

## Chapter 9 ~ Outstanding Issues

The improvements called for in this Plan address many of, but not all, the regional transportation issues facing the Salem-Keizer area over the next 24 years. Some issues are not fully addressed by the projects identified in this Plan. The reasons for this are:

- The nature of these issues is very complex and further analysis is required to adequately understand the underlying travel demand contributing to the issues;
- Several potential approaches might be useful, either alone or in combination, to address these issues;
- An improvement may be identified; however, there may not be sufficient funding identified over the next 24 years for that improvement. This is particularly evident for the remaining widening of Interstate-5 and the identified corridor and interchange improvements along Highway 22. (See Illustrative List for these improvements not included in the 2019-2024 RTSP).
- Restrictions on the funds available preclude their use in being applied toward a particular issue (for example, Federal funds for Congestion Mitigation and Air Quality (CMAQ) are only for projects that address either improvement to the air quality or to reducing vehicular congestion in the region);
- No consensus solutions are currently identified to address these issues, and additional public deliberation and input is required before a preferred alternative can be selected and included in the Plan; and
- Several of these issues are the subjects of current ongoing planning studies, and as such, do not have any currently recommended solutions.

Outstanding issues that were identified in the preceding chapters, along with some broader issues facing the region, are summarized in this chapter. In addition to those regional transportation issues discussed below, the local jurisdictions and transit district will focus on transportation issues that will be addressed as part of a local TSP or as part of specific study processes associated with updating local comprehensive land use plans (a recent example was city of Salem's study of land use and transportation alternative designs for State Street).

Although interrelated packages of projects for each of these outstanding issues will likely be identified as a result of the ongoing planning studies, there may be instances where specific projects or actions to preserve right(s)-of-way for eventual projects are warranted prior to the completion of the entire study. If it can be successfully demonstrated that such actions have consensus support and have independent utility, i.e., the action or improvement is warranted on its own merits and will not preclude elements of a comprehensive solution, then they may be advanced individually and remain consistent with this Plan without being specifically identified in it.

## Funding Issues

As discussed in the preceding chapters and especially in **Chapter 6** (Finance), the region faces uncertain revenues in the future when compared with the increasing and continuing need for roadway operation, maintenance, and capital funding. State highway funds will increase as a result of House Bill (HB) 2017 (adopted in 2017) providing funds to the local jurisdictions for operation and maintenance of the existing road system; however, costs of materials for maintenance could outpace the increase in state revenues. The Federal fuel tax has not been increased since 1993, and the Highway Trust Fund remains solvent only because Congress has transferred funds from the federal government's General Fund. This RTSP revenue forecast assumes a reasonable growth in federal funds (with a total of \$206 million of federal funds allocated to SKATS over the 24 years of the Plan) but eventually it will be up to the U.S. Congress to determine the amount of federal funds distributed to states and MPOs. This RTSP makes the reasonable assumption that voter-approved bonds will be passed by the city of Salem over the lifetime of the Plan; if they are not passed, less revenue will be available for both the local and regional roadways that are owned by Salem. In summary, implementation of the projects identified in the plan are tied to funding decisions at the federal, state, and local level.

The uncertainty in future funding impacts all the jurisdictions in the area including the Salem Area Mass Transit District (SAMTD). When the SKATS MPO was designated as a Transportation Management Area (TMA) in 2002, SAMTD lost the ability to use a significant percentage of its federal transit funds to support operation of their buses. Instead, SAMTD must use the federal funds it receives primarily on capital expenses such as purchasing new buses or constructing bus shelters and transit centers, as well as preventive maintenance. Only a limited amount of its federal funds can be used for operations. To expand service (i.e., operations), previously SAMTD had to rely on local funds which required voter approval. New state funding (from HB2017) from the new employee payroll tax can be used for operations, allowing SAMTD to expand its weekday service hours and begin offering service on the weekends starting in 2019. Over the long-term, to keep or expand SAMTD's services, it remains to be seen if the state payroll tax will keep pace with increases in operating costs or will an increase in the payroll tax or other revenues be needed or will SAMTD need to revise its services.

Another significant funding issue concerns changes to the vehicle fleet, federal and state legislation or regulations, and transportation revenues. As vehicles become more fuel efficient or don't require any gasoline or diesel, it will have major impacts to the amount of revenues collected from the federal and state fuel taxes. Over the next several decades, we likely will see considerable changes in the vehicle fleet and its fuel efficiency. Oregon's fleet is expected to include more electric vehicles and hybrids as more models are provided by manufacturers and charging locations becomes more generally available. With HB2017, the Oregon Legislature provided incentives for

purchasing electric vehicles. Fuel efficiency of vehicles under the federal CAFE (corporate average fuel economy) standards will increase to 37 mpg (about 43.7 mpg for cars and 31.3 mpg for light trucks) by 2020. By 2025, the fuel economy standard was required to increase 51.4 mpg; however, in 2018, the US Department of Transportation and the Environmental Protection Agency made a joint proposal to freeze the CAFÉ standard at the 2020 level. That proposal was challenged by 16 states and the District of Columbia. As of April 2019, this proposal has not been finalized.

Recognizing that revenues from Oregon's fuel tax would not keep up with needed revenues, Oregon was first in the nation to pilot a vehicle miles traveled tax in 2007 and the first to pass legislation in 2013 for a permanent road use charge system. The current implementation (OReGO) is a voluntary system. In addition, a proposal for tolling in the Portland area (on sections of I-5 and I-205) may start a longer-term change to more tolling on Oregon roads. These ongoing and simultaneous changes to fleets, efficiency standards, and alternative ways to collect revenues will have a profound impact in the amount of revenues available for transportation.

## Safety

SKATS collects and analyzes information about crashes within the SKATS area using 2007 to 2016 data provided by ODOT's Crash Analysis and Reporting Unit. Total vehicle-only crashes over those 10 years have increased from about 2700 crashes per year (in 2007) to 4150 per year (in 2016). Crashes that included injuries increased from 1219 per year (in 2007) to 2245 per year (in 2016). Serious injury crashes increased from 50 per year (in 2007) to 106 per year (in 2016). Over the 10 years, there were 116 fatalities from crashes with the years 2014-2016 averaging 15.7 per year. Of the serious injuries, 13 percent involved an injury to a pedestrian and 7 percent to a bicyclist. Of the fatalities, 35 percent were to pedestrians and 3 percent to bicyclists. About three-quarters of all crashes occur on arterial streets with about two-thirds of fatalities on arterials. For serious injury crashes, the top cause was collision when vehicles were turning (31 percent), followed by rear-end collisions (19 percent), collisions with fixed objects (17 percent), and angle or sideswipe collisions (16 percent).

As described in the preceding paragraph, over the 10 years, there has been an increase in the number of total crashes, injury crashes, and serious injury crashes within the SKATS area. This trend in crashes has been true for most of Oregon and the country.

At the state level, ODOT has put more resources to address safety and adopted a new Transportation Safety Action Plan (TSAP) in 2016. The TSAP provides the long-term vision of zero deaths and life-changing injuries and provides goals policies and strategies to work toward this vision. The long-term elements of the Plan provide guidance to policy-makers, planners, and designers about how to proactively develop a transportation system with fewer fatalities and serious injuries. The TSAP also includes a near-term component in the form of Emphasis Areas (EA) and actions. Each year,

ODOT also develops an annual Transportation Safety Performance Plan that identifies problems, establishes performance goals, and lists the program and projects to implement. For 2019, ODOT had a total of over \$18.6 million for the programs in the Performance Plan with grants for driver education, educational campaigns, training, enforcement, city- and county-level safety plans, and related programs. ODOT also continues to provide engineering and construction funding through its ARTS (All-Roads Transportation Safety) program.

Improving safety has been a top priority of the local jurisdictions in SKATS as well as the SKATS Policy Committee. In the last 20 years, the local jurisdictions and ODOT have constructed dozens of projects to improve safety for all users (drivers, pedestrians, and bicyclists) with a significant contribution coming from the discretionary funds available through SKATS. These include everything from improved signals, medians, speed humps, permanent radar speed signs, rumble strips, Rectangular Rapid Flash Beacons (RRFBs) for intersection and mid-block crossings; many new sidewalks and off-street paths, sidewalk corner bulb outs, a modern roundabout (in Keizer), buffered bike lanes, green lanes for bicyclists and bike-only signals, and many other projects that could be listed and approved for near-term funding (e.g., the Union Street Family Friendly Bikeway). To address an increase in pedestrian crashes and fatalities, the city of Salem completed a Pedestrian Safety Study in 2018 with citywide strategies and site-specific improvements. Salem is currently initiating its “Safe Crossing Program” – an objective, request-driven process for implementing new pedestrian crossings. The city of Keizer maintains a Traffic Safety-Bikeways-Pedestrian Committee to make recommendations on projects and practices that improve safety.

SKATS is involved in each of the aforementioned areas: working with ODOT on safety policies and safety targets, coordinating with the local jurisdictions on safety committees and planning, and working with the jurisdictions on advancing projects in the SKATS TIP and RTSP that improve safety. Most of the emphasis by SKATS has been on the engineering side of safety; however, beginning in 2018, SKATS has started to coordinate with the state and local agencies about partnerships on the educational side of safety.

## **Pedestrian and Bicycle**

Providing safe and convenient pedestrian facilities along and across the regional road system is supported by the policies of this Plan. SKATS has always allocated a significant portion of its available funds in the SKATS TIP to sidewalk or urban upgrade projects that add sidewalks to streets and provide safer crossings (see earlier section on Safety), especially streets near schools and along transit routes. However, because many areas within SKATS were initially built with roads that lacked sidewalks, there is still a large portion of arterials and collectors that lack basic sidewalks.

Improving connectivity and safety for bicyclists in the SKATS area is a continuing aim

in the Regional Transportation Systems Plan. Over the last two decades, individual bike projects and street upgrades have added many miles of bike lane and bike facilities to the regional system. However, similar to the discussion on sidewalks, many of the older road segments were not initially constructed with bike lanes or even shoulders outside the travel lanes to accommodate bicycles. Several portions of the designated Regional Bicycle System in the SKATS area cannot currently accommodate the addition of dedicated bike lanes or even widened outside travel lanes without either significant right-of-way purchase or a reduction of the number travel lanes. Two examples are River Road North from Chemawa Road to Shangri-La Street and Liberty Road South from Commercial Street to Browning Avenue. Impediments to the addition of bicycle facilities on these segments range from safety concerns to the financial cost of acquiring the necessary right-of-way to outright community opposition. At other locations, crossing intersections and traveling or making turns alongside traffic poses hazards to the bicyclist. Finding satisfactory solutions to all these issues will require additional time and study and remain an continuing issue in the regional transportation planning process.

## Goods Movement

More than any other topic discussed in this Plan, the movement of goods is typically regarded as confidential business information such that the businesses involved do not share the data they collect. The need for additional information regarding the quantity and type of goods being moved in and around the SKATS area, as well as a more thorough identification of freight-critical routes and associated problem areas, is an issue that needs to be addressed in the future to design better solutions to ensure future mobility.

Further, it has been identified that the region needs a comprehensive and coordinated approach toward the movement of freight, mainly by truck, into and through, the area. Ensuring that large trucks can efficiently and safely convey their cargo is a priority for the economy.

Currently under consideration by the Oregon Transportation Commission is the funding of an intermodal transfer facility in the mid-Willamette valley. Of the two proposals, one location is adjacent to the northern SKATS boundary at Brooklake Road. The proposal is to construct a facility for loading and unloading containers from trucks to trains (in this case operated by the Portland & Western Railroad). The primary use would be for the transshipment of agricultural goods from the Willamette valley to seaports for export to Asia. Construction of the facility would also entail modifications to the I-5 interchange at Brooklake Road and at the River Road and Brooklake Road intersection. The particular modifications would be finalized if and when the intermodal facility is funded and moves toward realization.

## Resiliency & Seismic

A transportation system is never more important than when a disaster strikes when emergency responders need to access the affected area. However, as described in the end of **Chapter 5**, ODOT has identified many state-owned and local jurisdiction bridges along important routes that are vulnerable or potentially vulnerable to seismic events. In addition, other routes could be blocked due to buildings collapsing or power lines that have fallen into the roadway.

Currently a study is underway to determine what modifications would need to be made to the Center Street Bridge over the Willamette River to address its vulnerability to seismic events. Initial results put that costs at over \$90 million. As part of HB2017, \$60 million was allocated by the Legislature to implement the solution(s) that are the result of this study. So, it will require a decision by ODOT and possibly the Legislature to find additional funds to satisfactorily seismically upgrade the Center Street Bridge.

In general, additional study needs to be done on how the transportation system will operate during and after major storms, disruptions, and other events (see **Appendix R – Resiliency** for further discussion).

## Rail

Intercity passenger rail service can provide a viable alternative to automobile travel over medium to longer-distances, be it for commuting or for shopping/recreation trips. ODOT Rail has been leading a study of the future for intercity passenger rail along the *Cascade* corridor between Eugene and Portland in Oregon and continuing to Seattle and Vancouver, B.C. This study is examining where and how to expand the current passenger rail service to better accommodate the needs of the traveler in the future while at the same time being consistent with work already completed by Washington DOT. The preferred alternative is along the existing Union Pacific (UP) corridor. The Draft Environmental Impact Statement (EIS) was made available for public comment in October 2018. A final EIS is to be released in 2019 (see [www.oregonpassengerrail.org](http://www.oregonpassengerrail.org))

The other issue is to examine the potential and feasibility of intercity passenger rail service for commuters along the I-5 corridor between the Salem-Keizer area and the Portland Metropolitan area to the north and Corvallis/Albany to the south. This would focus on the people commuting between the metropolitan areas for work and offer a different type of service than is offered by the current *Cascade* corridor service. Two routes are available to the north. One follows the route of Amtrak's passenger trains by using the UP line to the east of I-5 to Oregon City and then to Union Station in Portland. The second option is to use the P&W (ex-BNSF) line that runs to the west of I-5 from Keizer to Wilsonville where it would connect with Tri-Met's Westside Express Service (WES) commuter rail service linking Wilsonville and Beaverton. Discussion of the need for this type of service initially took place in early 2000s. The 2019 Legislature

included a bill (HB 2219) to create a 17-member task force on extending the Westside Express Service commuter line to Salem.

Other outstanding issues that cannot be fully addressed by this document include the preservation of land that is currently capable of being served by rail and the reduction of land-use conflicts near existing rail lines.

### **Transportation System Efficiency Management**

Improving mobility in regional transportation corridors where the physical and political impediments to adding right-of-way are high is identified as an "outstanding issue" in this RTSP Update. Exploring the feasibility of ways to increase the efficiency and capacity of the existing infrastructure needs to be move beyond a cursory look that typically takes place in planning studies.

### **Public Transportation**

One of the challenges facing the SAMTD is acquiring funds to increase and/or replace their bus fleet. Part of the reason is the elimination of earmarks in recent federal surface transportation authorizations. To better allocate their funds, SAMTD is formalizing their process for replacing, renewing, and maintaining their physical facilities and rolling stock. Developed as part of federal requirements, their Transit Asset Management (TAM) Plan that was finalized in 2018. The TAM Plan provides a process to determine how and when their physical facilities and rolling stocks need to be replaced and maintained.

### ***ADA/Elderly and Handicapped-Related Services***

The district is currently meeting the demand for ADA (Americans with Disabilities Act)/Elderly and Handicapped services. But in the future with an aging population, the need for these services is likely to grow faster than available funding. As a result, the district will have to pursue additional funding. Cherriots currently provides training and assistance to users of this service to allow them to use the fixed-route Cherriots bus routes. SAMTD staff have projects underway to offer this training, and the effectiveness of it will be closely monitored.

### ***Intercity Bus Service***

The existing intercity bus service (Cherriots Regional) connects the Salem-Keizer urban area with cities in Polk and Marion Counties provides a baseline of service. Expanding this service to provide more trips each day and to other cities and towns in the area to better serve the population has been recently evaluated by SAMTD with a small increase to begin in 2019 using Statewide Transportation Improvement Funds (STIF). To go beyond this amount will require additional funds to be available. The Transit

District has developed other plans in the past few years to look at intercity transportation needs over the next 20 years.

## Roads

### *Willamette River Crossing Capacity / Salem River Crossing EIS*

The Willamette River Crossing Capacity Study (2000) identified the Tryon/Pine Corridor as the preferred location for the eastern terminus of a new bridge across the Willamette. The Salem River Crossing Study began in 2006 with a funding agreement between ODOT, SKATS, and city of Salem; a consultant was hired to develop the Environmental Impact Statements (draft and final), working with ODOT, city of Salem, SKATS, and the Oversight Team.

An Oversight Team (primarily elected officials on the SKATS Policy Committee) was formed to develop the Purpose and Needs statement for the EIS. Initial work focused on analyzing 17 crossing concepts along 10 potential alignments. Assisting in the review of concepts was a Stakeholder Task Force, which narrowed the alternative to three corridors. A draft EIS was published in April 2012 that evaluated eight build alternatives in those three corridors plus a no-build corridor. After a series of Open House events and online public engagement, the task force recommended the top choices to the Oversight Team, which selected Alternative 4D as their preliminary recommendation for the Locally Preferred Alternative (LPA). In 2012 and 2013, the Salem City Council held a series of work sessions and public hearings, eventually rejecting Alternative 4D and endorsing the “Salem Alternative” that generally followed the Alternative 4D alignment over the river but reduced both the footprint on both ends, reduced the number of lanes of the bridge and other roadways, reduced the amount of elevated structures and developed additional bicycle and pedestrian facilities. In February 2014, the Oversight Team unanimously recommended to advance the LPA based on the Salem Alternative as the preferred alternative for the Final Environmental Impact Statement (FEIS). [The basic alignment of the Salem Alternative included a new bridge and connecting ramps and roads from Pine Street NE at Commercial Street NE to Wallace Road NW at Hope St NW, with an at-grade north-south street (Marine Drive) that at its southern end elevated to connect to Highway 22W – see Salem River Crossing website for details]. The project team did additional public outreach on the Salem Alternative in May and June of 2014.

In order to adopt the Salem Alternative as the LPA in local land use and transportation plans, in October 2016, there was a joint public hearing for expanding the urban growth boundary (UGB) and other needed ordinances by all the affected jurisdictions (Marion County, Polk County, city of Salem, and city of Keizer). The city of Salem passed its ordinance in December 2016. However, Salem’s ordinance was appealed to the Land Use Board of Appeals (LUBA), whose final order in August 2017 denied the majority of the appeal but did find three issues that the city needed to address. In early 2018, after

new councilors were elected on the Salem City Council, the council formed a Congestion Relief Task Force to look at possible lower cost alternatives that would relieve congestion on the Center Street and Marion Street bridges and connecting infrastructure. The final report of that study recommended some lower cost options, but they would have a limited (and unquantified) result for solving traffic congestion.

In the fall of 2018, ODOT and FHWA informed the city of Salem of the remaining task to complete the FEIS and for FHWA to issue a record of decision (ROD). Failure to do those tasks by September 30, 2019 would require ODOT and SKATS to payback all or a portion of the federal funds expended on the project. The Salem City Council held a work session in January 2019 and a public hearing in February 2019, both heavily attended by members of the public: the council eventually decided not to address the LUBA remand and to support the No-Build alternative for the LPA and ROD. ODOT is developing a Final EIS for the No-Build.

Following its decision in February 2019, members of Salem City Council (including councilors who rejected the Salem Alternative and supported the No-Build as the LPA) stated that they are willing to continue to examine projects to relieve congestion on the bridges and possibly re-look at a new bridge crossing at another location. However, given the complexity and cost for beginning a new EIS process, including the interagency nature of the process, it may be a significant amount of time before another river crossing study would be started.

For the RTSP update in 2019, three projects that were part of the Salem Alternative LPA are identified in this financially constrained Plan: constructing Marine Drive from Glen Creek Road north to bridge ramps at Hope Street NW (\$297), widening and realigning Front Street between River Road North and Norway Street NE (\$96), and including \$20 million for use in preserving and purchasing right-of-way associated with the bridge (R001).

The Willamette River Crossing Capacity Study of 2000 also recommended further study of an additional bridge in the Kuebler/Doaks Ferry area to the south of the existing bridges and the consideration of a “beltline” highway around the Salem-Keizer area. Currently, there is neither the funding nor consensus regarding a future bridge in the Kuebler corridor. For these reasons, they are not included as specific projects in this plan but are identified as components of a future vision of the area that will continue to draw attention over time.

### ***Kuebler-Cordon-Hazelgreen Circumferential Route***

Kuebler Boulevard, Cordon Road, and Hazelgreen Road form a circumferential route around the Marion County portion the Salem-Keizer area. This route also functions as the emergency bypass route when incidents close major facilities such as I-5, Portland Road, Lancaster Drive, or other regional roads. It is critical that this route retain its

functionality as a beltway for moving goods and people through the urban area in the most efficient and expedient manner. Toward this end, Marion County and Salem are working toward interconnecting the signals along the corridor to optimize progression and generally limiting future access to street connections to those that support regional movement. A study beginning in 2019 will study the corridor and determine what is needed to ensure the corridor continues to operate as development continues in east Salem. In addition to existing access management standards, Salem and Marion County will explore additional strategies to support the function of this route for through movement of goods and people. These strategies could include, but are not limited to, the development of alternative access options, closure of problematic or unnecessary connections, and adjacent land development strategies. In addition, the necessary progression standards, engineering design standards, ordinances and/or resolutions to preserve the beltline function of the entire corridor establishing this as a priority for the region will need to be adopted or endorsed by the jurisdictions affected.

### *I-5 Interchanges at Brooklake Road and Chemawa Road*

These facilities are congested, and recent developments in the area are expected to place additional demands on the interchanges. Interchange Area Management Plans (IAMPs) are needed to identify the severity of the expected problems and to evaluate and recommend preferred solutions.

#### I-5/Chemawa

The interchange connecting Chemawa Road and I-5 was designated an outstanding issue in the 2002 RTSP Update. An Interchange Area Management Plan (IAMP) was completed in 2011 and is currently being considered by the affected jurisdictions for adoption and inclusion in their plans. After this step, the IAMP will be endorsed by the SKATS Policy Committee and then submitted to the Oregon Transportation Commission (OTC) for adoption into the State Highway Plan. Subsequent updates or amendments to the RTSP will include projects from the IAMP that have funding identified, that meet the goals presented in **Chapter 3**, and that have regional consensus.

#### I-5/Brooklake

The interchange connecting Brooklake Road and I-5 is currently controlled with stop signs on the off-ramp approaches. As the area's businesses develop and more residents of the northern part of the SKATS area (particularly Keizer residents) utilize this interchange to access I-5 heading north or south for jobs or shopping, the ability of the existing facility to adequately meet the mobility needs while satisfying safety goals will be diminished. Also, if the Oregon Transportation Commission decides to fund the proposed intermodal facility just north of Brooks, this will increase the number of trucks using the interchange. It is recognized by ODOT and SKATS that

the question of how best to meet these requirements needs to be addressed. ODOT has plans for an Interchange Area Management Plan to begin in late 2019. Results from this IAMP will be included in the 2023-2047 RTSP, as appropriate.

### ***OR 22 West (OR 51 to Willamette River Bridges)***

This section of Highway 22 in West Salem has been the focus of study mainly due to safety and congestion issues. Increasing development in West Salem and Polk County – as well as increases in through trips – will increase travel demand and exacerbate safety issues on this section of Highway 22. An Expressway Management Plan (EMP) was completed in 2010 for the section of Highway 22 from Greenwood Road to Doaks Ferry Road. Projects from this EMP will be included in future RTSP updates once funding for them is identified. Work on the second half of the corridor (from Doaks Ferry Road to the Willamette Bridges) was put on hold by ODOT until the Salem River Crossing EIS was completed.

### ***Oregon Alternative Mobility Targets***

As part of the Oregon Highway Plan, ODOT has developed and adopted, via the Oregon Transportation Commission, a set of mobility targets that apply to ODOT owned and operated facilities. These mobility targets are meant to ensure that an acceptable and reliable level of mobility is maintained on the state highway system. In certain cases, as projects are implemented on the state roads that result in the mobility targets not being met, alternative mobility targets may need to be adopted to reflect the unique situation in that area. In such cases, ODOT would develop a package of investments that would result in the level of mobility meeting the alternative standards.

### ***Lancaster Drive***

Lancaster Drive is the main north-south corridor in eastern Salem providing connections to businesses, educational institutions, and homes. Daily traffic volumes on segments of Lancaster Drive are among the highest in the SKATS area. Unfortunately, the number of crashes is also among the highest in the region as several intersections on Lancaster are consistently in the annual list of top ten crash locations. Complicating this is the shared ownership of Lancaster Drive by Marion County and city of Salem. Over the years, the city and county have constructed improvements to address capacity and safety issues such as medians to reduce conflict points, extra turning lanes for capacity, better traffic signals, reflectorized backing plates for signals, and pedestrian crossing lights. The city and county should consider a future planning study to address the safety, congestion, and land use issues that exist along the corridor.

## Future Mobility

With a few exceptions, many of the urban arterials in the area have reached their ultimate physical width. As the population in SKATS continues to increase, the area will need to consider using techniques other than road widening to provide for the area's mobility. In the last 10 years, there has been the development and investment in what is termed "New Mobility." This spans from people using mobility as a service options (e.g., bike share, taxi/car share) to the development of autonomous vehicles.

Within the timeframe of this Plan, an increasing amount of "connected vehicle" infrastructure will likely be put in place. This infrastructure provides information to the vehicle regarding the traffic and road situation (e.g., whether there is a crash ahead), as well as gathering data from the vehicle on the traffic flow and other pertinent information. Whether vehicle to vehicle (V2V) or vehicle to infrastructure (V2I), the process has already started, and both the public and private sectors are involved, working toward ensuring the interoperability of such devices.

Around the world many larger cities and regions are experiencing an increase in travel via "mobility as a service." Beyond the traditional travel by public transit and taxi, carsharing and bike sharing operations are providing options to the public that weren't available, or even possible, 10 years ago. These services are facilitated by the increases in the capabilities of smartphones, wireless data networks and, to a degree, the increase in people living, working, or visiting denser urban areas. Whether these services expand from their current meager offerings in Salem remains to be seen.

Autonomous vehicles (AVs) have progressed from vehicles with rudimentary capabilities to ones that are being tested on the streets around the world. Full-scale deployment is still (likely) years away; but during the time frame of this Plan, they are predicted to be available at the very least to fleet owners such as taxi companies and transit operators.

These technologies have the possibility to change the way that people use and interact with the transportation system. This could result in the need for a different set of funding priorities, depending on how successful or not they are with the public.

## Future Regulations

Several pieces of legislation at the federal and state level are anticipated to have an impact on the SKATS area and how projects are funded and built in the future. At the federal level, the reauthorization of the surface transportation act to replace the Fixing America's Surface Transportation (FAST) Act will be due in the fall of 2020. Commonly, each new act includes increasing regulations on states and MPOs. With the presidential election taking place during the same time period, it's unknown if the federal government will be able to agree on a new Act. It may be more likely that a continuing

resolution will extend the funding until 2021. Also occurring in 2020 or 2021, the federal Highway Trust Fund (HTF) will run out of money unless there is another transfer from the General Fund. The Congress will have debates about ways to increase funds into the HTF; but given that the federal fuel tax hasn't changed since 1993, it remains to be seen if federal fuel taxes will be increased to keep the Highway Trust Fund solvent.

At the state level, there were two large transportation bills passed in 2009 and 2018, which increased the fuel taxes and vehicle registration fees. These funds have helped reduce the impact of inflation on the purchasing power available to ODOT and the local jurisdictions. However, construction costs are still rising which may require additional increases in the revenues collected in the future. The 2018 Legislature also provided needed state revenue for transit operations. Looking forward, the next major state bill affecting transportation concerns potential taxes on carbon ("Cap and Invest" bill) to reduce greenhouse gases. This bill is a major legislative priority of the 2019 Legislature and Governor. As of this draft RTSP update, it is yet to be determined how potential revenues will be distributed or the eligibility of transportation projects from those funds.

These issues will be followed closely and integrated into future updates or amendments of the RTSP, as needed.