



CITY OF SALEM
Written Testimony
City Council

555 Liberty St SE
Salem, OR 97301

Wednesday, January 30, 2019 6:00 PM

Council Chambers

City Council Work Session - Salem River Crossing

2.a. [19-53](#) Information on the Salem River Crossing Project for Council Work Session on January 30, 2019.

Ward(s): All Wards

Councilor(s): All Councilors

Neighborhood(s): All Neighborhoods

Result Area(s): Welcoming and Livable Community; Strong and Diverse Economy; Safe, Reliable, and Efficient Infrastructure; Natural Environmental Stewardship; and Good Governance.

Recommendation: Information Only.

Attachments: [SRC O+A Final Report](#)

[App A: Description of Preferred Alternative \(Jan 2019\)](#)

[App B: Letter to Council from SKATS \(Nov 2018\)](#)

[App C: FHWA Order 5020.1A on Repayment \(Jun 2018\)](#)

[App D: Cost Estimating Third Willamette Bridge \(Oct 2016\)](#)

[App E: Salem River Crossing Revenue Project \(Nov 2014\)](#)

[App F: Mission Street Retrospective \(Feb 2013\)](#)

[App G: Wallace Marine Park Section 4\(f\) Draft Findings](#)

[Public Comment received through 3:00 pm on 1-29-19](#)



City of Keizer

Phone: (503) 390-3700 • Fax: (503) 393-9437
930 Chemawa Rd. N.E. • P.O. Box 21000 • Keizer, OR 97307-1000

November 21, 2018

Mayor Chuck Bennett
City of Salem
555 Liberty St SE, Room 220
Salem, OR 97301

Re: Salem River Crossing and Environmental Impact Statement (EIS)

Dear Mayor Bennett:

The Salem-Keizer Area Transportation Study (SKATS) Policy Committee sent a letter to the Salem City Council dated November 13, 2018 requesting the Salem City Council to undertake required actions to respond to the Land Use Board of Appeals remand and support the completion of the Final Environmental Impact Statement for the Salem River Crossing.

At the November 19, 2018 Keizer City Council meeting, the Council adopted a Resolution concurring with the SKATS Policy Committee letter and requesting that Salem undertake these actions. I have attached a copy of the Resolution, as well as the November 13 SKATS Policy Committee letter and attachments.

Please contact me if you have any questions. Thank you.

Sincerely,

Cathy Clark,
City of Keizer Mayor

"Pride, Spirit and Volunteerism"

1 CITY COUNCIL, CITY OF KEIZER, STATE OF OREGON

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3 Resolution R2018- 2925

4
5 CONCURRING WITH SALEM-KEIZER AREA TRANSPORTATION
6 STUDY (SKATS) POLICY COMMITTEE REQUESTING THE CITY
7 OF SALEM TO UNDERTAKE THE REQUIRED ACTIONS FOR THE
8 SALEM RIVER CROSSING
9

10 WHEREAS, the City of Salem and other local partners adopted an urban growth
11 boundary amendment to accommodate the future alignment of the preferred alternative for the
12 Salem River Crossing;

13 WHEREAS, the City of Keizer was one of the other local partners that adopted the urban
14 growth boundary amendment by Ordinance No. 2016-763;

15 WHEREAS, the City of Salem's adopted amendment was appealed to the Land
16 Use Board of Appeals (LUBA) which was remanded back to the City of Salem;

17 WHEREAS, the City of Salem has not acted on resolving the remand issues to
18 date or completed the draft Final Environmental Impact Statement;

19 WHEREAS, Salem-Keizer Area Transportation Study (SKATS) Policy
20 Committee has forwarded a letter to the City of Salem requesting that the City of Salem
21 undertake the required actions to respond to the LUBA remand and complete the Final
22 Environmental Impact Statement;

23 WHEREAS, the City of Keizer concurs with the request by SKATS;

24 NOW, THEREFORE,
25

1 BE IT RESOLVED by the City Council of the City of Keizer concurs with
2 SKATS and requests that the City of Salem undertake the required actions to respond to
3 the Land Use Board of Appeals remand and complete the Final Environmental Impact
4 Statement for the Salem River Crossing.

5 BE IT FURTHER RESOLVED that this Resolution shall take effect immediately
6 upon the date of its passage.

7 PASSED this 19th day of November, 2018.

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9 SIGNED this 19th day of November, 2018.

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Cathy Clark

Mayor

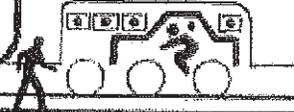
Amy Dy

City Recorder

COPY

SKATS

SALEM-KEIZER AREA TRANSPORTATION STUDY



100 High St. SE, Suite 200 Salem, OR 97301 Phone (503) 588-8177 FAX (503) 588-6094

November 13, 2018

Salem City Council
555 Liberty St SE RM 220
Salem OR 97301

Re: Salem River Crossing and Environmental Impact Statement (EIS)

With this letter, the Salem-Keizer Area Transportation Study (SKATS) Policy Committee respectfully requests that the Salem City Council undertake the required actions to respond to the Land Use Board of Appeals (LUBA) remand and support the completion of the Final Environmental Impact Statement (FEIS) for the Salem River Crossing.

SKATS is the designated Metropolitan Planning Organization (MPO) for the Salem-Keizer area. An MPO is a federally mandated body for any urban area over 50,000 in population. MPOs are responsible for regional transportation planning that is continuing, cooperative, and comprehensive. The SKATS MPO is directed by a Policy Committee composed of elected representatives from the cities of Keizer, Salem, and Turner; Marion and Polk Counties; the Salem Area Mass Transit District; the Salem-Keizer School District; and a manager from the Oregon Department of Transportation's (ODOT) Region 2 office.

The SKATS Policy Committee and staff have been extensively involved throughout the Salem River Crossing Study and Environmental Impact Statement (EIS) process. Over the last 12 years, the Policy Committee has had numerous updates about the Salem River Crossing study. SKATS provided about half the funds used for the study. Five elected officials of the Policy Committee are also members of the Salem River Crossing study's Oversight Team.

This project has a long history that spans over a decade. Because SKATS has been involved since the outset, this letter begins with a history and milestones of the Salem

River Crossing Study and the EIS, and the SKATS Policy Committee's interest in seeing it completed.

Previous Willamette River Crossing Studies by SKATS.

SKATS has been the leading body for examining issues related to crossing the Willamette River in the Salem-Keizer area with studies completed by SKATS and its predecessors in the 1970s, 1980s, 1990s, and 2000s. In 1997-98, SKATS led the *Bridgehead Engineering Study*; and several projects from the study's recommendations have been constructed. The *Willamette River Crossing Capacity Study (1999)* and the *General Corridor Evaluation (2002)* evaluated 16 potential river crossing corridors from north of Keizer to south of Salem. Those two reports concluded that among those 16 corridors, the Tryon/Pine corridor best met the goals for reducing traffic congestion with the least negative impacts and should be studied in greater detail as part of an EIS.

History of the Salem River Crossing Study and EIS

The Salem River Crossing Study began in 2006 with funding agreements between the Oregon Department of Transportation (ODOT) and both the city of Salem and SKATS. Because a new bridge would have wide-ranging impacts for the Mid-Willamette Valley region, an Oversight Team was created that included key local jurisdictions and districts: City of Salem, City of Keizer, Polk County, Marion County, the Salem-Keizer Transit District, and ODOT. The Oregon Division of the Federal Highway Administration (FHWA) participated as a non-voting member. The city of Salem's representative on the Oversight Team began with Councilor Dan Clem, who was later succeeded by Councilor Jim Lewis.

Between 2006 and 2014, the Oversight Team met multiple times each year to guide the work of ODOT and local staff and the project consultants; define the purpose and need of the project; examine (and narrow) a wide range of alternatives; review traffic forecasts and impacts; discuss options for how roads should function; review bridge types; discuss potential funding options with affected local jurisdictions, stakeholders, and the community; and oversee many other aspects of the project during development of the EIS. A project management team (PMT) composed of staff from the city of Salem (Julie Warncke), ODOT (Dan Fricke), Polk County (Austin McGuigan), and SKATS (Mike Jaffe) collaborated on the EIS and coordinated the work of the consultant team. SKATS staff provided the numerous travel model forecasts used in the traffic analysis and was involved in many other aspects such as public outreach, document reviews, and numerous public and project meetings.

Before developing the alternatives evaluated in the draft EIS, in 2006 the PMT and consultant initially analyzed 17 crossing concepts (along 10 potential alignments) for a new river crossing between the existing bridges and Tryon Avenue (Salem Parkway),

Including several concepts for either widening and/or reconfiguring the existing Center Street and Marion Street Bridges. Over 400 people attended and submitted comments during Open Houses in 2007. A Stakeholder Task Force met over 20 times between 2006 and 2008; and in September 2008, the Task Force narrowed the alternatives to three corridors: the existing bridges corridor, a Hope Street to Tryon Street corridor, and a Hope Street to Pine/Hickory Street corridor.

The draft Environmental Impact Statement (DEIS) evaluated a total of eight build alternatives in those three corridors plus a no-build alternative. After extensive analysis, the DEIS (700+ pages) was published in April 2012. Two well-attended Open House events in May 2012 and an online questionnaire were used to gather public comments. After three more meetings of the Stakeholder Task Force – including consideration of public comments and a joint Oversight Team/Task Force meeting – in August 2012, the Task Force voted to advance Alternative 1 (No-Build), 2A, 4A, and 4D as the top four alternatives.

In August 2012, the Oversight Team selected Alternative 4D as a preliminary recommendation of the Locally Preferred Alternative (LPA) and requested additional feedback from individual jurisdictions and the public. Between 2012 and 2013, Salem City Council had a combination of 12 work sessions, public hearings, or project updates about the project. In June 2013, Salem City Council rejected Alternative 4D and endorsed the “Salem Alternative,” which was presented to the Oversight Team in August 2013.

Based on that input from Salem and direction by the Oversight Team, the project team designed a new LPA to align with all the major elements of the Salem Alternative, including reducing the number of lanes on the bridge span from six to four; changing the approaches on both the east and west ends of the proposed bridge from elevated ramps (as proposed in Alternative 4D) to surface street connections; changing the north-south connection in west Salem from an elevated roadway to an at-grade road (Marine Drive in the Salem Transportation System Plan); and developing additional bicycle and pedestrian facilities as part of the project. 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). Because the Salem Alternative wasn’t specifically included as one of the alternatives in the 2012 DEIS, additional public outreach (mailers to 5000 addresses in the study area and an Open House) occurred in May and June of 2014 to get community responses to the new LPA.

With the choice of the LPA for the FEIS selected by the Oversight Team and the local governments, the next step was to adopt the LPA into the local land use and transportation plans including adoption into the Polk County and city of Salem

Transportation System Plans. It would also require exceptions to Statewide Planning Goals or an Urban Growth Boundary expansion.

On October 12, 2016, there was a Joint Public Hearing of the various decision-making bodies (city of Salem, city of Keizer, Marion County, Polk County, and their corresponding Planning Commissions) for the proposed land use actions needed to accommodate the revised footprint including expanding the Urban Growth Boundary, City of Salem TSP amendments, and taking an exception to Statewide Planning Goal 15 (Willamette River Greenway). City of Salem passed Ordinance 14-16 on December 5, 2016 to approve these actions.

As you know, Salem's ordinance was appealed to the state Land Use Board of Appeals (LUBA). In its final order of 8/9/17, LUBA denied the majority of the petitioners' assignments of error except for three relatively minor issues that could be corrected by the city: adjustment of population forecasts, the zoning for the land to be added to the UGB, and making findings addressing the Willamette River Greenway Policies 2 and 6. To date, the Salem City Council has taken no action to address the LUBA remand.

In early 2018, the Salem City Council formed a Congestion Relief Task Force and retained a consultant to evaluate potential infrastructure improvements to reduce congestion on the bridges and connecting streets in downtown Salem and West Salem. The study examined every feasible idea from previous studies or newly submitted by the community but concluded that "no single project at a specific location significantly reduced congestion" on the two bridges. Ideas were then grouped into solution packages. The final report found that the costlier, long-term infrastructure options in these solution packages for widening the existing bridges – which were evaluated but not recommended by the Task Force -- would have "benefits that may not be long lived." Instead, the final report's recommendation of 14 short-term projects and programs (signage, minor infrastructure and operational projects, and travel demand management) will have a limited (and unquantified) result for solving congestion on, and around, the two bridges.

Since 2006, the Salem River Crossing Study and work on the EIS has cost over \$8 million (including \$3.9 million from SKATS). Thousands of hours of have been put in by city of Salem, ODOT, and MPO staff and the elected officials on the Oversight Team. The public has been extensively involved during the entire process.

An ODOT memorandum of October 30, 2018 (*attached*) outlines the remaining tasks to complete the FEIS and for FHWA to issue a record of decision (ROD). As noted, the ROD could be issued for the preferred alternative, but only if the land use and LUBA remand issues are resolved by the city of Salem. The other option would be that FHWA issue a ROD for the No-build alternative. FHWA's deadline to complete the FEIS and

ROD was extended to September 30, 2019. After that time, ODOT and SKATS may be required to payback all or a portion of the federal funds expended on the project; both ODOT and SKATS are strongly opposed to being in a position requiring us to payback any federal funds.

Past and Future SKATS Support of Improvements to the Existing Bridges River Crossing Area

SKATS shares the city's goal of identifying and funding projects and programs that reduce congestion on the existing bridge and extend its useful life and resiliency. Over the last 20 years, SKATS has provided a portion of its discretionary federal funds (matched with local funds and state funds) for multimodal programs and improvements to the reduce congestion on the existing bridges and connecting system including these projects:

- Improvements at the Center Street Bridge ramp exits to northbound and southbound Front Street (projects from the *Bridgehead Engineering Study*)
- Wallace Road @ Glen Creek Road intersection widening
- Multi-use path in Wallace Marine Park that connects to the Union Street Bicycle and Pedestrian Bridge
- New traffic signal and bike/pedestrian crossing at the Commercial Street and Union Street intersection.
- \$2.3 million for the Union Street NE (Commercial Street to 12th Street) *Family Friendly Bikeway* (construction in 2020)
- Annual funding (about \$500,000/year) for the Regional Traffic Signal Control System operated by city of Salem staff
- Approximately \$20 million in bus replacements, bus shelters, transit centers, and smart technology systems
- Regional Travel Options Program to promote/assist with ridesharing, vanpools, and other travel demand management (\$250,000/year from SKATS plus additional ODOT and Cherriots' funds).
- Center Street Bridge Seismic Retrofit Study: \$179,460 from SKATS plus match from Salem/ODOT
- SKATS advocated for the Center Street Seismic Retrofit - \$60 million was provided in *Keep Oregon Moving* (HB2017)

These projects have helped reduce or will reduce, either directly or indirectly, traffic congestion on the bridges as well as provide alternative options to using a vehicle for crossing the river. However, they have not been enough to significantly solve the traffic congestions problems that exist on the bridges today or the worse congestion forecast for the future.

Position of the SKATS Policy Committee

As noted above, we are rapidly approaching the end of our time limit for completing the FEIS for a new Salem bridge, and the process has been suspended until Salem finishes addressing the land use remand from LUBA.

It seems to be the right time, perhaps the last time, to ask the city to move the FEIS process onward in view of current and ongoing realities, such as;

1. Latest traffic volume numbers over the two Salem bridges are the highest ever and rising. In 2017, 72% of all weekday (Monday-Friday) traffic counts exceeded 100,000 vehicles per day! Population in the region is continuing to grow, and traffic demand on the bridges will increase.
2. As noted, the 2018 Congestion Relief study conducted by Salem showed no substantial congestion enhancements would occur from that study's short-term or long-term recommendations. After a decade of study, the LPA based on the Salem Alternative was selected as the best option available for substantially reducing congestion on the existing bridges and improving mobility for people and freight across the river.
3. There may not be any long-term answers to seismic threats that our current bridges can address. By next year we'll have a better understanding whether a seismic upgrade is feasible for the Center Street Bridge and approaches. Due to its design and age, the Marion Street Bridge is not being considered for any seismic upgrades. As noted in the DEIS, mitigation for seismic hazards using modern standards would be part of the structural design of the LPA's new bridge and structures.
4. We continue to see accidents or events at the bridge (such as the overturned hay truck on October 19th of this year) in which the traffic flow of goods and services is halted, not to mention the mobility needs of our residents. These blockages impact emergency services, traffic, and access since there is no nearby vehicle bridge to function as emergency response routes. We need an alternative crossing for the region to better ensure the provision of emergency services; and in the case of a Cascadia earthquake event, to be better prepared for a potential catastrophic failure of the existing bridges.

Completion of the Final EIS and a Record of Decision is only a first step in the process. It gives us permission from FHWA to take the next steps. Construction of a new bridge and other parts of the LPA will take many years and potentially be done in several phases, as demonstrated by other major regional projects like the Newberg-Dundee bypass. There will be future opportunities for the elected officials in the region to decide on funding and phasing for the actual construction of the LPA's new bridge and other

infrastructure. Abandoning the process now sets back our region for many years (or decades) to come.

Please don't let our region suffer from an inadequate and congested transportation system for generations. Please keep the process moving before time to complete the FEIS runs out.

Respectfully yours,

A handwritten signature in cursive script that reads "Cathy Clark".

Cathy Clark
Chair, Salem-Keizer Area Transportation Study (SKATS)

CC:lm

Attachment

h:/transport/Policy Committee/2018/Nov Spc Mtg/SKATS ltr 11 13 18.docx



Oregon

Kate Brown, Governor

Department of Transportation

Region 2 Headquarters

455 Airport Road SE Building B

Salem, Oregon 97301-5395

Telephone (503) 986-2600

Fax (503) 986-2630

MEMORANDUM

DATE: October 30, 2018

TO: SKATS Policy Committee

FROM: Dan Fricke, Senior Transportation Planner

SUBJECT: Salem River Crossing – Remaining Tasks to Complete the Environmental Impact Statement

At your October 23 meeting, the Policy Committee had an extended discussion about the Salem River Crossing and how to characterize the project in the update of the Regional Transportation Plan currently in preparation. To inform that and future discussions, you asked that I provide a summary of the remaining tasks to complete the Final Environmental Impact Statement (FEIS) and issue a record of decision (ROD). The following describes those remaining steps and additional information required to complete each.

- Project staff and the consultant team are working to complete drafting the FEIS document based on the preferred alternative identified by the Project Oversight Team. Drafting the document should be completed early next year.
- The City of Salem and other local partners adopted an urban growth boundary amendment to accommodate the future alignment of the preferred alternative. Project opponents appealed the City of Salem's adoption to the Land Use Board of Appeals (LUBA) which subsequently remanded the decision back to the city based on three technical issues. The city has not acted on resolving the remand issues to date. ODOT's State Agency Coordination agreement and administrative rule require, at OAR 731-015-0075(3):

"The Department shall rely on affected cities and counties to make all necessary land use decisions necessary to achieve compliance with the statewide planning goals and compatibility with local comprehensive plans after completion of the Draft Environmental Impact Statement or Environmental Assessment and before completion of the Final Environmental Impact Statement or Revised Environmental Assessment. These shall include adoption of general and specific plan provisions necessary to address applicable statewide planning goals."

Based on this, ODOT is not in a position to publish the FEIS and recommend adoption of the ROD for the preferred alternative to the Federal Highway Administration (FHWA) until the remand issues are resolved.

- FHWA has issued a preliminary “de minimis” finding for impacts from the project to Wallace Marine Park. This requires approval by the City of Salem as the park operator, documenting their concurrence as the “Official With Jurisdiction.” To date, the city has not provided that concurrence to ODOT and FHWA. This is necessary to complete compliance with the requirements of Section 4f of the 1965 Highway Act. While lack of concurrence would not stop the project, it would result in an adverse impact finding that would require extensive (and expensive) revision to the FEIS and 4f report – which we do not have the time or budget to complete.
- FHWA has extended the deadline to complete the FEIS and ROD to September 30, 2019. After that time, we may be required to payback all or a portion of the federal funds expended on the project. This would be a substantial financial impact on ODOT and SKATS – the agencies that have provided the majority of federal funds for the project.

To complete the process, FHWA must issue a ROD. The ROD could be issued for the preferred alternative, but only if the land use and LUBA remand issues are resolved by the City of Salem. The other option would be that FHWA issues a ROD for the No-build alternative. As I have stated on previous occasions to the Policy Committee, it would take an extraordinary set of circumstances for ODOT to put our partners in a position to have to payback any federal funds. Therefore, we will continue to work with our local partners and FHWA to reach a decision and issue a ROD prior to our September 2019 deadline.

Please let me know if you need additional information.

DLF:

cc: Sonny Chickering
Lisa Nell
Terry Cole
Sean O’Day
Mike Jaffe

24014	Site Name:	Salem Bridges (24-014)		Region:	2	Vehicle Type:	Vehicles	County:					
30	Mile Point:	25.90		Start Date:	1/1/2017	Lane / Direction / Flow:	Combined						
ADT:	95036	Avg Weekdays (Mon - Thu): 99841		Avg Day:	94960								
Max Hour:	8967	Day:	Fri	Date:	4/21/2017	Hour:	17						
Max Day:	113119	Day:	Fri	Date:	6/2/2017								
Sunday		Monday		Tuesday		Wednesday		Thursday		Friday		Saturday	
Date	Value	Date	Value	Date	Value	Date	Value	Date	Value	Date	Value	Date	Value
1/1	53442	1/2	58108	1/3	90091	1/4	89476	1/5	95908	1/6	101441	1/7	32643
1/8	26923	1/9	87961	1/10	95021	1/11	56086	1/12	90305	1/13	97447	1/14	77748
1/15	63712	1/16	84216	1/17	90349	1/18	95765	1/19	98509	1/20	101321	1/21	80084
1/22	64014	1/23	94946	1/24	97344	1/25	98787	1/26	100298	1/27	102330	1/28	83728
1/29	66697	1/30	94499	1/31	98207	2/1	100070	2/2	97954	2/3	95561	2/4	80788
2/5	59664	2/6	93568	2/7	96909	2/8	97402	2/9	99741	2/10	106079	2/11	89512
2/12	72043	2/13	99919	2/14	101091	2/15	97524	2/16	97831	2/17	107517	2/18	86493
2/19	68452	2/20	86792	2/21	99234	2/22	99833	2/23	102650	2/24	105480	2/25	90428
2/26	68218	2/27	96810	2/28	101120	3/1	103491	3/2	101540	3/3	106504	3/4	87076
3/5	72283	3/6	84054	3/7	98435	3/8	100216	3/9	101616	3/10	109168	3/11	86388
3/12	75498	3/13	96424	3/14	99542	3/15	101664	3/16	106491	3/17	106991	3/18	86085
3/19	77015	3/20	97567	3/21	101349	3/22	101278	3/23	103289	3/24	102770	3/25	84624
3/26	67016	3/27	92315	3/28	95107	3/29	95626	3/30	99408	3/31	106482	4/1	85013
4/2	77981	4/3	102342	4/4	103622	4/5	105371	4/6	105115	4/7	104644	4/8	90875
4/9	73960	4/10	100843	4/11	102978	4/12	103106	4/13	105669	4/14	111476	4/15	93951
4/16	72339	4/17	99480	4/18	103963	4/19	102751	4/20	105930	4/21	112878	4/22	90312
4/23	71920	4/24	97932	4/25	100363	4/26	102084	4/27	104907	4/28	111268	4/29	92364
4/30	77577	5/1	101061	5/2	103255	5/3	107330	5/4	107937	5/5	110950	5/6	91006
5/7	78276	5/8	103161	5/9	106231	5/10	107446	5/11	103130	5/12	110185	5/13	93588
5/14	80759	5/15	100393	5/16	102089	5/17	103736	5/18	105861	5/19	112005	5/20	95426
5/21	82053	5/22	103571	5/23	104563	5/24	105622	5/25	107989	5/26	110259	5/27	88933
5/28	77673	5/29	74034	5/30	103176	5/31	104990	6/1	108257	6/2	113119	6/3	92997
6/4	78700	6/5	104475	6/6	107130	6/7	107653	6/8	107935	6/9	110581	6/10	89595
6/11	76280	6/12	101129	6/13	103169	6/14	105001	6/15	104937	6/16	110701	6/17	88010
6/18	82002	6/19	100906	6/20	103343	6/21	104202	6/22	105395	6/23	109778	6/24	92530
6/25	79401	6/26	101379	6/27	102328	6/28	103815	6/29	105643	6/30	109988	7/1	89291
7/2	76287	7/3	97240	7/4	71103	7/5	104047	7/6	104879	7/7	109223	7/8	90692
7/9	78901	7/10	103103	7/11	104849	7/12	106316	7/13	105619	7/14	110412	7/15	91625
7/16	78415	7/17	102181	7/18	-	7/19	105382	7/20	105403	7/21	109084	7/22	89441
7/23	79046	7/24	101015	7/25	103948	7/26	105779	7/27	105924	7/28	108190	7/29	89609
7/30	78774	7/31	103915	8/1	107024	8/2	106244	8/3	105284	8/4	111227	8/5	93481
8/6	80955	8/7	102896	8/8	103070	8/9	104701	8/10	105550	8/11	107991	8/12	90091
8/13	76037	8/14	102129	8/15	106619	8/16	107301	8/17	105101	8/18	101670	8/19	80005
8/20	74323	8/21	67213	8/22	104755	8/23	106874	8/24	108113	8/25	111743	8/26	93887
8/27	78454	8/28	102190	8/29	103594	8/30	105242	8/31	109195	9/1	111245	9/2	88393
9/3	78753	9/4	74876	9/5	104768	9/6	102987	9/7	103428	9/8	110427	9/9	91273
9/10	76981	9/11	101046	9/12	102512	9/13	104198	9/14	105840	9/15	110516	9/16	90719
9/17	75445	9/18	98189	9/19	100801	9/20	101794	9/21	103324	9/22	109465	9/23	91302
9/24	76534	9/25	100383	9/26	102815	9/27	103941	9/28	105946	9/29	110080	9/30	88616
10/1	75707	10/2	100384	10/3	103399	10/4	105047	10/5	106095	10/6	109988	10/7	90486
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10/22	69024	10/23	99426	10/24	101122	10/25	103451	10/26	103591	10/27	109608	10/28	89016
10/29	72168	10/30	99353	10/31	102610	11/1	102372	11/2	102188	11/3	107783	11/4	84512
11/5	71094	11/6	98476	11/7	100066	11/8	99041	11/9	102433	11/10	100137	11/11	84222
11/12	70214	11/13	95659	11/14	99802	11/15	99209	11/16	102497	11/17	107519	11/18	85206
11/19	71214	11/20	98474	11/21	101316	11/22	99850	11/23	64566	11/24	82298	11/25	73328
11/26	66428	11/27	97417	11/28	98120	11/29	101460	11/30	100721	12/1	108866	12/2	84011
12/3	71188	12/4	98277	12/5	101548	12/6	101982	12/7	102247	12/8	106101	12/9	87745
12/10	72456	12/11	98120	12/12	99940	12/13	100642	12/14	102438	12/15	105193	12/16	84723
12/17	71363	12/18	96598	12/19	95988	12/20	100416	12/21	98764	12/22	99878	12/23	79976
12/24	64628	12/25	52209	12/26	81744	12/27	88403	12/28	89755	12/29	92627	12/30	76827
12/31	63626												
Avg:	72516	Avg:	95199	Avg:	100313	Avg:	101405	Avg:	102448	Avg:	106820	Avg:	86551

Amy Johnson

From: noreply@cityofsalem.net on behalf of dvgrn7@gmail.com
Sent: Monday, January 28, 2019 7:05 PM
To: citycouncil
Subject: Contact City Council
Attachments: ATT00001.bin

Your Name	Dave Garney
Your Email	dvgrn7@gmail.com
Your Phone	5037638715
Street	523 eagle nest st nw
City	Salem
State	OR
Zip	97304
Message	Dear Salem City Council members, Please build another bridge across the river. As a West Salem resident for over 15 years I can tell you how important this is to residents of both sides of the river. West Salem has grown so much one crossing is no longer enough to handle the traffic flow. We can't afford not to build a new bridge, the future will only bring more people to this city and it's only a matter of time before total gridlock. Regards, Dave G.

This email was generated by the dynamic web forms contact us form on 1/28/2019.

Amy Johnson

From: noreply@cityofsalem.net on behalf of kaylefley@comcast.net
Sent: Thursday, January 24, 2019 11:52 AM
To: citycouncil
Subject: Contact City Council
Attachments: ATT00001.bin

Your Name	Kay Lefley
Your Email	kaylefley@comcast.net
Your Phone	5033623532
Street	3537 CAMELLIA DR. S.
City	SALEM
State	OR
Zip	97302
Message	I would like to know from each councilperson if they are for or against the bridge. If against, what plan do you have to alleviate the traffic and safety issues that are present at this time.

This email was generated by the dynamic web forms contact us form on 1/24/2019.

Amy Johnson

From: Leigha Gaynair <leigaynair@gmail.com>
Sent: Tuesday, January 29, 2019 9:49 AM
To: citycouncil
Subject: Salem "Third" Bridge

Hello Council:

Just sending our continued "testimony" in support of the City of Salem funding and spearheading the addition of another bridge crossing. We live in the Highland Neighborhood and are VERY MUCH IN SUPPORT of building a bridge in our neighborhood. We feel this will spur growth in our area, increase desirability for the north and northeast side, and draw development of the waterfront. You have voted as a group to allow the largest homeless shelter in Oregon in our neighborhood. We would like to see something positive. The bridge is a public safety issue as well for folks living on the west side of the river. As a community we have voted to build a new police facility, retrograde the library, State St. Corridor improvements, and many other worthy projects. This is something that needs to happen and you are a strong group that can see it through. Plans can certainly include a bike lane on a new bridge, a park surrounding and bike trail connecting to downtown parks. Let's get it going and do something that will have a long term positive impact on our city.

Again, HIGHLAND NEIGHBORHOOD residents that WANT the bridge. Please vote to keep the conversation open and move forward and utilize the studies we have already paid for. Keep the options open. Maybe in time we can get state funding/grants or other funding methods.

Thank you for your time, efforts and service to our community.

Leigh and Robert Gaynair
Highland Neighborhood

Amy Johnson

From: Norm Baxter <nwbaxter11249@gmail.com>
Sent: Monday, January 28, 2019 6:15 AM
To: CityRecorder
Subject: Review of the "PreferredAlternative"
Attachments: Bridge comments to City Council 012819.docx

Please provide these comments to all members of the City Council for their Work Session of 1/30/2019.

--

Norman W. Baxter
nwbaxter11249@gmail.com

"If your trade is with the Celestial Empire, then some small counting house on the coast, in some Salem harbor, will be fixture enough."

My name is Norm Baxter, and I reside at 980 Lefor DR NW, Ward 8, Salem, OR 97304. This comment pertains to the City Council review of the possible construction of the “preferred alternative” bridge across the Willamette River, Salem City Council Work Session 1/30/2019.

To Members of the City Council:

As a resident of West Salem I am adamantly opposed to the so called “preferred alternative” which would result in another bridge being built across the Willamette River. That badly flawed proposal would destroy a portion of the largest park in West Salem, close the Rosemont exit, and destroy numerous homes and businesses. It will cost hundreds of millions and possibly as much as a billion dollars. That debt will be paid for with the collection of tolls on all three bridges, a gas tax, and higher vehicle registration fees. Two of those bridges have already been paid for once with taxpayer money. According to ODOT engineers, all that destruction and expense would lead to a structure that would not materially reduce traffic congestion. These are facts. The Council should disregard the gullible and willfully ignorant who, despite all evidence to the contrary, believe that this ridiculous project will get them to their evening dinner table five minutes early. **It is time to abandon this flawed project once and for all. It is a waste of the council’s time and taxpayers’ money.**

The public is being flooded with false information deigned to build support for this boondoggle. Spurious polls and outright falsehoods are being used on social media to distort this debate and bully council members into supporting this project. Members of Salem Bridge Solutions are creating an adversarial situation by attacking council members. The council needs to stand firm and make decisions based on facts, not fear and deceit.

Eventually, another bridge may be needed. When that time comes, let’s build one that will actually reduce traffic congestion and can be supported by and benefit ALL the residents of Salem as well as Marion and Polk Counties.

Respectfully,

Norman W. Baxter

Amy Johnson

From: REBECCA BEAMAN <bb4892@comcast.net>
Sent: Sunday, January 27, 2019 8:56 PM
To: CityRecorder
Cc: kathy@paulevans.org
Subject: Comments for Council Work Session Jan 28
Attachments: WSNA Meeting Minutes Draft - 2018-05-21 with attachments.pdf

3280 Elderberry Dr S

Salem, OR 97302

bb4892@comcast.net

27 January 2019

City of Salem

City Council

Dear Councilors,

I live in Ward 7. I have frequent business in the north end of Keizer, and regular business in West Salem, so I encounter the bridge traffic situation on a regular basis in all its glory. Below are my comments on the current Salem River Crossing Preferred Alternative:

1. As I understand it, the Oregon Department of Transportation (ODOT) presented their assessment of this alternative to a meeting of the West Salem Neighborhood Association shortly after the primary election in May 2018. As I understand it, ODOT's assessment is that this preferred alternative would NOT improve the congestion situation. I do not see any ODOT assessments among the documents intended as references for this upcoming working session, and am concerned that we may be moving forward (and expending funds) on an alternative that is fundamentally flawed. I am attaching the draft minutes of this meeting, with attachments, to my e-mail, so you may peruse them yourselves. I draw your attention particularly to a) minutes page 3, question: "Will it improve traffic on Wallace Rd" and b) "There were analyses that showed improvements in traffic?" (same page); and c) minutes page 4, question "Can you describe changes in traffic volumes...", last sentence of reply, which reads: "Alternative 4D, as proposed, did more to alleviate congestion and improve mobility as compared to the city-adjusted "preferred alternative."

2. The alternatives initially proposed for study, according to the briefing materials presented at the neighborhood association meeting, included crossings in Keizer (at Lockhaven) and in Salem (at Kuebler

Road). The rationale for not proceeding with either of those options is not included. If “through traffic” on Hwy 22 is a significant part of the traffic problem, either the far north or the far south alternative may a better option, and perhaps both merit another look. And a crossing at Brooks might be better yet, although it would have impact outside Salem’s boundaries.

3. Concerns about bridges collapsing in the wake of a Cascadia event seem to draw support for a third bridge in the middle of Salem rather than, potentially, a bridge farther from the center of town. Among the attachments to the minutes is a letter from the West Salem Neighborhood Association (WSNA) to the City of Salem, with a response from Mr. Gregory Walsh. The primary concern raised by WSNA was that Mr. Roger Stevenson (Salem’s Emergency Manager) told WSNA that in the event of a catastrophic Cascadia event, “the bridges will be down and west Salem will be on its own for at least two weeks and probably much longer.” Mr. Walsh’s response to WSNA, particularly on the topic of water, did not give me great confidence in the planned response to a Cascadia-caused bridge failure.

While this is not the topic intended for this working session, direction from the City Council for the city’s emergency management staff to work with WSNA to more fully address their concerns would seem to me to be appropriate.

4. I am a military veteran, and I returned to the Salem area following my final assignment in the Washington DC area. While Salem residents may be irritated and frustrated by the delays they experience during rush hour, the delays (apart from where lanes are obstructed due to accidents or unusual pedestrian events) are not what I consider to be unacceptable.

5. I have seen little evidence that residents bothered by the traffic situation are changing their driving habits (traveling before the morning rush or later in the evening instead of during the peak traffic period, or car pooling) to improve their commuting experience. I have a family member who commuted across the bridge daily for 17 years, and she modified her hours to allow her to commute outside the peak traffic periods.

I appreciate your consideration of my comments.

Sincerely,

Becky Beaman

Attachment: Draft WSNA minutes, with attachments

Draft Meeting Minutes – WSNA – 2018-05-21

(To be voted on for approval at the 2018-06-18 Meeting)

Jim Allhiser called the meeting to order at 7PM. 47 members signed the roster. EM Easterly moves to approve minutes – second by Craig Evans. Vote unanimous approval.

Reports:

Salem Police – Officer Susan Slivkoff

Coffee with a Cop – Thursday May 24th, 8:30am – 10am, 205 Church ST SE – Starbucks

<http://crimereports.com/> A website to track crime, used by Salem PD.

1 house burglary via garage door entry. Several car break-ins; unlocked or smash-and-grab. A lot of suspicious activity calls, loitering. We do want to know about those so we can attempt to investigate. It is always helpful if you have surveillance cameras around your property, and if you're willing to share.

City Councilor Jim Lewis –

Union Gospel Mission move was approved 9 – 0 by the city council.

A “compromise” vote on the Loan Oak Reimbursement District passed 5 – 4.

Improvements in affordable housing on Portland Road, including pedestrian access, and improvements to CTEC. These are the benefits of the urban renewal area.

The budget committee unanimously approved the budget, which included funding to fully staff and operate the Orchard Heights fire station, 11, starting January 1st.

System Development Charges – workgroup and discussion still ongoing. Come join us with your ideas. They'd like to have something by the end of the summer, but it has been slow work.

Next city council meeting Tuesday the 29th.

City Councilor Cara Kaser –

Budget will be before the council in June. The council can adjust areas of the budget 10%.

The biggest change is aligning the budget with strategic service areas. This year (2019 budget year) is probably the last year that we will have the working capital to support the budget as-is. There won't be enough to continue without additional revenue sources for 2020. One of the biggest parts will be communities communicating about “what services do you want, and what will you pay for them?”

Homelessness Solutions Task Force – June 13th – Council Chambers – all public comment on the solutions the task force has proposed. Things like toilets downtown, a secure storage locker facility, “211” card updates, and more.

Congestion Relief Task Force- 7AM on Fridays. Last Friday we were presented with a range of options, lots of small pieces that should be considered in “systems” or “collections.” Current challenge: What really can we do in a 2 year period? The next meeting is an opportunity to really drill into those solutions.

Land Use – Wes Hill

We've been working out kinks on the facebook collaboration, moving forward. We've had some deliberations and discussions, seems positive. Interactive training on the 24th of May that Jim, Chris, Tyson, and Wes will participate in. It is still, as it always has been, a goal of the Land Use committee to provide comments on all land use actions to have standing in case future actions or positions are warranted. Jim reports numbers on engagement from facebook page (views, comments, people reached, etc).

Traffic & Infrastructure – Nick Fortey

Asking to clear the pedestrian crossing signage from foliage near Rosemont exit. Site distance issue near Annette's. Will work to get vegetation clear, but anything beyond that will take some cooperation and coordination with local business owners. Lastly, take care around Orchard Heights and its crossroads while the sidewalks and curbs are improved previous to resurfacing.

Question – “any updates to the Safe Routes to Schools”? None at this time.

Difference Makers – DeWayne Hilty

Will delay until next month as our recipient was unable to make this meeting.

Disaster Preparedness – Mike Evans

Unprepared documentary. Visit the OPB website and try out the “aftershock” tool. Good preparedness information.

#1 priority would be to clear a path to the hospital of debris on the east side. There isn't a #1 priority for the West Side that is similar. Panelists were the engineers that prepared the documentary.

Sent a letter on the 3rd to city council and city budget committee, and forwarded to Greg Walsh, to collaborate with the city when updating the Salem Emergency Management Plan (SEMP). Greg provided a response. Mike will provide a copy for the minutes. On the 14th, Greg met with the Disaster Preparedness committee. Greg shared that the fire chief may not solicit public input, but there may be a requirement to do so, so there is some concern there. Also, there is plenty of concern about the bridges. The meeting concluded with some agreement that the SEMP should include realistic recovery and restoration plans and estimates regarding the bridges.

Steve Anderson – Make sure to ask about the state monies for emergency response equipment that the city can apply for.

Member – how about the rest of the bridges like Mill Creek and Pringle Creek? Are those included in the SEMP?

WSBA – Not Present

Transit – Mischa O'Reilly (Cherriots)

Safety messaging about walking and biking – every intersection is a crosswalk in Oregon. A fun campaign, borrowed from Metro, will help with public awareness. Feel free to grab a sign.

Parks – Gary Deming (read by Jim Allhiser in Gary's absence)

Discussion among city staff about volunteer based trail service versus inmates completing that service.

Edgewater – Jessica Preis

May 27th – 3PM, 200 Glen Creek Rd. NW (gravel lot near the R/R Bridge) – Walking Cruise of Wallace Marine Park

June 16th – Super Saturday – 10:30am to 1pm – 925 Gerth ST NW (Boys & Girls Club)

Thursday Farmer's Market – 10am to 2pm for 13 weeks. July through September. Edgewater, between Kingwood and Gerth. Lisa Sherman is the market director. You can share ideas and voice concerns to her – lisas@salemsaturdaymarket.com or 503-585-8264.

4 areas of information dissemination - Community Board in West Salem Park, Information tables in West Salem City Hall, Urban Grange, West Salem Boys & Girls Club.

Watershed – E.M. Easterly

Glenn-Gibson Watershed Council

May 5th – friends of trees – mulch native plants in Eola Ridge park.

A project is being developed just east of there, downstream (Turnage Brook). It will involve removing invasive non-native species of vegetation, and planting native, non-invasive species.

The GGWC and Rickreall WC were awarded an OWEB collaboration grant to fund deeper cooperation and collaboration between the two councils.

This summer the council is planning to visit the Woodmansee Park riparian restoration project. Lessons learned from the Goldcrest Brook erosion may be applied to erosion areas or future projects in Glenn Gibson Watershed. Guests are always welcome.

Old Business –

2nd St & Wallace short-update from Tyson Pruet

3 options, under, over, or at-grade level. Over and under, of course, are much more expensive. Are there any ways to do an underpass or overpass at minimum cost? There is much discussion and interest, and much planning remains to be done. Overpass and underpass options become more expensive when adding pedestrian options.

Question, is there any talk or discussion about urban renewal and moving it farther into the business district for revitalization?

There was a little bit of discussion, but that wasn't the focus of the meeting.

Question, what are the outreach requirements for the urban renewal board?

I am not certain. I haven't been on that board for 7 or 8 years.

New Business –

EM Easterly gives public thanks to Jim Lewis, and his campaign team. His team was out cleaning up the signs immediately. EM asks that all neighbors review and comply with the Salem Revised Code regarding sign placement and duration of display.

The WSNA plans on rescheduling the July meeting. A specific date has not been identified yet. Discussion will follow at the June meeting.

Presentation – Daniel Fricke – Sr. Transportation Planner, Region 2, ODOT – Discussion.

I will attach the presentation to the minutes as an appendix.

Question – will it improve traffic on Wallace Road? At some intersections, maybe. At others, probably not. Concessions were considered when changing from Alternative 4D to the city-council proposed "Salem Alternative." Mobility was not one of the primary goals, and a tradeoff by changing the Hwy 22 connector into a grade-level on Marine Drive versus an elevated freeway-type, was made by the city. That is; a reduced project footprint has a tradeoff of not meeting mobility standards.

If mobility is not a goal, what are the success criteria? Multi-modal mobility for transit and freight, and safety improvements (weaving). The other would be system redundancy – that is, providing another way to get across the river.

There were analyses that showed improvements in the traffic? Traffic Volume at Commercial and Mission is reaching 2.0 in the draft EIS, a lower number in the technical report of the Final EIS, with No-Build. Building the bridge would move that traffic volume elsewhere. When Commercial & Mission continue to degrade and reach a 2.0 volume to

capacity rating, all surrounding intersections within that entire system have a high percentage chance of also being over 1.0 volume to capacity; also known as complete gridlock.

Can you describe changes of traffic volumes, no-build versus “preferred alternative?” New Beckett St, Hope, Glen Creek, Brush College, Orchard Heights, and Riverbend AM peak would be slightly worse than no-build. Hope, Orchard Heights, Taggart, New Beckett St PM peak would be slightly better than no-build. On the east side some intersections near pine, hickory, liberty, and commercial would perform worse than no build. Clearly, as a bridge doesn’t land there today, building a bridge would put traffic there. Again, meeting mobility standards was not a primary goal of the “preferred alternative.” Alternative 4D, as proposed, did more to alleviate congestion and improve mobility as compared to the city-adjusted “preferred alternative.”

Question about having to refund money if no action is taken? Earmarks obtained by city in 2004 and 2005 of federal money, and SKATS budget, and ODOT funds. Who would have to pay it back? That’s a discussion that would have to happen. It hasn’t happened yet. It is an extraordinary set of conditions that would result in paying that back. That is, ODOT would be surprised that some action isn’t taken by the deadline. It is the presenter’s opinion that it would be foolish to waste the monies and efforts that have gone into the SRC, and risk figuring out how to pay back the federal monies when city budgets are already distressed. Jaffe speculates that money would come out of a future funds budget (cancel a future project), from the MPO (SKATS). That is only speculative and not confirmed.

Is the design as currently proposed a cascadia-event withstanding structure? It has not been designed to that level of specificity yet, but when it is, it most certainly will be designed to that standard, or beyond.

Can you discuss the Rosemont exit? The preferred alternative, ODOT’s opinion is that the Rosemont offramp would need to be closed as there would not be sufficient “weave” distance. ODOT would be committed to finding and planning the best way to connect HWY22 to the hills of West Salem whether at Eola, Doaks Ferry, or something else that hasn’t been studied yet.

Can you say more about the trigger to having to “repay”? If no record of decision is finalized by the FHWA by September 31st, 2019, we will have to figure out how to repay. If the FWHA records a decision of “no-build” it is not known what would need to be repaid at this time.

Any action on the “4F” determination or the de-minimus finidngs? The city will need to respond to the letters.

Updated noise study and updated noise technical report / technical review – do we have that available? It would be part of the Final EIS.

Environmental Justice Report? The report is finalizing, and would go out to the public with the Final EIS.

When are updates and revisions to the Regional Transportation Systems Plan supposed to happen? Before the Final EIS, After? We’re working on those right now. We do have to wait for a Final EIS, but we can have all of the work and amendments ready to go, to present to the OTC.

The meeting concluded at 8:30 PM.

Respectfully submitted – Chris Wilhelm – WSNA Secretary



Salem River Crossing

West Salem Neighborhood Association

May 21, 2018



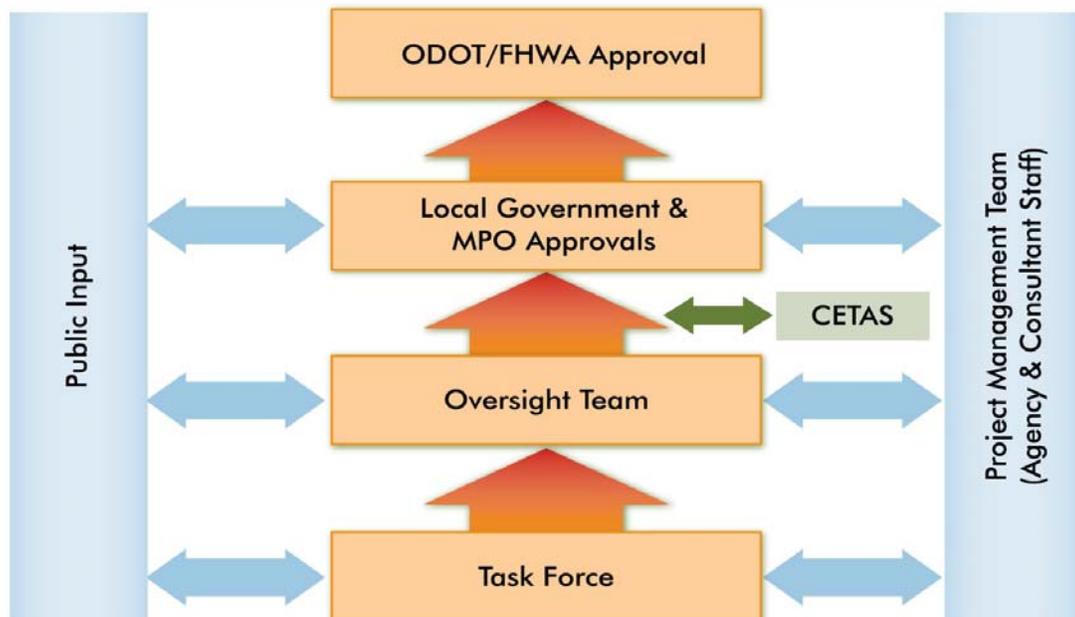
Acronyms

- **NEPA** – National Environmental Policy Act
- **DEIS/FEIS** – Draft/Final Environmental Impact Statement
- **ROD** – Record of Decision
- **MPO** – Metropolitan Planning Organization
- **SKATS** – Salem Keizer Area Transportation Study
- **FHWA** – Federal Highway Administration



Decision Making Process

DECISION-MAKING STRUCTURE



CETAS - Collaborative Environmental and Transportation Agreement for Streamlining
FHWA - Federal Highway Administration
MPO - Metropolitan Planning Organization
ODOT - Oregon Department of Transportation



Previous River Crossing Studies (1)

- **1965** – Salem Area Transportation Study (SATS)-Recommended a bridge at Mission Street
- **1970** – Consultant study reviewed 1965 work-Recommended Pine Street
- **1973** – SATS Salem Bridge Location Report recommended bridges at Pine and Mission Streets
- **1974** – DEIS prepared-resulted in no alternative being selected

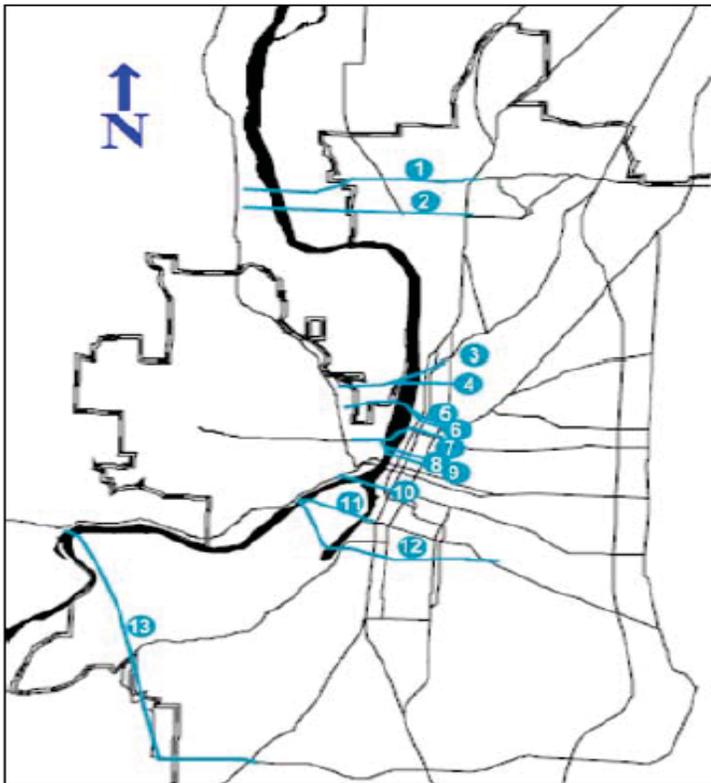


Previous River Crossing Studies (2)

- **1977-1998** – improvements to existing bridges completed. SKATS completed Bridgehead Engineering Study in 1998.
- **1997** – SKATS initiates Willamette River Crossing Capacity Study. Completed in 2002 – identified crossing in area of Tryon/Pine Streets as locally preferred alternative
- **2005** – at request of SKATS, ODOT and FHWA initiate preparation of DEIS



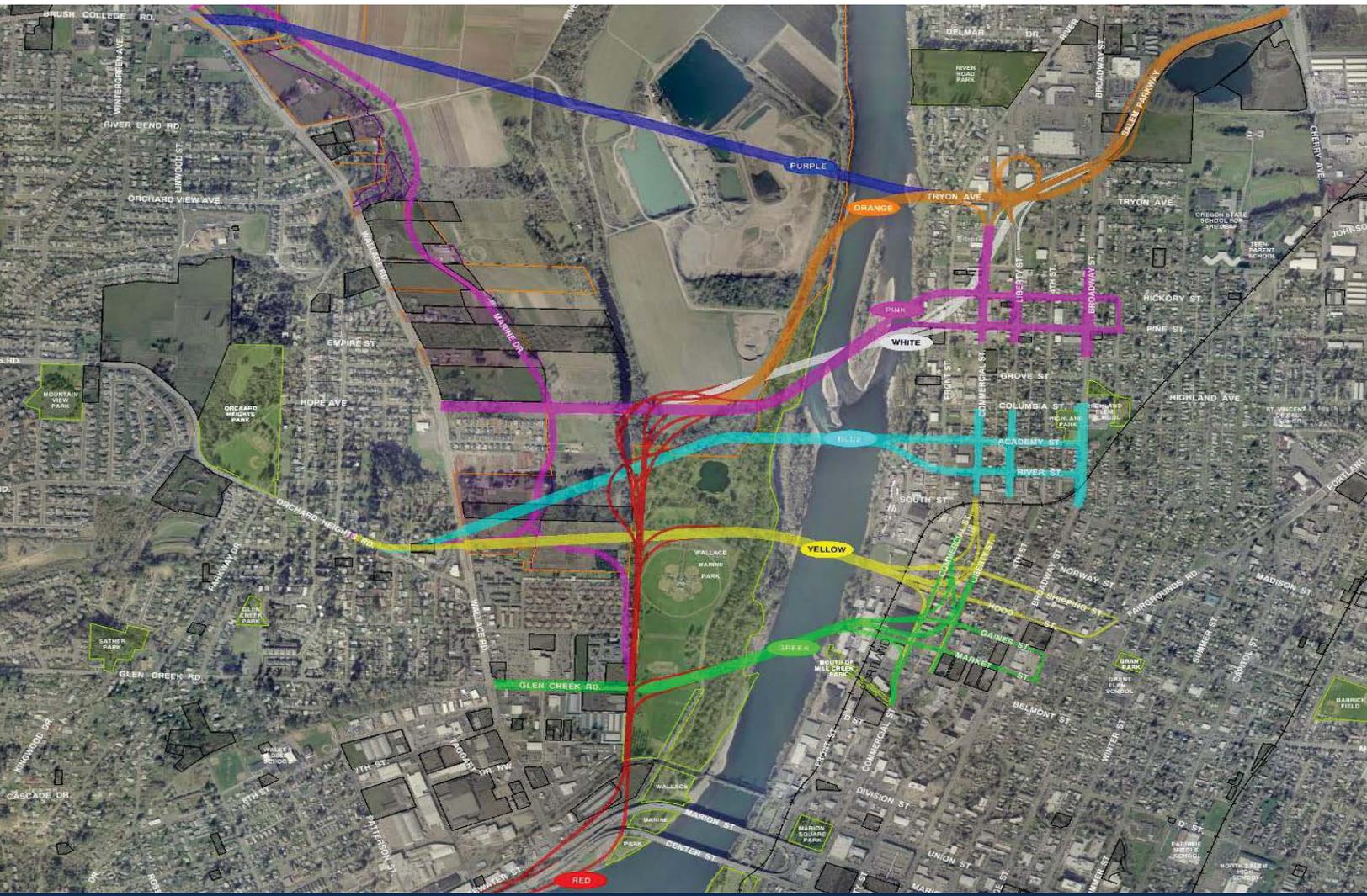
Study Area Refinement



- 13 crossing corridors were evaluated to focus DEIS analysis

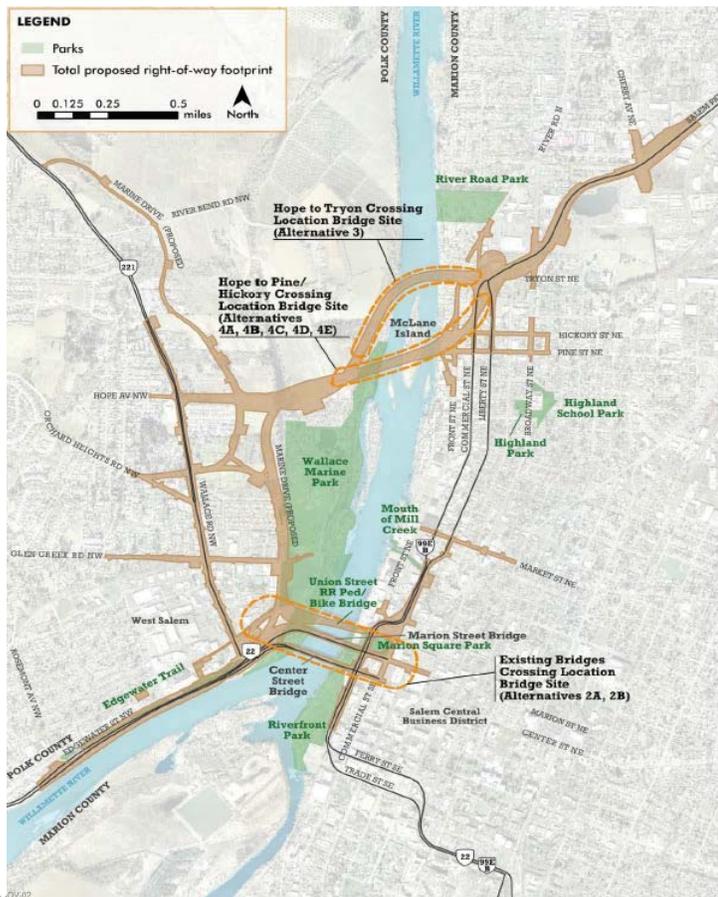
1. Lockhaven Drive
2. Chemawa Road
3. Tryon Street
4. Pine Street
5. Shipping Street
6. Hood Street
7. Market Street
8. Division Street
9. Union Street
10. Pringle Parkway
11. Mission Street
12. Cross Street
13. Kuebler Road





Alternative Corridors

DEIS Alternative Corridors



- 8 build alternatives plus No-build
- 3 alternative corridors
 - Existing bridges (Alternatives 2A, 2B)
 - Tryon/Salem Parkway (Alternative 3)
 - Pine/Hope (Alternatives 4A-4E)



Preferred Alternative Recommendations

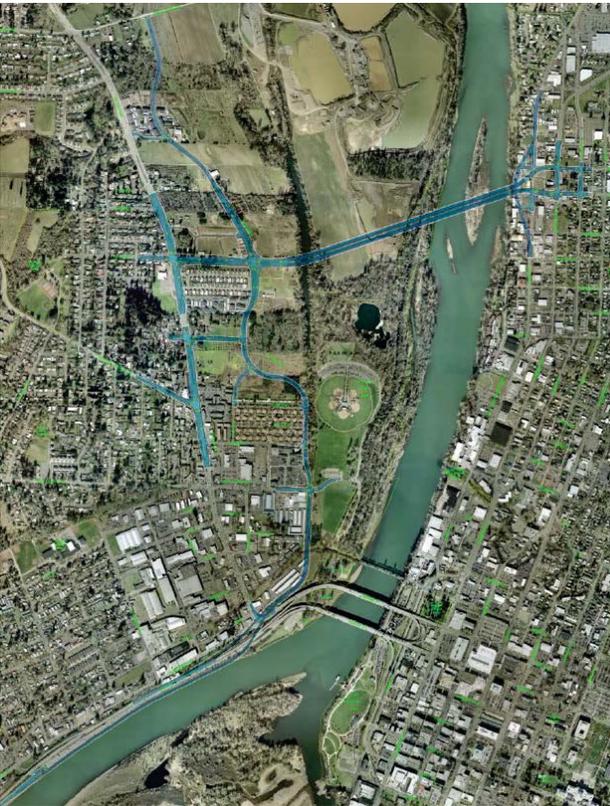
- Task Force considered alternatives presented in the DEIS and recommended Alternatives 1 (No-build), 2A, 4A, and 4D be forwarded to Oversight Team
- 20 (of 22) Task Force members voted:
 - Alternative 1 (No-build) – 7 votes
 - Alternative 2A – 1 vote
 - Alternative 4A – 2 votes
 - Alternative 4D – 10 votes
- Oversight Team preliminary recommendation of Alternative 4D





Alternative 4D

Salem Alternative



- 4-lane bridge
- Minimize piers in the water
- Eliminate grade separated OR 22 Connector
- Reduce east side connection to minimize neighborhood impacts
- Realign OR 22 ramps to minimize Edgewater impacts
- Consider "signature" bridge type



Remaining Steps

- Complete drafting of the FEIS based on the preferred alternative – including review by FHWA NEPA and legal specialists
- To publish FEIS for preferred alternative, city needs to address land use issues (land use actions are necessary as required by OAR 731-015-0075)
- Record of Decision (ROD) issued by FHWA
- Deadline to complete remaining actions – September 30, 2019



Thank you.



2018-05-03

Dear Salem City Council, Budget Committee & Salem City Manager:

On February 19, 2018 Salem's Emergency Manager Roger Stevenson attended the WSNA general meeting to discuss CERT training and emergency preparedness issues. During his presentation he stated that when the Cascadia earthquake happens, "the bridges will all be down and west Salem will be on its own for at least two weeks and probably much longer."

WSNA members found this revelation to be disturbing and decided to hold a special meeting to discuss our communities concerns. The result of the March 12, 2018 special meeting was the adoption of the following motion:

WSNA leadership present the need to provide emergency mitigation, response, and recovery for West Salem in anticipation of bridge failures resulting from an earthquake or other catastrophic event, as soon as possible, to Salem City Council and request that they:

- Allocate funding in the 2019 budget to provide emergency management capacity in west Salem as described in the SEMP including but not limited to; Access to trauma facility, Public works equipment and personnel, Police, Hazmat response, Coroner, Helipads, Water, Heavy equipment for "digging out."
- Amend the SEMP in collaboration with WSNA and local stakeholders to accurately reflect known risks including bridge failure.
- Work with WSNA to devise effective plans to mitigate these risks, and make response and recovery possible after a Cascadia event.

On behalf of the WSNA, I am bringing this to your attention and ask that you include funding in this year's budget to address these issues.

Sincerely,

Michael Evans
Chair, WSNA Disaster Preparedness Committee



555 Liberty St SE | Salem, OR 97301 | 503 588-6255
www.cityofsalem.net

May 15, 2018

West Salem Neighborhood Association:

Thank you for your letter regarding the emergency preparedness of Salem in your review of the Salem Emergency Management Plan.

The Salem Emergency Management Plan is designed to provide guidance and a foundation of emergency operations procedures maintaining an all-hazards approach for the entire City. As it states in section 1.2.2 of the plan the “SEMP is implemented whenever the City must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations.”

Emergencies are handled effectively in the City every day. These “routine” emergencies are managed by emergency responders as part of their day-to-day responsibilities.” The plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front-line responders. The City of Salem responds to emergencies in the most organized, efficient, and effective manner possible.

The purpose of the plan is defined in 1.2.1 as “the SEMP outlines the City’s approach to emergency response and enhances the City’s ability to protect the safety, health, and welfare of its citizens.” It describes the City’s emergency response organization and assigns responsibilities for various emergency functions, identifies lines of authority and coordination, and communicates the legal basis and references that provide a framework for emergency planning in the City. The Salem Emergency Management Plan:

- Includes all hazards and types of emergencies likely to impact the City.
- Provides a framework for multi-discipline, multi-jurisdictional coordination and cooperation.
- Addresses all phases of a disaster through mitigation, preparedness, response, and recovery activities.
- Designates the National Incident Management System (NIMS) as the framework within which all emergency management activities occur.
- Directs use of the Incident Command System (ICS) for managing incident response.

- Identifies roles and responsibilities of City departments, offices, and personnel in emergency operations, as well as those of cooperating public- and private-sector agencies.
- Establishes life safety, followed by protection of property and the environment, as emergency response priorities.
- Provides a common framework within which the City, Marion and Polk Counties, special districts, and other agencies/organizations can integrate their emergency planning, response, and recovery activities.”

“The objective of the SEMP is to provide effective emergency management capabilities within the City to minimize loss of life, protect the environment, and preserve property by making effective and efficient use of available work force, equipment, and other resources.”

It is important to remember the base concept of an emergency plan, that “no plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand.” Therefore specific resources and locations are not identified in the plan as there is no accurate way to determine what operations will be occurring during an unplanned event.

“No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the City will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm the City’s resources. While recognizing this possibility, this plan is designed to help the City fulfill its response function to its maximum capacity.”

In addressing the specific concerns from your letter, please see the following.

- Access to trauma facility.
 - Dallas Hospital is a Level 4 trauma center.
 - Salem Hospital standing guidance for staff is to go to the hospital that they can get to.
 - Salem Hospital as an organization has plans to move staff where they can best provide patient care based on transportation restrictions.
 - Salem Health also has a mutual aid agreement in place with the hospitals in the Healthcare Preparedness Program Region 2 area (Marion, Polk, Yamhill, Linn, Benton, and Lincoln counties) that enable the hospital to share supplies and staff during emergency situations.
- Public Works equipment and personnel.
 - The Public Works Department has a Conex container with spare parts and equipment in West Salem to support emergency operations.
 - The City recently entered into an intergovernmental agreement with the Oregon Department of Transportation that allows the City to sand and plow the Marion and

Center Street bridges during snow events.

- Police – In the event of a Cascadia major earthquake, or other natural disaster, Salem Police personnel will be responding to life saving events only for an undetermined timeline. If available, they will be assisted by state and national resources, to mobilize and bring significant manpower and equipment to the region. The secondary role of the police department would be the protection of property and the prevention of crime.

Following a disaster, access to West Salem would be achieved by any of the bridges which span the Willamette River in the Salem area, with the Independence bridge or either the Buena Vista or Wheatland Ferry also available. Boats owned by Salem Fire Department or private boats would also be available for personnel transportation.

Salem Police assigns officers 24 hours a day to West Salem. Additionally, numerous members of the police department reside on the west side of the river and would be available for assignment. Those local officers could be assigned to that portion of the city should the need arise.

- Hazmat response – All Salem fire fighters are trained to the HAZMAT Operations Level, with 24 trained to the Technician Level. All would be able to initiate actions for a HAZMAT response.
 - The Regional HAZMAT team is located at Fire Station 10, located at 3611 State Street, in the event of a Cascadia Subduction Zone Earthquake, there will likely be extensive HAZMAT response necessary which will be prioritized by the EOC based on the lifesaving priority.
 - There is no guarantee HAZMAT Team 13 will be in Salem during a disaster as their area of responsibility extends from the Lincoln County coast line through Cook County.
- Coroner – is a county asset, the City of Salem cannot direct or demand a coroner is made available to Salem in the event of a catastrophic disaster.
- Helipads – According to regulations, a helicopter landing zone requires a minimum landing surface of 60'x60' and clearance of at least 100'x100' with a surface with less than 10% gradient. It must also not have any tall structures that if fallen over could infringe on the 60'x60' requirement (i.e. stadium lights, power line supports, trees, etc.). Any location that meets those requirements could be utilized in the event of a disaster. Furthermore, in the event of a disaster pilots are authorized to make their own assessment on landing sites for suitability.
 - The City of Salem standing procedure for unimproved helicopter landing zones are school baseball fields that do not have tall lights or trees in the immediate vicinity.
- Water – There are water storage tanks in west Salem, however, based on the assessment in the Natural Hazards Mitigation Plan “much of the water sector’s necessary

infrastructure and facilities are old and it is unknown how they will fare in an earthquake event. Some underground transmission lines are over 80 years old and none of the treatment facilities were known to be seismically retrofitted. The location of drinking water treatment facilities and wastewater facilities along riverbanks poses a threat as the soil underneath is subject to liquefaction. If any water supply is available, it will only be used for priority usage including drinking water and water for fighting fires.” NHMP Page F-13.

- The City of Salem has taken steps to acquire emergency distribution trailers that will be able to provide limited food and water for residents in the event of a disaster.
 - The City of Salem is working with Marion County to provide additional resources for water purification in the event of a catastrophic disaster.
 - Points of distribution will be set up throughout the region for food and water delivery based on guidance from the EOC.
- Heavy equipment for “digging out.”
 - Based on the 2017 ORS 402.010 Cooperative assistance agreements “The state, counties and cities may, in collaboration with public and private agencies, enter into cooperative assistance agreements for reciprocal emergency aid and resources.”
 - The City of Salem maintains a list of Contractors of Record that have standing contracts with the City. All contract bids are required to answer “Unforeseen Situation/Emergency Use: In the event of an unforeseen situation or emergency, the City may request the successful Bidder to provide delivery of contracted items within a short time frame at contracted prices.” The City has 137 of the contractors that will provide support in the event of an emergency.

Amending the SEMP to reflect known risks. The SEMP states: “this Emergency Management Plan is an all-hazard plan that describes how the City of Salem will organize and respond to emergencies and disasters in the community.” The SEMP also has annex’s that identifies potential impacts and recovery assignments and capabilities of different departments.

The Natural Hazards Mitigation Plan (2017) addresses several of these concerns. This plan is designed to assess risk and hazards for the City of Salem. It is also designed to identify mitigation measures and mitigation actions. This plan accurately reflects known risks including bridge failure in the event of a disaster.

The following are excerpts from the NHMP that reflect known risks and hazards that we have taken into account.

“In terms of commercial business, it is likely more than 75% of businesses located in the city and surrounding area would experience commerce interruption for a period of a year or longer. Earthquakes have the potential to inflict widespread damage to not only buildings but also the transportation network that may inhibit access to businesses.” (Page 2-18 NHMP)

“Roads and bridges in the City of Salem are highly vulnerable to hazards specifically earthquakes. Because bridges vary in size, materials, siting, and design, any given hazard will affect them differently. When considering the expanse and integrity of transportation infrastructure within Salem and how it will impact the resilience of the City, it is imperative that infrastructure across Marion County is also considered. If a principal arterial is obstructed beyond the City limits it will likely have significant impacts on access in and out of Salem.” (Page C-30 NHMP)

“ODOT in particular reported extreme sensitivity to a Cascadia earthquake event. Much of interstate highway system is not seismically retrofitted and it is likely that Interstate-5 would fail. ODOT has plans to mitigate seismic impacts, but lacks funding to execute.”

A Lifeline Sector Analysis for transportation was conducted in association with the NHMP the major findings included:

- ODOT considers I-5 and Highway 22 to be critical routes. Other critical concerns include bridges, roads, communication, and energy including power and fuel.
- Much of the existing transportation infrastructure, including those of major roadways such as I-5, Highway 22, and Mission Road, are not seismically retrofitted and will likely experience structural failures during a Cascadia event.
- Following a Cascadia event, transportation will be limited for 6-12 months; aftershocks may extend that timeframe.

The NHMP also includes actions to be completed to improve disaster mitigation for the City. One of the high priority mitigation actions that has already begun is to “create a bridge prioritization inventory based on major lifeline routes including state highways, routes, and major road arteries.”

Another improvement action is to “collaborate with SEDCOR to develop relevant public-private partnerships with businesses that can contribute to mitigation, response, and recovery.” This task is also being improved through the contractors of record for the City. As additional opportunities and businesses arise, the City and counties may leverage ORS 402.010 to increase the number of mutual aid assets available.

Concerning mitigation measures for the bridges in the event of a catastrophic event, \$60 million was included in House Bill 2017, the transportation funding package approved by the Legislature last summer. These ODOT funds are currently programmed for 2025.

Salem-Keizer Area Transportation Study (SKATS), which is the Metropolitan Planning Organization (MPO) for our region, allocated \$179,460 of federal funds, which combined with local match (City and ODOT), will be used to prepare an evaluation of the Center Street Bridge

West Salem Neighborhood Association

May 15, 2018

Page 6

to determine seismic retrofit improvements such that the bridge could survive a major seismic event and continue to provide a functioning crossing of the Willamette River.

Other mitigation strategies for all hazards have been conducted throughout the City including: seismically retrofitting all fire stations, building a new seismically stable police station, upcoming seismic retrofit of the library, improving infrastructure to withstand flooding, and a significant improvement in the flood monitoring and warning programs.

As I mentioned at our last meeting on May 1, 2018, the SEMP is still under review prior to being promulgated. Upon completion of the reviews by all appropriate parties I'll be reaching out to you to sit down and address any additional specific concerns that were not answered in this letter.

Sincerely,

A handwritten signature in blue ink, appearing to read "Greg Walsh". The signature is fluid and cursive, with the first name "Greg" and last name "Walsh" clearly distinguishable.

Gregory J. Walsh, CEM
Emergency Preparedness Manager

Amy Johnson

From: Sarah Deumling <sdeumling@gmail.com>
Sent: Monday, January 28, 2019 8:49 AM
To: citycouncil
Subject: 3rd Bridge

Sarah Deumling
2667 Orchard Heights Rd. NW
Salem, OR 97304 and
4550 Oak Grove Rd. Rickreall, OR 97371
January 28, 2019

To: Mayor Bennett and the
Salem City Councillors:

The idea of building a new bridge in Salem becomes more of a fool's errand every day as conversation and articles around the world, from the military to the man/woman in the street, about the urgency of our response to climate change multiply. I am not an engineer nor a data cruncher but there is abundant excellent information available to you all (ODOT, Salem Breakfast on Bikes, local concerned engineers of various sorts). Unfortunately the city staff report is full of half truths at best in an effort to rekindle the debate around a third bridge while the rest of the world looks for ways to reduce driving (VMT) and make cities more livable. The only reason I can imagine for this is an unholy relationship between some staffers and some local developers who stand to make a lot of money should a new bridge be built while the long term costs (both financial and quality of life) will fall largely on regular citizens of Salem. This is unconscionable and I urge (beg!) you not to let it happen. What is really more important to you? The short term profit of some developer and real estate types or the livability of our community for our grandchildren

There are perfectly good hospitals in both Dallas and McMinnville in a real medical emergency, should that arise. It would be possible, for far less money than a bridge, to build a good (emergency or general) clinic in West Salem. Wouldn't that be fine? Fewer trips across the bridge, more jobs in West Salem. The responsibility for bridge congestion rests solidly on the shoulders of former Salem city governments who, with eyes wide open, decided to push residential development in West Salem while the city has enormous amounts of open space on the east side of the river where thoughtful walkable communities could be developed/redeveloped without using prime farmland. There are so many thoughtful, less costly ways to reduce bridge congestion - starting with those of us who use the bridge regularly rethinking how much and when we drive - a community endeavor that could unite us to solve our own problem with no additional long term maintenance costs.

As you can guess I could go on for pages. Suffice it to say that if you support a new bridge your legacy will be on the wrong side of history and my grandchildren and yours will have to pay for a very foolish decision.

Respectfully and Sincerely,
Sarah Deumling and family

Amy Johnson

From: Brian Hines <brianhines1@gmail.com>
Sent: Monday, January 28, 2019 9:25 PM
To: citycouncil
Subject: Third Bridge fact-spinning

Here's how I introduced on Facebook tonight's blog post about how City staff and Mayor Bennett are spinning facts about the Third Bridge, as marvelously detailed in a series of critical posts by the Breakfast on Bikes blogger. See:

<https://hinessight.blogs.com/salempoliticalsnark/2019/01/city-of-salem-staff-and-mayor-bennett-are-spinning-third-bridge-facts.html>

Those pushing for a Third Bridge play notoriously loose with the facts. Why? Because those facts show that it makes no sense to spend a billion dollars on a new bridge when downtown rush hour congestion can be solved much more cheaply in other ways.

The Salem Breakfast on Bikes blogger has been pointing out falsities in arguments being put forward by City staff and Mayor Bennett in advance of next Wednesday's City Council work session on a Third Bridge. My blog post summarizes the wonderfully persuasive Breakfast on Bikes posts.

— Brian

Brian Hines
Salem, Oregon USA
brianhines1@gmail.com
<https://www.facebook.com/OregonBrian>
<https://www.facebook.com/StrangeUpSalem>
<https://www.facebook.com/SalemPoliticalSnark/>
<http://twitter.com/oregonbrian>
www.hinesblog.com (blog)
www.churchofthechurchless.com (other blog)
www.salempoliticalsnark.com (other other blog)

Amy Johnson

From: noreply@cityofsalem.net on behalf of wrosch2@inboxcom
Sent: Friday, January 25, 2019 2:44 PM
To: citycouncil
Subject: Contact City Council
Attachments: ATT00001.bin

Your Name	Tom Wrosch
Your Email	wrosch2@inboxcom
Your Phone	503-581-2549
Street	1070 15th St NE
City	Salem
State	OR
Zip	97301
Message	I want to thank the Councilors who refuse to move ahead with the 3rd Bridge Boondoggle . While I think there should be a 3rd bridge, I believe it should be as outlined in the transportation plan we devised in 1970s-1980s. All the current options are wasteful, impractical and immoral. Therefore I firmly reject any 3rd Bridge proposal and vote accordingly.

This email was generated by the dynamic web forms contact us form on 1/25/2019.

Amy Johnson

From: Barbara Cecil <h2oskigirl@comcast.net>
Sent: Friday, January 25, 2019 10:51 AM
To: citycouncil
Subject: Bridge

We support moving forward with plans to build a new bridge over the Willamette River. Our City has outgrown its current capacity, and the lack of a second bridge is making it impossible to keep traffic moving safely, causing gridlock and accidents nearly on a daily basis.

Sent from my iPhone

Amy Johnson

From: Julie Warncke
Sent: Monday, January 28, 2019 11:51 AM
To: CityRecorder
Subject: FW: Salem River crossing

Can you forward this to the Council? Thanks.

- [Julie](#) | 503-588-6211 ext.7338

From: Cindy Lenker [mailto:lenker@salemelectric.com]
Sent: Monday, January 28, 2019 10:30 AM
To: Julie Warncke <JWarncke@cityofsalem.net>
Subject: Salem River crossing

Dear City of Salem Council,

Please do not stop the progress and please pursue a third crossing over the Willamette River. While biking is appropriate for recreational and optional transportation, it is simply not a feasible long-term option for those using the Salem bridges on a daily or regular basis. With the continue of increased population on both sides of the river, Salem needs to be proactive and future-thinking with regard to impending traffic needs. As a voting, tax-paying Oregonian, it is difficult for me to understand why we've invested so much time and monies into investigation of this issue, but continue to be hampered into inaction. Please consider the safety and well-being of those of us who travel and use the bridge on a daily basis – as well as those businesses who use it for commerce, and those who are traveling for recreation. One accident or incident – even a fender-bender – creates a huge safety issue and traffic nightmare. Please, please, please consider if YOUR CHILD, PARENT, SPOUSE, FRIEND, or YOU were in need of medical attention when the bridge was snarled with traffic before voting. Biking will NOT fix the problem.

Thank you for your consideration,

Cindy Lenker