Coordinator

SUBJECT: REVIEW OF ADOPTED AND PROPOSED GOAL EXCEPTIONS FOR ROADWAY PROJECTS

Summary

The department reviewed draft and adopted transportation system plans and related planning documents to identify where goal exceptions for roadway projects have either been adopted or considered. Here are the department's findings:

- More than 50 roadway projects that would require goal exceptions have been proposed or considered in local, regional and state plans. 17 goal exceptions for roadway projects have been adopted.
- Most of the projects requiring goal exceptions involved some type of new roadway on agricultural or forest lands. These include bypasses, interchanges, and new state highway or county road segments.
- About half a dozen projects involved new bridges or bridge replacements requiring exceptions to Goal 15 (Willamette River Greenway) or Goal 16 (Estuarine Resources).
- Most of the projects requiring exceptions - about 2/3 - were larger more expensive projects, typically bypasses, interchanges and bridges, with actual or estimated costs ranging from \$30 - \$300 million.¹ The remainder involved less expensive projects, typically rural road extensions or realignments.

¹ However, not all large roadway projects require exceptions:

- Columbia River Crossing – a \$1 billion project will not require an exception
- Replacement of an at-grade intersection with an interchange (Jackson School Road, Rickreall) does not require a goal exception.
- New interchanges in UGBs do not require exceptions (Newberg Bypass Highway 217 interchange and North Ontario I-84 interchange)

- It is common for TSPs to list projects where exceptions were not adopted as a “future potential project” or a long-term solution that should be studied further, particularly in future TSP updates.
- Most plans do not clearly explain why local governments chose not to pursue exceptions. From the available information, the department believes reasons for not pursuing exceptions included the following:
 - the exceptions process was viewed as difficult or that the project could not meet requirements for approval
 - detailed studies and analysis could not be done in the time available
 - other improvements were found to adequately address needs for the foreseeable future
 - the project requiring the exception was extremely expensive
 - the project was controversial
- Of the 17 projects with adopted goal exceptions:
 - four have been constructed and a fifth is under contract.
 - two require additional work (I-5 99W Connector and Sunrise Corridor)
 - two have encountered other problems and may not proceed (Seaside and Arndt Road)
 - three are for ODOT projects of statewide significance (Newberg-Dundee Bypass, I-5 to 99W Connector and the Sunrise Corridor)
 - one (Big Creek Bridge replacement) has been dropped in favor of rehabilitation of the existing bridge
 - The other adopted exceptions are either awaiting funding or require additional planning or environmental studies.
- Many of the proposed roadway projects have a long history of consideration at the local level – some spanning 20 years or more.

Table 1: Adopted Goal Exceptions for Roadway Projects		
County	Description	Roadway Type
Coos County	Coquille Highway 42 Reroute – Adopted 1990 Constructed in 1994. 1.75 mile bypass of downtown.	Bypass
Coos County	Haynes Slough Bridge Replacement – Adopted 1998 Exception to Goal 16 (Estuarine Resources) for a bridge replacement on Highway 101 on the north side of Coos Bay. \$11 million project. Constructed	Bridge
Linn County	Corvallis Highway 34 Bypass – Adopted in 1983 Connects Highway 34 on Westside of Willamette River. South connection constructed in 1992 North leg remains to be built. (Estimated cost \$16 million)	Bypass
Yamhill Co.	Newberg-Dundee Bypass – Adopted 2004 \$300 million. Design level EIS work now underway.	Bypass
Yamhill County	East Dundee Interchange – Adopted 2004 Interchange outside UGB between Newberg and Dundee, includes 1 mile long access road connecting bypass to 99W	Interchange
Clackamas Co.	Arndt Road Extension – Adopted in 2003 County road extension across farmland south of Canby connecting to 99E. OTIA funding approved 2002. Project dropped 2005 route found to be problematic.	New Arterial
Linn County	Tank Farm Road Interchange – Adopted 2005 New interchange at Millersburg. Replaces two existing interchanges. Estimated cost \$28 million	Interchange
Clackamas Co.	Sunrise Corridor – Unit 2 - UGB to Highway 26 Included in 2000 Metro RTP, not approved by LCDC. Further work underway in Damascus area planning	New highway
Clatsop County/ Seaside	Pacific Way Dooley Bridge – Highway 101 Realignment Small portion of proposed couplet through Seaside extended outside UGB. Adopted in 2003(?)	New highway segment outside UGB
Washington Co.	I-5 to 99W Connector. Included in 2000 Metro RTP, not approved by LCDC. Further work now underway in coordination with EIS	New highway
Washington Co.	Beef Bend Extension – Adopted 1996 County road connecting across farmland between Sherwood and Tigard. Constructed 2000-2001.	New road segment
Lane County	West Eugene Parkway - Adopted 1986 5.8 mile arterial/expressway across West Eugene. Portion extends outside UGB to connect to Highway 126. \$169 million. Included in Central Lane “financially constrained” RTP but Eugene Council has delayed implementation	New highway
Lane County	Big Creek Bridge Replacement – Adopted 1993 New bridge and highway realignment requiring estuarine fill and impacts on significant coastal shoreland habitat. Not constructed, existing bridge was repaired and existing alignment retained.	New Bridge
Lincoln County	Highway 20 realignment - Eddyville-Cline Hill Adopted 1994 New alignment for portion of Hwy 20 between Philomath and Newport. (4.7 miles). Constructed 2003.	New highway segment
Lincoln County	Highway 20 realignment – Pioneer Mountain - Eddyville New alignment for portion of Hwy 20 between Philomath and Newport (10.2 miles). Under contract. \$142 million.	New highway segment
Malheur County	Stanton Boulevard Extension / Connection – Adopted 2003 1 mile long new road across farmland to provide an improved commuter connection between Idaho and Snake River correctional facility. Estimated cost \$1.1 million.	New road segment
Springfield, Eugene	I-5 Willamette River Bridge Replacement – Adopted 2003 Exception to Goal 15 (Willamette River Greenway) to allow a temporary bridge and a replacement bridge on I-5 between Eugene & Springfield.	Bridge

Table 2: Potential Goal Exceptions for Roadway Projects

Region 1	Portland/NW Oregon	Roadway Type
Washington County	Western Bypass 99W to Highway 26 connection. Rejected in 1995-97 in favor of I-5 to 99W connector, improvements to Hwy 217, commuter rail and other measures. Not mentioned in Metro 2004 RTP. Washington County TSP (2002) calls for further study of options including a north-south circumferential highway.	Bypass
Multnomah County	Mt. Hood Parkway Metro 2004 RTP calls for a series of interim improvements to meet needs through 2020, but says “long-term need to develop a highway link between I84 and Highway 26 exists.”	New highway
Astoria	Astoria Highway 30 Bypass Connection from East of Astoria at John Day River to Young’s Bay.	Bypass
Astoria-Warrenton	Astoria-Warrenton Extended Bypass Extension of Astoria Bypass across Young’s Bay to connect with 101 in south part of Warrenton. Currently being studied as part of regional transportation study for Astoria	Bypass
Astoria-Warrenton	New Young’s Bay Bridge Widening or Replacement Bridge widening would likely require Goal 16 exception for impact to high value mudflats	New bridge
Seaside	Seaside Highway 101 Bypass Draft TSP prepared in 1997 assumed improvements to 101 adequate for 20 years. City referendum in 2005 turned down ODOT funding for 101 improvements. Many in community express preference for bypass improvements. ODOT has committed to work with community on TSP update.	Bypass
Sandy	Sandy Highway 26 Bypass City’s 1995 TSP considered a south side bypass but determined other improvements would be adequate through the 20 year planning period. However, TSP notes city expects significant growth and recommends that a bypass be considered for further study beyond the 20-year planning period.	Bypass
Wilsonville	New Willamette River Crossing Discussed in update of Wilsonville TSP. Also Wilsonville officials have recently expressed concern about impact of the 99W-I-5 Connector on I-5 through Wilsonville, accelerating need for an additional crossing and other improvements.	Bridge & Road

Region 2	Willamette Valley/ North Coast	Roadway Type
Woodburn	Southside Arterial Included in city's draft TSP (2004) with note that road would require either UGB amendment or a goal exception to be a planned facility. Estimated cost \$19.5 million	New Road
Woodburn/ Marion County	New southern interchange/ Butteville Road Proposed by city in 1990s as an alternative to rebuilding existing interchange and connection point to Southside arterial. Planned improvements to existing interchange will max out its potential over next 20 years. Marion County TSP (2005) also calls for a regional planning effort or study for this "recommended project" for a new interchange in northern Marion County.	New Interchange
Woodburn	Crosby Road Improvements 2004 Draft TSP calls for \$20 million in improvements. May not require an exception	Road widening
Canby	Arndt Road Extension County decided existing exception route is not viable because of RR bridge constraints and terminus conflicts at 99E; may propose a new exception for an alternative route	New road
Dallas	Fir Villa Road Extension City draft TSP (June 2005) includes proposed road extension outside of current UGB.	New Road
Lincoln City	Lincoln City Highway 101 Bypass City's Transportation Master Plan adopted in 1994 concluded that improvements to 101 would be adequate to 2015. The TMP nonetheless expressed strong interest by city to pursue a bypass as a long-term solution.	Bypass
Albany	Willamette River Bridge crossing. The city's 1997 TSP says existing bridges will reach capacity by 2015 and will need to be expanded or replaced. TSP recommends a new bridge connection between North Albany and Millersburg as a likely solution. City is now starting TSP update that may renew interest in this proposal. City is now starting TSP update that may renew interest in this proposal	New bridge
Albany	Seven Mile Lane Freeway interchange. 1997 TSP anticipates growth in South Albany will create need for new interchange – and recommends further study. TSP update now underway.	Interchange
Salem	Willamette River Bridge New Willamette River bridge crossing at Tryon/Pine Street corridor. Salem has funding for EIS work. May require exceptions for other roadway connections. (Possible exception to Willamette River Greenway goal.)	New bridge
Salem	South Salem River Crossing – Kuebler Boulevard extension to Highway 22 "to be pursued over a much longer time frame." ("Issues Requiring Future Study – Salem TSP, March 2005)	New road and bridge
Marion County	Mt. Angel Peripheral Route County's 2005 TSP calls for a series of "peripheral routes and strategic corridors" as long term (40-year) need	New road
Marion County	Turner-South Salem Peripheral Route. Included as long term (40-year) need in Marion County TSP 2005.	New road
Marion County	Stayton Peripheral Route. Included as long term (40-year) need in Marion County TSP 2005. Evaluated in Stayton TSP -2004 - city chose improvements to existing streets as adequate through 2025	New road
Marion County	Jefferson Peripheral Route. Included as long term (40-year) need in Marion County TSP 2005.	New road
Newport	Minor Arterial connection east of 101 from Harney Road to John Moore Road at Highway 20. Recommended in City TSP from 1997. TSP update now getting underway.	New road
Newport	Yaquina Bay Bridge Crossing.	New bridge

	New bridge across Yaquina Bay, likely adjoining existing bridge. 1996 TSP estimated other measures would meet needs through 2016. \$90 to \$100 million improvement. TSP update now getting underway. (Possible exception to Goal 16 for estuarine impacts.)	
McMinnville	Norton Lane Extension. New roadway connection including a new bridge across the South Yamhill River connecting to Highway 18 Bypass. Proposed in City's 1994 Transportation Master Plan.	New arterial; new bridge
Yachats	Cape Perpetua Highway 101 Bypass. Highway 101 south of Yachats has a number of substandard curves. Bypass proposed to meet standards. Possibility addressed in Yachats TSP. Lincoln County TSP update now underway.	Bypass
Benton County	Granger Avenue Realignment Possible realignment of road across EFU land to address capacity needs on Highway 20 between Albany and Corvallis. County TSP (2001) defers to refinement plan for additional consideration	New road
Benton County	Bellfountain Road / Airport Avenue Extension Two road extension options evaluated in 2001 TSP to allow traffic to bypass South Corvallis. Rejected in favor of minor improvements options that are to be evaluated further through a refinement plan. Cost, need for goal exceptions and environmental impacts were factors favoring minor improvements.	New road
Philomath	West Hills Road to Highway 20/34 Extension of West Hills Road around north side of Philomath considered in Benton County TSP, deferred in favor of improvements to Highway 20, not included in preferred alternative for 2015, may be warranted beyond the 20-year planning period.	New road
Lebanon	Lebanon Highway 20/34 Bypass Identified as a needed project in the Linn County TSP. Portion of the bypass would extend outside the UGB, requiring a goal exception. TSP work currently in process.	Bypass
Yamhill County	Willamette River Bridge at Wheatland Ferry County's 1997 TSP calls for further study of a bridge at the location of the Wheatland Ferry to provide improved access to I-5 and Salem. Also identified for study in Marion County TSP 2005.	New Bridge

Region 3	Southern Oregon	
Medford	South Stage Road Extension included as “Long Term Potential” corridor improvement in Jackson County TSP (2005) and Rogue Valley MPO RTP (2005)	New road connection
Medford	Highway 62 Portion of proposed new alignment for highway 62 would extend outside of the Medford UGB across farmland.	New Highway
Jacksonville	Jacksonville Bypass/Jacksonville Arterial Connector Proposed in Jacksonville TSP in 1996; included as “Long Term Potential” improvement in Jackson County TSP (2005) and Rogue Valley MPO RTP (2005)	Bypass/New arterial
Central Point	White City Highway 140 Connector. Included as “Long Term Potential” improvement in Jackson County TSP (2005) and Rogue Valley MPO RTP (2005)	New highway
Region 4	Central Oregon	
Bend	Highway 97 Eastside Bypass Proposed locally as alternative to Bend Parkway. High growth and discussion of other projects has renewed local interest in this as a long-term solution.	Bypass
Bend	Highway 97/20 North side Bypass. Current ODOT study of alternatives to Cooley Road interchange include a new north bypass segment connecting Highway 20 to 97 north of Bend. Rough cost estimate \$120 to \$140 million.	Bypass
Redmond	Redmond Highway 97 Eastside Bypass. Eastside bypass of Redmond evaluated in 1999 TSP Refinement Plan. Viewed as long-term solution. Estimated cost \$83 million. TSP update now underway.	Bypass
Redmond	Redmond Highway 97 Reroute extension. Connection at North end of city truck route extends outside UGB. Remainder of reroute is within UGB.	New road segment
Redmond	19 th Street Interchange	New interchange
Sisters	Sisters Highway 20 Bypass City’s 2001 TSP considered but rejected a bypass in favor of creating a couplet on existing city streets. Estimated cost was \$17 million. City has been unable to reach agreement on couplet design with ODOT (June 2005) and city has listed bypass as a long-range preferred solution with COACT.	Bypass
Deschutes Co.	Wickiup Junction Interchange	New interchange
Madras	Madras Truck Bypass. Discussed in 2001 TSP. Listed as long-range need in discussions with Central Oregon ACT in March 2005.	Truck Bypass
Crook County	Davis Road to Crooked River Highway 5-mile roadway connecting Juniper Canyon to Crooked River Highway. Identified as a potential project in 1997 Crook County TSP.	New Road
Region 5	Eastern Oregon	
Umatilla County	Barnhardt Road Extension 5-6 mile new road across farmland connecting Pendleton Airport to the I-84 interchange at Barnhardt Road. Intended to provide improved access to airport to support industrial development at the airport.	New Road