



NSHA LAND USE OPTIONS AND STREET NETWORK CONFIGURATION ALTERNATIVES

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TO: Sweet Home TSP/NSHA Project Management Team (PMT)

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SUBJECT: North Sweet Home Area Refinement Plan Technical Memo #8 Project #20020-015



The purpose of this memorandum is to summarize three preliminary land use options for the North Sweet Home Area (NSHA) and the results of initial screening. This screening, along with input from the community, will be used to determine a preferred land use option, which may generally reflect one of the options or be based on a new hybrid with characteristics from various options. For each land use option, a supportive multi-modal transportation network is identified that considers the land use and its prevailing needs for community, freight, or recreational travel.

EXECUTIVE SUMMARY

The following items summarize the content of this memorandum:

- Three land use options were identified for the NSHA. These options have different configurations (size and location) of residential, commercial, and employment/industrial uses within the NSHA.
- The three land use options were screened using the following criteria: housing, economic development, natural resources, recreation, and connectivity. Land use option 3 (Riverfront Hospitality) would include a balance of uses and had the most favorable scoring overall.
- Other considerations for selecting a preferred option include key parcels for spurring additional development, parking needs, and an implementation strategy.
- Two roadway network configurations and an additional option (how to connect to 47th Avenue) were identified. The roadway configurations all include a new east-west connection and identify key connection points to Main Street. One network configuration identifies Clark Mill Road as the primary connection point, and the other identifies 24th Avenue as the primary connection point.
- There are limited connecting roads between Main Street and the NSHA due to the existing rail line. The type and degree of traffic generated by each use would drive the need for additional safety improvements at rail crossings and intersection control improvements on

Main Street. All improvements on Main Street would require coordination with ODOT and the approval of the state traffic engineer.

- An initial review of land uses among the three land use options indicates that each could add significant traffic growth, but that Option 1 would have the highest traffic potential due to the amount of commercial land use.

NSHA LAND USE OPTIONS

Most of the land in the NSHA is zoned for Recreation Commercial (RC) and vacant. The RC zoning in the NSHA was originally intended to enable a large tourism-oriented development in the area. The zoning restricts uses to those related to tourism and recreation and does not allow common commercial and industrial uses. Within the current zoning, there are opportunities for economic growth through RV parks, resorts, and other recreation, retail, and services. However, a zoning change to allow new commercial and industrial uses would further enhance economic development opportunities.

In Fall 2022, the City updated the Development Code and added a Mixed Use Employment Zone (MUE) designation. This update was accompanied by an update to the Comprehensive Plan map and all the properties currently zoned RC had their Comprehensive Plan designation changed to MUE. While existing zoning in the area was not changed during this process, the modification enables flexibility by providing the benefits of the existing RC zoning but facilitates future transition to the MUE.

The goal of Recreation Commercial Zoning is to provide areas that possess unique characteristics for recreation-related commercial and residential development, and which are suitable and desirable for recreation businesses for tourists and recreationists in the area, aimed at developments such as resorts or cabins. Further development of a plan that includes a hospitality zone may trigger a need to revise the City of Sweet Home land use code to include distinct guidance for what may develop in these areas.

Three land use options have been identified for additional consideration and screening as part of the NSHA Plan. Each land use option includes different proportions of three main land use elements: Commercial, Employment/Industrial, and Residential.

- **Option 1: Commercial/Employment Mix:** The commercial area (largest of the three options) would be located on the southern end of the site along the rail to improve access to Main Street and other areas of Sweet Home. This area could draw residents from other areas of the city. The employment/industrial area would also be located along the rail to the east. Residential uses would be in the northern part of the NSHA.
- **Option 2: Employment South/Residential North:** Expanded employment/industrial uses (along most of the rail) and an expanded residential area to the north would replace the commercial designation.
- **Option 3: Riverfront Hospitality Zone:** Includes a smaller commercial and employment/industrial designation in the southwest, along 24th Avenue. The remaining site would be designated for residential, including a hospitality overlay along the northern edge.

Table 1 summarizes the relative proportions of the three land use elements (commercial, employment/industrial, and residential) within the three land use options.

TABLE 1. RELATIVE COMPARISON OF LAND USE TYPES ASSUMED FOR EACH OPTION (BY AREA)

LAND USE OPTION	COMMERCIAL	EMPLOYMENT/INDUSTRIAL	RESIDENTIAL
OPTION 1: COMMERCIAL/ EMPLOYMENT MIX	28%	30%	42%
OPTION 2: EMPLOYMENT SOUTH/ RESIDENTIAL NORTH	0%	40%	60%
OPTION 3: RIVERFRONT HOSPITALITY ZONE	13%	14%	73% ^A

^A Approximately 10% is comprised of the Hospitality Overlay Zone and the remaining 63% is general residential.

The land use categories each generally trend toward zoning types depicted in Table 1 of the City of Sweet Home’s Comprehensive Plan.¹ Descriptions for each land use category identified in the NSHA Land Use scenarios are as follows:

- Commercial – Sweet Home Zoning Type C-2: Highway Commercial. The NSHA has the advantage of large lots that can be leveraged for businesses that require outdoor storage or large footprints overall, such as big box retail stores. Commercial businesses in the NSHA would be fundamentally different from the C-1 zoned businesses in downtown Sweet Home, so as not to detract from the city core. The Riverfront Hospitality Zone scenario may impact the expected type of commercial development, where land uses meeting the description of recreational commercial (C-3) are more likely.
- Residential – In this area, approximately 80% of dwelling units are anticipated to be zoned for single family use (R-1), 10% for middle housing uses (R-2), and 10% for multifamily uses (R-3).
 - The Hospitality Overlay Zone is anticipated to have uses outside of the designations currently existing in the City of Sweet Home’s land use code, with developments that have less density than what is included in the least-dense residential zoning code R-1.
- Employment/Industrial – General Industrial to Light Industrial (R-2, R-3) uses are anticipated, such as breweries, specialty foods, outdoor equipment, etc., in these areas.

Sample images that depicts each of these land use types are shown in Figures 1, 2, 3, and 4.

¹ <https://www.sweethomeor.gov/ced/page/comprehensive-plan#:~:text=The%20Sweet%20Home%20Comprehensive%20Plan,public%20services%20and%20other%20issues.>



FIGURE 1: SAMPLE COMMERCIAL LAND USE



FIGURE 2: SAMPLE EMPLOYMENT/INDUSTRIAL LAND USE

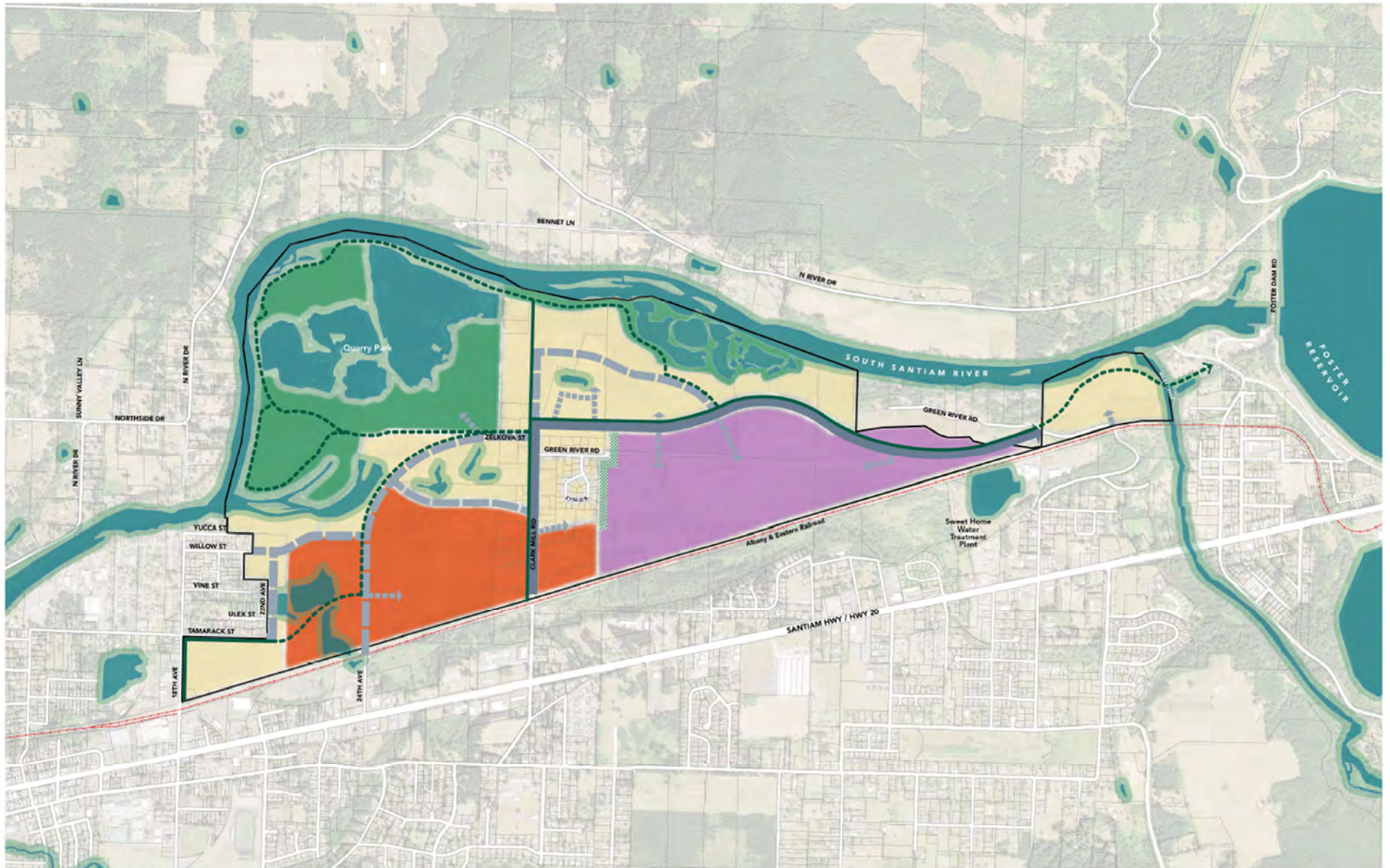


FIGURE 3: SAMPLE RESIDENTIAL LAND USE



FIGURE 4: SAMPLE HOSPITALITY OVERLAY LAND USE

The three land use options are mapped in Figure 5, Figure 6, and Figure 7.



North Sweet Home Area
Commercial / Employment Mix

Commercial

Employment/
Industrial

Residential

Open Space

100' Vegetated Buffer

0 500 1000 2000 N

FIGURE 5. COMMERCIAL/ EMPLOYMENT MIX

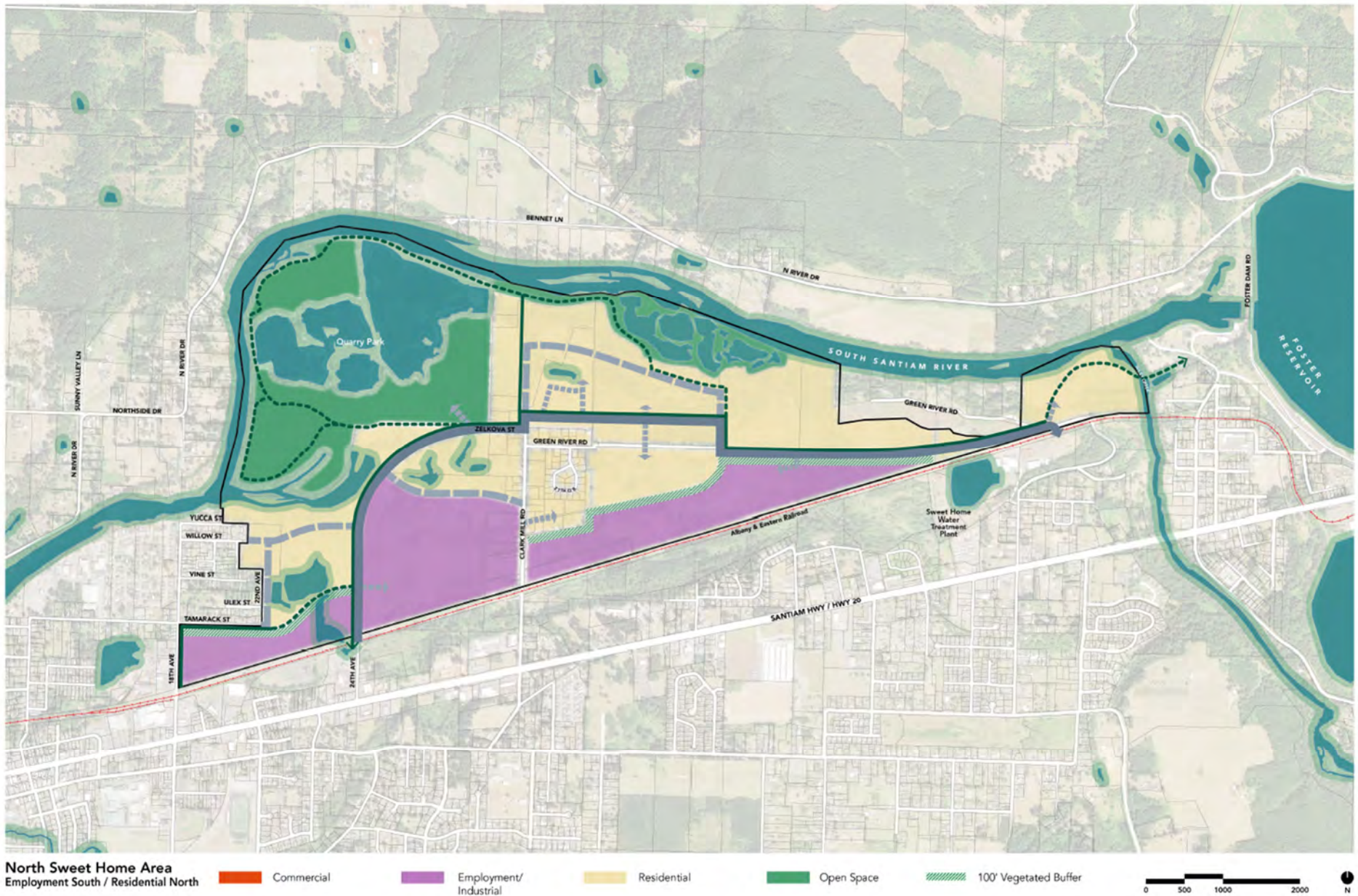


FIGURE 6. EMPLOYMENT SOUTH/ RESIDENTIAL NORTH

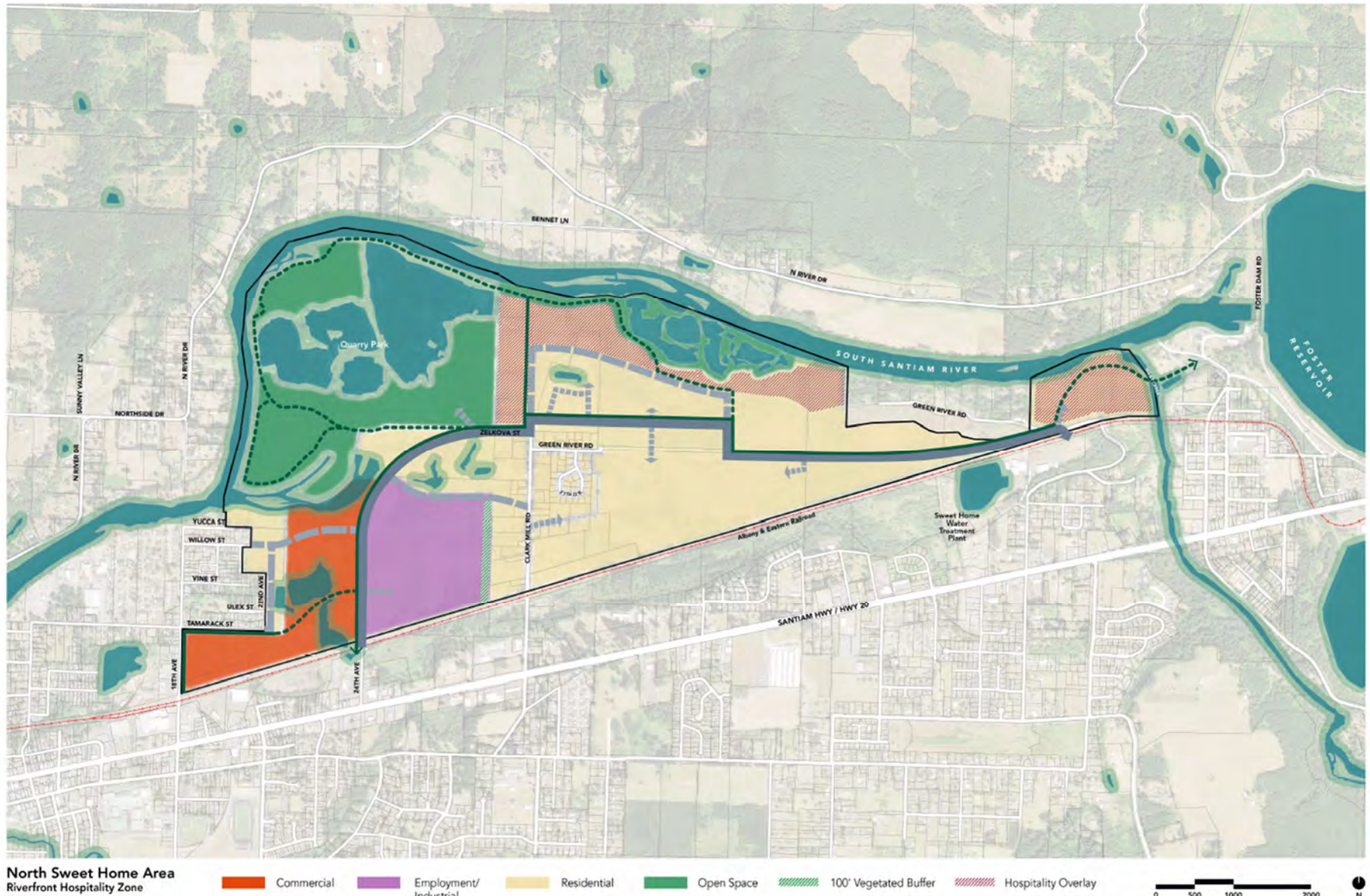


FIGURE 7. RIVERFRONT HOSPITALITY ZONE

SCREENING OF NSHA LAND USE OPTIONS

This section evaluates each of the NSHA land use scenarios based on the goals for the NSHA Plan described in TM #2. These goals and objectives are primarily directed at transportation infrastructure, safety, and system management and maintenance; however, some objectives are potentially applicable to the screening and evaluation of the NSHA land use options.

Goal 3 – Quality of Life: Provide a transportation network that preserves the character of the city and makes it more convenient for people to walk, bicycle, use transit, and drive less to meet their daily needs.

- Provide facilities to connect the public to downtown, parks, and other event locations and recreational opportunities.

Goal 4 – Economic development: Promote economic development and tourism.

- Support regional tourism and strategies to encourage stops by visitors.

SCREENING CRITERIA

The goals and objectives were incorporated into the following five evaluation criteria for use in assessing the relative strengths and drawbacks of the NSHA land use options. These criteria are drawn from the Transportation System Plan's overall goals, policies in adopted Sweet Home planning documents, and best planning practices.

HOUSING

1. The option provides opportunities for new housing units in appropriate locations.
2. The option provides for a variety of types of housing units suitable to meet the varied needs of the City, consistent with current housing policies and plans.

ECONOMIC DEVELOPMENT

1. The option provides areas with the potential to create new employment opportunities in Sweet Home.
2. The option provides increased tourism opportunities that will draw visitors to the city.
3. The option contains land uses that are expected to be economically viable based on the size and location of potential employment and business areas.
4. The likely infrastructure costs associated with the option are proportionate to the ability of the City and private developers to fund their proportionate share of those facilities.
5. Property owners are supportive of the option.

NATURAL RESOURCES

1. The option protects and improves natural resources in the NSHA and does not have adverse effects on natural resource quality. Natural resources include water quality areas downstream from the NSHA.

2. The option provides natural resource amenities for new residences and recreational uses for area residents and the community as a whole.

RECREATION

1. The option provides recreational access to natural resources in and around the NSHA for local residents and other Sweet Home community members.

CONNECTIVITY

1. New housing units and jobs have multi-modal connections to amenities within the NSHA and other parts of Sweet Home.
2. New land uses have low or mitigatable impacts on key intersections and roadway corridors in the study area and beyond.
3. The option provides a robust bicycle network for transportation and recreation purposes.
4. The option provides a robust pedestrian network for transportation and recreation purposes.
5. The option is likely to be serviceable by transit in the future.
6. The option supports walking and cycling to local schools consistent with the Safe Routes to School Program.

NSHA LAND USE OPTIONS SCREENING

The three Land Use options were scored based on how well they address the evaluation criteria and sub-goals of each on a relative scale from 0 (least applicable) to 5 (most applicable). Table 2 summarizes the screening by category, with additional tables and notes located in the appendix.

TABLE 2. NSHA LAND USE OPTION SCREENING SUMMARY

CRITERIA (TOTAL POINTS)	OPTION 1: COMMERCIAL/ EMPLOYEE MIX	OPTION 2: EMPLOYMENT SOUTH, RESIDENTIAL NORTH	SCENARIO 3: RIVERFRONT HOSPITALITY ZONE
HOUSING (10)	7/10	8/10	9/10
ECONOMIC DEVELOPMENT (10)	8/10	8/10	8/10
NATURAL RESOURCES (15)	12/15	12/15	13/15
RECREATION (5)	4/5	4/5	5/5
CONNECTIVITY (25)	16/25	19/25	21/25
TOTAL (65)	47/65	51/65	56/65

The initial screening of the land use options indicates that Option 3 received the highest overall score. This difference is apparent across several criteria but is generally attributed to allowing for more mix of uses.

OTHER SCREENING CONSIDERATIONS

The following section includes other considerations beyond the screening criteria. These are considerations that do not vary significantly among the three land use options but should be considered towards the identification of a preferred land use option.

KEY PARCELS TO SPUR ADDITIONAL DEVELOPMENT

While the overall NSHA provides a range of opportunities, two sites in general provide opportunities that could spur additional development:

- Old Mill - The NSHA includes a former site of a lumber and plywood mill. The “Old Mill” site requires remediation activities before it can be repurposed for other uses. Linn County sold the site to Sweet Home Real Estate Restorations in 2022.²
- Quarry Park - The NSHA also includes a former gravel mine, now called “Quarry Park.” The Quarry Park site is not suitable for new development due to natural constraints (i.e., wetlands and floodplain). The best use of this area may be as open space or an outdoor event venue. The site is now owned by the City of Sweet Home.

PARKING NEEDS

Off-street parking and loading are addressed in the Sweet Home zoning code in Chapter 17.44. Sweet Home zoning code 17.44.060 lists the minimum density of off-street parking spaces required per land use activity. Some of these activities that could be applicable to the NSHA include:

- Single family and duplex – 2 spaces/unit
- Multi-family dwelling (1-2 bedroom) – 1.5 spaces/unit
- Multi-family dwelling (3+ bedroom) – 2 spaces/unit
- Retail store – 1 space/500 square feet (plus 1 space / 2 employees)
- Manufacturing – 1 space per employee during the largest shift

The actual number of parking spaces needed for each land use option would vary significantly based on the type and density of developments in the NSHA. The following strategies could help manage some of the parking needs within the NSHA by helping limit the distances of potential trips and the modes that people choose to use:

- Providing a mix of uses that allow residents to live, work, and shop within the NSHA

² The New Era, “County commissioners agree to sell Sweet Home mill site to firm owned by Josh Victor,” February 9, 2022, <https://www.sweethomenews.com/story/2022/02/09/news/county-commissioners-agree-to-sell-sweet-home-mill-site-to-firm-owned-by-josh-victor/25402.html>.

- Providing a well-connected transportation system that is accessible and allows residents, employees, and patrons to move between areas in the NSHA without requiring a car

While the two strategies above will not replace the need for vehicle parking, they can help manage the overall demand.

IMPLEMENTATION STRATEGY

From a land use perspective, implementation is expected to include:

- Application of comprehensive plan designations, adopted legislatively
- Application of zoning designations consistent with comprehensive plan designations, adopted either legislatively or through applications submitted by property owners.

Given the overall size of the NSHA, two practical constraints serve as important considerations for advancing future development within the overall NSHA:

- **Transportation Access and Connectivity:** The existing rail line on the southern edge of the NSHA limits transportation connections to US 20. The existing rail crossings have limited amenities and will likely require additional upgrades to support future growth. Further, the existing intersections on US 20 that connect to the NSHA are primarily stop-controlled and may require additional traffic control improvements (such as a traffic signal).
- **Infrastructure Needs:** Areas located further north will likely require additional infrastructure and utility improvements to support future development. From a phasing and implementation standpoint, it may be more practical for properties along the southern edge to develop initially so that required infrastructure and utilities are expanded to provide development in the northern areas of the NSHA.

NSHA STREET NETWORK

There is currently no east-west connection within the NSHA and minimal north-south connectivity to the rest of the city. The three main north-south roads connecting the NSHA to Main Street are 18th Ave, Clark Mill Road, and 47th Ave. There is currently only one traffic signal located near the NSHA at 18th Ave and Main Street (US 20). The current roadway network is shown in Figure 8.

Two street network scenarios and an option were considered for the Street Network Configuration within the NSHA. These scenarios are shown in Figure 12, Figure 13, and Figure 14. Each of the identified street network scenarios maintains existing north/south connections to Main Street. A fourth connection is also shown at 24th Avenue that facilitates a connection from Highway 20 to the fully developed NSHA street networks. A recent rail crossing order was approved that identified improvements to this crossing.

In addition to the improvement of vehicle connectivity within the area, there would also be improvements to active transportation connectivity. Each scenario includes the development of a framework street that will support the development of bike lanes and multiuse paths that provide east-west multimodal connections through the NSHA. Moreover, each scenario also includes the creation of a trail network within Quarry Park and along the South Santiam River. Each scenario identifies the need for four improved railway crossings as well as four improved highway crossings.

and are characterized by commercial uses fronting the roadway, with residential uses on top or immediately behind the roadway.

- Neighborhood Streets and Local Connections are designed to the standard of Residential Corridors as defined in the ODOT BUD. These streets are abutted by mostly residential uses where single family homes may have direct access to the roadway. Local connections are generally designed to the minimum footprint possible within this designation.

Figures 9, 10, and 11 show potential cross section elements for Framework Streets, Neighborhood Streets, and Local Connections, respectively.



FIGURE 9: NSHA FRAMEWORK STREET EXAMPLE CROSS SECTION



FIGURE 10: NSHA NEIGHBORHOOD STREET EXAMPLE CROSS SECTION

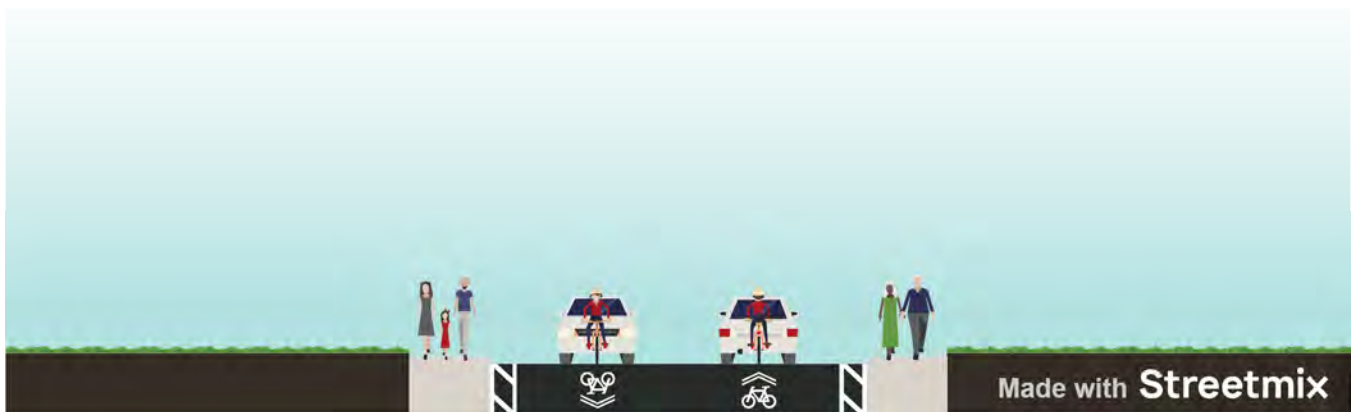


FIGURE 11: NSHA LOCAL CONNECTION EXAMPLE CROSS SECTION

STREET NETWORK SCENARIO 1

Scenario 1 identifies Clark Mill Road as the framework street, making it the primary connection to the NSHA and triggering the need to evaluate intersection control at the intersection of Clark Mill Road/US20. Clark Mill Road connects with the portion of Green River Road outside of the UGB in Option A. Scenario 1 Option A uses the existing Green River Road alignment and provides the cleanest roadway connection between Sweet Home and the new NSHA. However, its location outside of the UGB would require a goal exception and further approvals.

Option B of Scenario 1 provides the same layout of roads except for the alignment of the Green River Road Extension. Within this alignment, the road would jog within the UGB and connect to the eastern portion of Green River Road that is within the UGB. The other change with this option is the alignment of the multi-use path as well as the tie-in to the eastern portion of the trail network.

In addition to the framework street establishment, there are new neighborhood streets that would be identified:

- First, 24th Avenue would be extended and connected with Clark Mill Road at Zelkova Street.
- Willow Street would also connect to the 24th Avenue extension.

These new connections improve upon the connectivity within the NSHA but do not include the creation of more railway crossings or more connections to the highway than already exist.

Both scenarios are shown in Figure 12 and Figure 13. Using Clark Mill Road as the framework for the street and multi-use path offers several advantages. Most notably, it provides a connection south of Main Street via Long Street, enhancing overall accessibility. The connection to Long Street also offers improved access to downtown Sweet Home, serving as a parallel route to Main Street. Furthermore, the existing residential development along Clark Mill Road would benefit from the roadway improvements and stronger connections to the rest of the city.

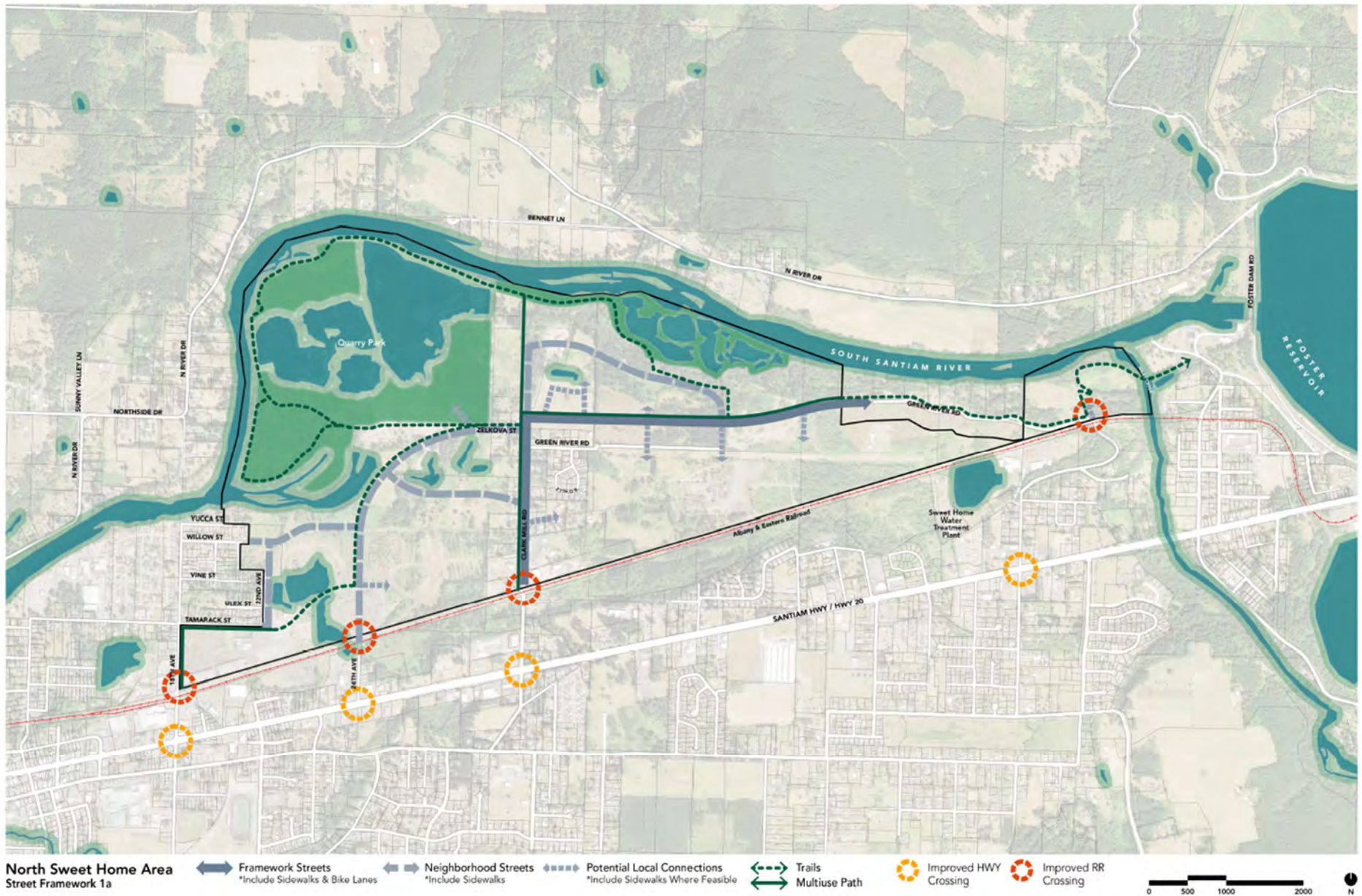


FIGURE 12. STREET FRAMEWORK 1A

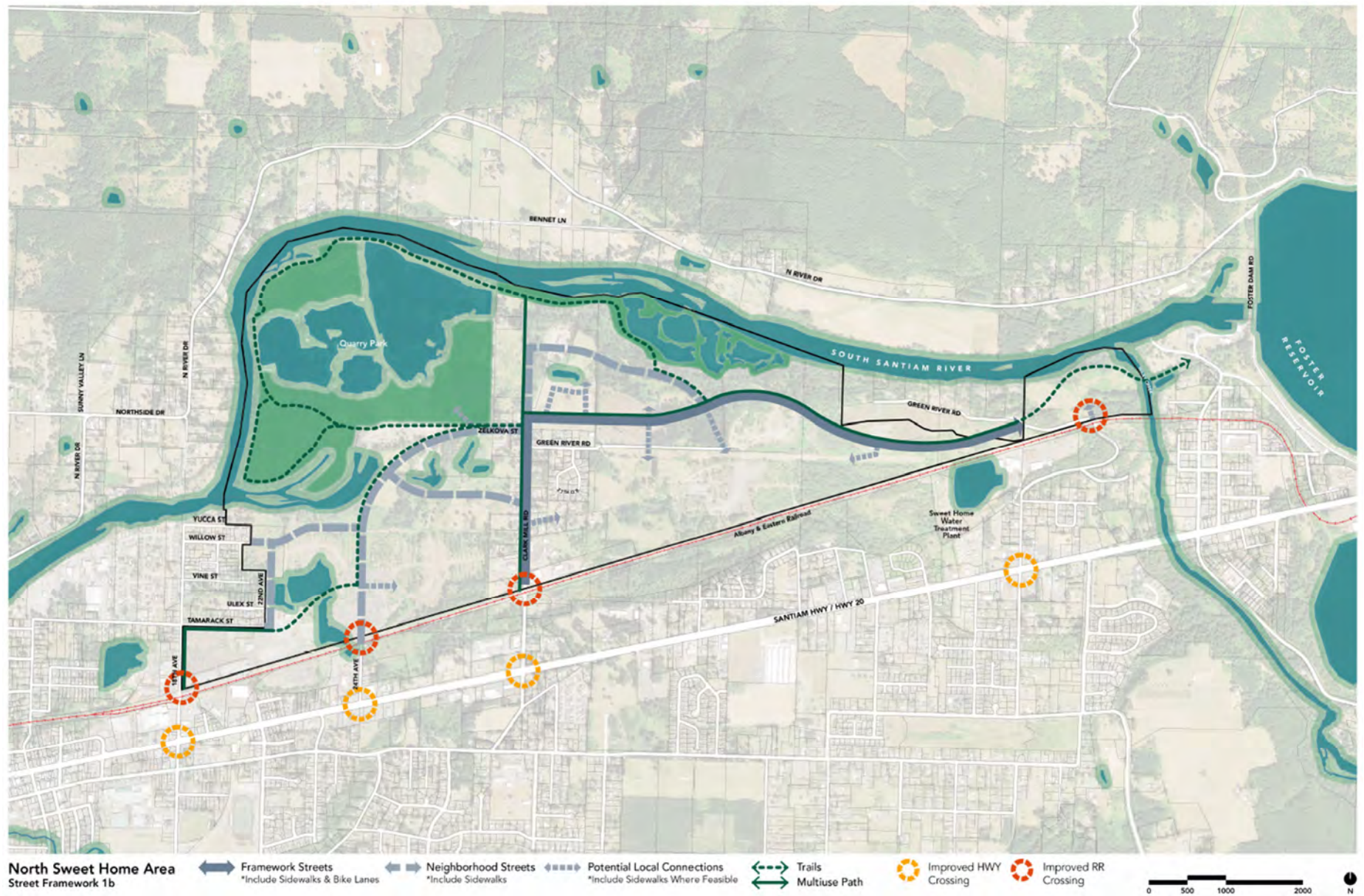


FIGURE 13. STREET FRAMEWORK 1B

STREET NETWORK SCENARIO 2

Scenario 2 provides the same primary benefits as Scenario 1:

- improved east-west connectivity in the NSHA, and
- improved railway and highway crossings.

The main difference between Scenario 1 and Scenario 2 is the designation/location of the framework street. In Scenario 2, the framework street starts on 24th Ave and then connects to the eastern portion of Green River Road as opposed to the use of Clark Mill Road.

The benefit of using 24th Ave as the framework street is the movement of vehicle traffic away from residential areas. Within the three land use scenarios, the area near 24th Ave is planned to be either commercial, employment, or industrial land. Due to its connection with the rest of Sweet Home and the access it will provide to the new outdoor amenities, the framework street will most likely experience heavier volumes of traffic compared to the neighborhood roads. Putting that vehicle traffic in front of preexisting residential land uses might cause negative impacts for those who already reside within the NSHA. Putting the road on 24th Ave also provides closer access to the downtown Sweet Home area. Those choosing to walk, or bike will be able to connect north sooner and not have to use the facilities along Main Street as long providing overall better access. Lastly, this scenario provides consistency with a recent rail crossing order that was updated to show future improvements to the crossing at 24th Avenue.

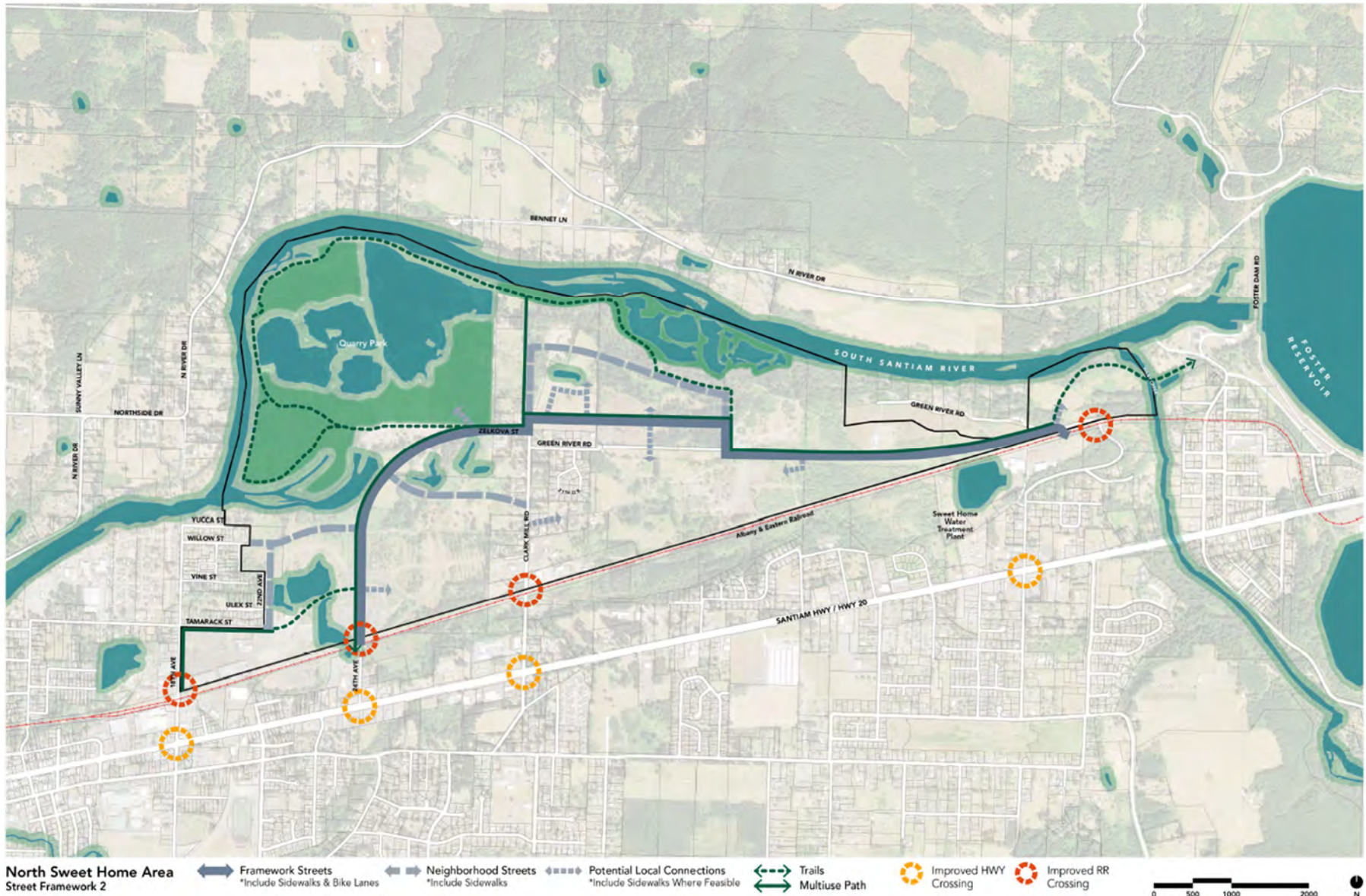


FIGURE 14. STREET FRAMEWORK

STREET NETWORK CONSTRAINTS

The major constraint of both scenarios is the existence of the rail right of way throughout the NSHA. As mentioned in **Technical Memorandum #3**, a rail line serves Sweet Home from the west and terminates at the Foster Mill site on the east side of the city. The line is operated by the Albany and Eastern Railroad Company and connects Sweet Home to Albany.

The rail running east-west limits north-south connectivity to preexisting railway crossings, as the construction of additional crossings would be cost prohibitive. The proximity of the rail to Main Street also provides constraints for the area located between those two east-west corridors. Adding additional access points to the highway from the NSHA will have minimal impact on the part of the NSHA north of the rail right of way due to the railway access point constraints.

Another constraint affecting both scenarios significantly are the existing wetlands throughout the NSHA that constrain the identified roadway alignments and the areas that can be developed abutting these roadways. This impacts Scenario 2 more than Scenario 1, where the framework street crosses directly through undeveloped wetlands. While a corridor may be constructable through wetlands, direct access from the framework street to commercial or employment land uses may be constrained due to the natural geography.

One additional constraint that is specific to Scenario 1 is the potential limitations to cross section elements that could be designed without creating major impacts to nearby residences on Clark Mill Road. While Scenario 2 has a framework street that traverses mostly undeveloped land, Scenario 1 will need to develop its framework street in a location along the current residence. This underscores the need to develop in such a way that encourages the long-term growth of the NSHA while also serving the community that currently resides there as well.

NSHA STREET NETWORK EVALUATION

To support identification of a preferred option, each of the NSHA street networks was evaluated to consider the needs of the motor vehicle, bicycle, and pedestrian networks in the NSHA. This section provides a high-level summary of the traffic potential for each of the streets based on the Land Use Scenarios and the Street Network Scenarios, identifies changes anticipated to the operations of motor vehicles and the comfort for bicycles and pedestrians, and pedestrians.

CHANGES TO TRAFFIC OPERATION

One factor that impacts the volume of traffic for a street is how it connects to the rest of the Sweet Home Network. The roadways that provide a north-south connection over the railway and then the highway provide more direct routes to the rest of Sweet Home and will therefore have higher utilization. Of those four identified north-south connections, the framework street (Clark Mill Road or 24th Avenue) and the connection at 47th Avenue will most likely receive the most traffic. The framework street will have high utility due to its construction and access to the multi-use path. 47th Avenue will have high utility due to it being the only rail and highway connection to the east.

Another influence on route choice will be the ultimate land use in the area. Since there is no identified route directly parallel to the rail north of the rail right of way, the new east-west portion of the framework street will see high utilization in both the Commercial/Employment Mix and the Employment South/ Residential North scenarios. The Riverfront Hospitality Zone scenario has predominantly residential uses along this portion of the corridor, so it will most likely not see as high of levels of utilization as the other two scenarios. However, 24th Ave will see higher utilization in the Riverfront Hospitality Zone compared to the other two scenarios due to the concentration of nonresidential usage along that road. If this Land Use option is selected as the preferred option, Scenario 2 of roadway configuration would be best to complement this increase in demand.

Benefits of the Employment South/ Residential North and the Riverfront Hospitality scenarios are the utilization of 18th Ave. As previously mentioned, 18th Ave has a preexisting traffic signal. It is also the closest entrance to the NSHA from the west where most of the population lives and would provide the most direct connection for travelers coming to/from the west. Nonresidential uses along this roadway will have much closer access to the majority of Sweet Home compared to nonresidential activities that may occur closer to the 47th Avenue crossing.

MOBILITY IMPACTS & TRIP GENERATION POTENTIAL

The varying proportions of land uses among the three NSHA Land Use options offer different outcomes for trip generation potential, and as an extension, the level of traffic loaded into the transportation system. The degree of traffic generated by NSHA uses would influence the type and extent of additional transportation improvements to provide access to the area, including safety improvements at rail crossings and intersection control on Main Street.

Regardless of the two Street Networks analyzed, trips to/from the NSHA will connect to the rest of Sweet Home and other regional destinations via US 20, so the connections to US 20 play a crucial role. In both street networks, there are four connections between the NSHA and US20: 18th Avenue (existing signal), 24th Avenue (Two Way Stop Controlled (TWSC)), Clark Mill Road (TWSC), and 47th Avenue (TWSC). Depending on the land use scenario, trips added to these intersections from the NSHA will vary significantly due to differences in the overall trip generation potential and the location of land uses with high trip potential relative to connections to US 20.

For each of the scenarios shown, it is likely that trips added from the NSHA developments will require evaluation of intersection control types and lane configuration at each US 20 connection to the NSHA, with the exception of the 18th Avenue connection. At a minimum, it is likely that a signal or roundabout should be considered at each intersection location, with possible consideration for revising existing lane configurations at the intersections.

MULTIMODAL IMPROVEMENTS

Under existing conditions, multimodal infrastructure is sparse or non-existent. For multimodal travelers today, the existing railway presents a major barrier to pedestrian and cyclist mobility through north Sweet Home.

Each street network scenario would improve pedestrian safety by implementing improved highway and railroad crossings. Railroad and highway crossings will be improved at the intersections with the following streets:

- 18th Ave
- 24th Ave
- Clark Mill Rd
- 47th Ave

The framework streets would include both sidewalks and bike lanes. Neighborhood streets would include new sidewalks, and local connections would include sidewalks where opportunities are available. In some cases, a multi-use path or trail may be provided as a parallel route.

BICYCLE NETWORK CHANGES

All three scenarios would add bicycle connections to the NSHA and the identified new trails within Quarry Park. Scenario 1a and 1b connect to existing bike lanes on Main Street via Clark Mill Road, and Scenario 2 connects via 24th Ave.

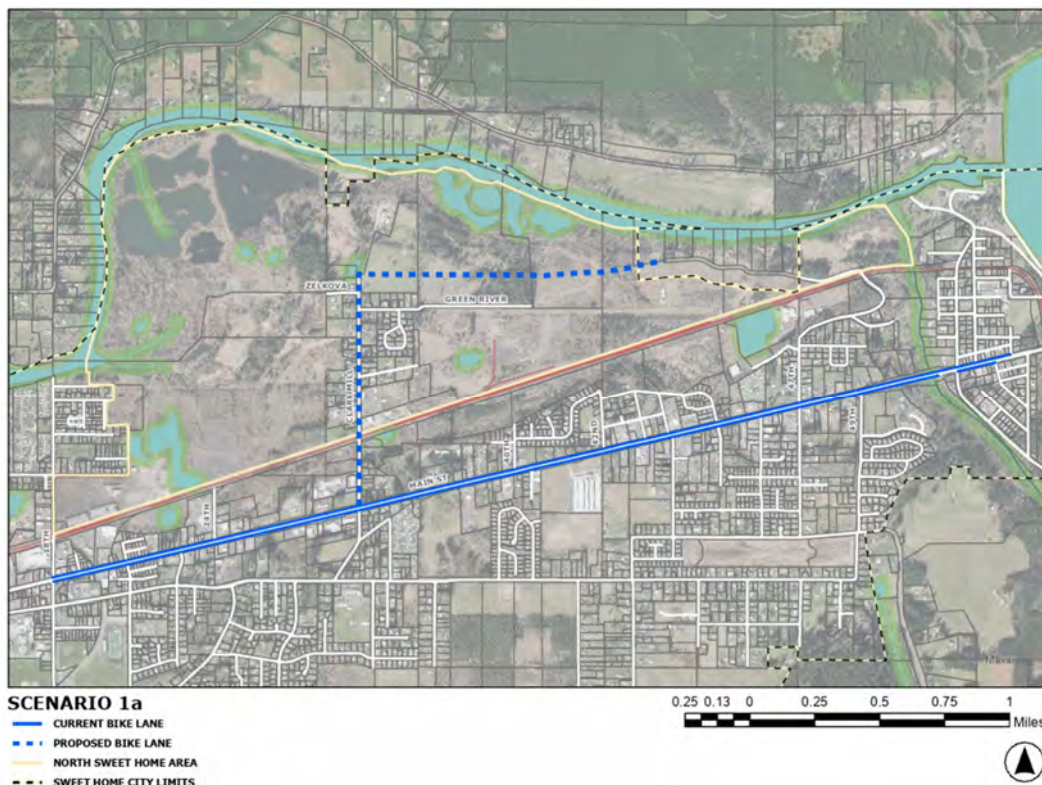


FIGURE 15. SCENARIO 1A BICYCLE NETWORK

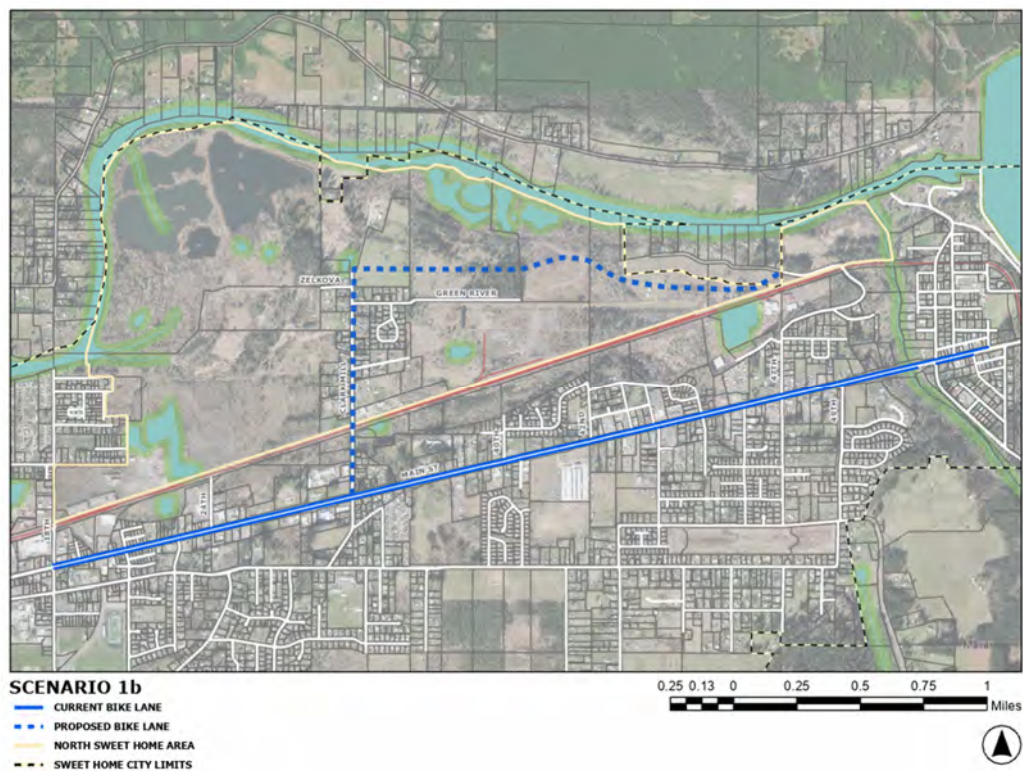


FIGURE 16. SCENARIO 1B BICYCLE NETWORK

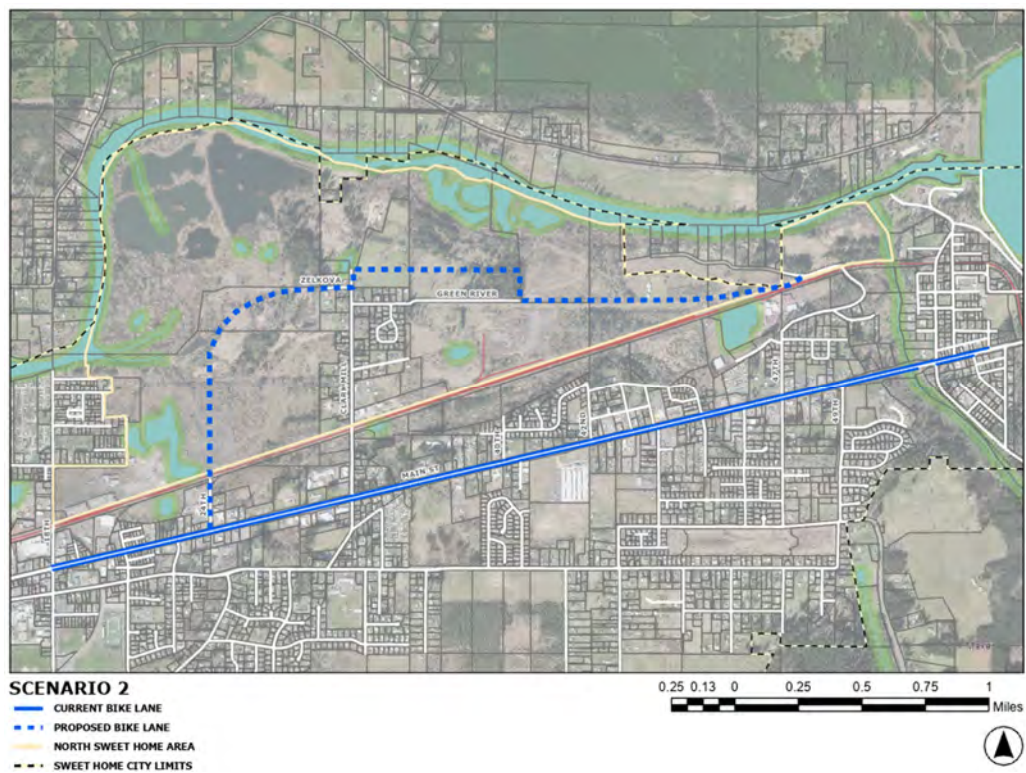


FIGURE 17. SCENARIO 2 BICYCLE NETWORK

PEDESTRIAN NETWORK CHANGES

Existing sidewalks in the NSHA are intermittent. Some 4-5-foot sidewalks exist along 18th Avenue, 22nd Avenue, and 24th Avenue, but US 20 is the only form of east-west connectivity. As a result, people are likely to choose other non-pedestrian modes of travel due to long trip lengths and poor facilities. In both Street Network scenarios, a framework east-west street provides connectivity that can shorten pedestrian trips and incentivize this mode of travel. Moreover, there is an opportunity to construct a low stress parallel route for pedestrians to choose as an alternative to US 20. If the east-west framework street is constructed with buffered bike lanes, 6-foot sidewalks and/or shared use paths, pedestrians will experience a much lower level of traffic stress compared to using US 20 as a route. In addition to the potential for shorter, less stressful connections to/from Sweet Home, the street network also include potential for traffic control upgrades or enhanced pedestrian crossings at the 18th Avenue, 24th Avenue, Clark Mill Road, and 47th Avenue. Figure 18 shows the identified changes to the Pedestrian Network.

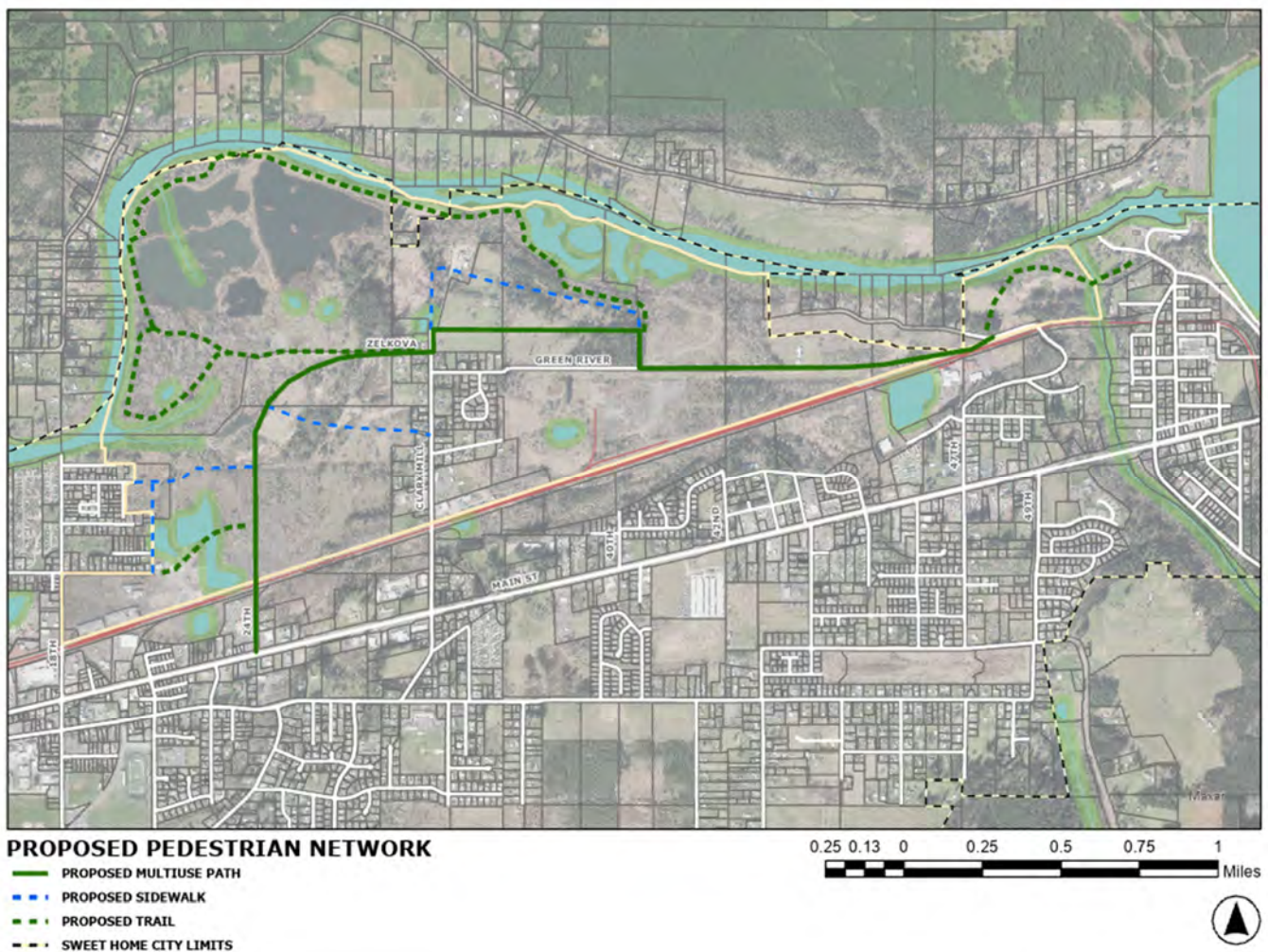


FIGURE 18. PROPOSED PEDESTRIAN NETWORK

TRANSPORTATION SAFETY CONSIDERATIONS

As previously noted, all scenarios provide improved rail crossings as well as improved highway crossings. Improved rail crossings can entail the improvement of pedestrian and bicycle facilities near rail crossings as well as the implementation of new rail crossing barriers. Due to constraints of the rail right of way, no additional railway crossings will be constructed except for the improvement at 24th Avenue, which had a recent rail crossing order. Currently, 24th Avenue approaches the rail, but the roadway does not cross it. Facilities at the current 24th Avenue crossing include stop signs and warning messages to prevent motorists from accidentally crossing the tracks.



FIGURE 19. RAIL CROSSING AT 18TH AVE (GOOGLE MAPS, 2022)



FIGURE 20. RAIL CROSSING AT 47TH AVE (GOOGLE MAPS, 2022)

Improvements to pedestrian highway crossings may include the addition of pedestrian medians, improved crosswalks, improved ADA access, and other necessary improvements for pedestrian safety. Currently, most crossings are at two-way stops with marked crosswalks. The highway through this part of Sweet Home is a four-lane road with a two-way left turn lane running down the center. The speed limit is 35 miles per hour. Recent ADA improvements along this section of US 20 replaced curb ramps and installed enhanced pedestrian crossings.

APPENDIX

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SECTION 1: LAND USE OPTION SCREENING

SECTION 1: LAND USE OPTION SCREENING

TABLE 3: NSHA LAND USE SCENARIO EVALUATIONS - HOUSING

CRITERION	OPTION 1: COMMERCIAL/ EMPLOYEE MIX	OPTION 2: EMPLOYMENT SOUTH, RESIDENTIAL NORTH	OPTION 3: RIVERFRONT HOSPITALITY ZONE
OPPORTUNITIES FOR NEW HOUSING UNITS IN APPROPRIATE LOCATIONS.	Has the least land available for residential uses, located furthest from downtown and existing services. 3/5	Has a greater amount of land available for residential uses. 4/5	Has the greatest amount of land available for residential uses (including hospitality zone). 5/5
VARIETY OF HOUSING TYPES, CONSISTENT WITH CURRENT HOUSING POLICIES AND PLANS.	All scenarios can support a variety of housing types assuming development code is written to allow for them. 4/5		

TABLE 3: NSHA LAND USE SCENARIO EVALUATIONS – NATURAL RESOURCES

CRITERION	OPTION 1: COMMERCIAL/ EMPLOYEE MIX	OPTION 2: EMPLOYMENT SOUTH, RESIDENTIAL NORTH	OPTION 3: RIVERFRONT HOSPITALITY ZONE
PROTECTS AND IMPROVES NATURAL RESOURCES IN THE NSHA AND DOES NOT HAVE ADVERSE EFFECTS ON NATURAL RESOURCE QUALITY, INCLUDING WATER QUALITY, INCLUDING IN AREAS DOWNSTREAM FROM THE NSHA.	Each scenario can achieve this goal based on City code and State requirements. River-adjacent land uses in each option are primarily residential. 4/5	Each scenario can achieve this goal based on City code and State requirements. River-adjacent land uses in each option are primarily residential. 4/5	Each scenario can achieve this goal based on City code and State requirements. River-adjacent land uses in each scenario are primarily residential. The hospitality overlay may provide additional control to support natural resource goals. 5/5
PROVIDES NATURAL RESOURCE AMENITIES FOR NEW RESIDENCES AND RECREATIONAL USES FOR AREA RESIDENTS AND THE COMMUNITY AS A WHOLE.	All scenarios can provide such amenities. 4/5	All scenarios can provide such amenities. 4/5	All scenarios can provide such amenities. The hospitality overlay provides an additional opportunity to ensure these amenities are developed. 5/5

TABLE 4: NSHA LAND USE SCENARIO EVALUATIONS – ECONOMIC DEVELOPMENT

CRITERION	OPTION 1: COMMERCIAL/ EMPLOYEE MIX	OPTION 2: EMPLOYMENT SOUTH, RESIDENTIAL NORTH	OPTION 3: RIVERFRONT HOSPITALITY ZONE
PROVIDES NEW EMPLOYMENT OPPORTUNITIES	Significant acreage identified for commercial and industrial uses. 5/5	Significant acreage identified for industrial uses. 5/5	Has the least amount of land available for employment uses. Commercial and industrial land located in the vicinity of the mill site. 4/5
PROVIDES INCREASED TOURISM OPPORTUNITIES	Commercial area can host tourism opportunities. 4/5	Little tourism-focused opportunities unless specific industrial users (i.e. breweries) attract visitors. 3/5	Hospitality zone provides space for tourism-focused activities. 5/5
LAND USES EXPECTED TO BE ECONOMICALLY VIABLE	Large commercial area may be less desirable given transportation constraints and could potentially compete with other existing commercial areas 3/5	Large industrial area may be economically viable. 4/5	Smaller commercial and industrial areas may be more in line with demand. 4/5
INFRASTRUCTURE COSTS ASSOCIATED WITH THE OPTION ARE PROPORTIONATE TO THE ABILITY OF THE CITY AND PRIVATE DEVELOPERS TO FUND	More information needed	More information needed	More information needed
PROPERTY OWNERS ARE SUPPORTIVE OF THE OPTION.	More information needed	More information needed	More information needed

TABLE 5: NSHA LAND USE SCENARIO EVALUATIONS – CONNECTIVITY

CRITERION	OPTION 1: COMMERCIAL/ EMPLOYEE MIX	OPTION 2: EMPLOYMENT SOUTH, RESIDENTIAL NORTH	SCENARIO 3: RIVERFRONT HOSPITALITY ZONE
NEW HOUSING UNITS AND JOBS HAVE MULTI-MODAL CONNECTIONS TO AMENITIES WITHIN THE NSHA AND OTHER PARTS OF SWEET HOME.	Has the least land available for residential uses, located furthest from downtown and existing services. 3/5	Has a greater amount of land available for residential uses 4/5	Has the greatest amount of land available for residential uses (including hospitality zone). 5/5
NEW LAND USES HAVE LOW OR MITIGATABLE IMPACTS ON KEY INTERSECTIONS AND ROADWAY CORRIDORS IN THE STUDY AREA AND BEYOND.	Has the highest potential for trip generation and impacts existing key intersections and corridors. 2/5	Has less impact on key intersections and corridor operations. Likely impacts are mitigatable. 4/5	Has less impact on key intersections and corridor operations. Likely impacts are mitigatable. 4/5
ROBUST PEDESTRIAN NETWORK FOR TRANSPORTATION AND RECREATION PURPOSES.	Pedestrian recreation network possible for all scenarios. 4/5	Pedestrian recreation network possible for all scenarios. 4/5	Pedestrian recreation network possible for all options. May be more likely to develop through hospitality overlay and associated uses. 5/5
SERVICEABLE BY TRANSIT IN THE FUTURE.	Each option is supportive of transit stops in the future. Connecting residences to resources both within and outside of Sweet Home. 3/5		
SUPPORTS WALKING AND CYCLING TO LOCAL SCHOOLS CONSISTENT WITH THE SAFE ROUTES TO SCHOOL PROGRAM.	Absent the development of a new school in the area, students in the area will have to travel south of Highway 20 for most school needs. Street network improvements include upgrades to pedestrian and bicycle infrastructure as well as improved crossings at Highway 20. 4/5		

TABLE 5: NSHA LAND USE SCENARIO EVALUATIONS – RECREATION

CRITERION	OPTION 1: COMMERCIAL/EMPLOYEE MIX	OPTION 2: EMPLOYMENT SOUTH, RESIDENTIAL NORTH	OPTION 3: RIVERFRONT HOSPITALITY ZONE
THE OPTION PROVIDES RECREATIONAL ACCESS TO NATURAL RESOURCES IN AND AROUND THE NSHA FOR LOCAL RESIDENTS AND OTHER SWEET HOME COMMUNITY MEMBERS.	All options can provide recreational access. 4/5	All options can provide recreational access. 4/5	Option 3 may provide additional access through the creation of the Hospitality Overlay Zone, which provides additional control over waterfront-adjacent properties and would be expected to promote recreational activities. 5/5

TECHNICAL MEMORANDUM #9



DATE: February 11, 2025

TO: Project Management Team

FROM: Garth Appanaitis, PE & Emily D'Antonio | DKS Associates

SUBJECT: Task 5.1 Sweet Home TSP Preferred Alternatives

Project #20020-15

12/31/25

INTRODUCTION

This memorandum summarizes the preferred transportation projects to address the deficiencies and needs of Sweet Home's transportation network. The preferred alternatives include two primary components based on anticipated implementation mechanisms:

- A financially constrained or "cost-constrained" project list contains high-priority projects that are reasonably likely to be funded within the projected available revenue streams over the 20-year planning horizon (2045).
- An aspirational project list is provided and contains additional projects that have been identified and meet the City's needs but are not anticipated to be completed during the planning horizon due to the existing transportation revenue streams.

These projects were selected from the broader list of future needs identified in **Tech Memo #6, Alternatives Analysis and Funding Opportunities**.

Although the TSP identifies priorities for the investments, the City does not have to implement the projects in that order. The projects on the Financially Constrained list do not limit the City, County, or ODOT from advancing other projects in the City's TSP in response to changes in development patterns and funding opportunities that are not known at the time of this plan. Future circumstances could allow or require the City to fund projects not on the Financially Constrained project list to address an unanticipated transportation need or take advantage of opportunities as they arise.

FUTURE TRANSPORTATION FUNDING PLAN

Based on existing revenue sources of the state gas tax and local transportation System Development Charges (SDC), Sweet Home is estimated to have approximately \$3.1 million available for transportation improvements over the 20-year planning horizon, as summarized in **Table 1**. The state gas tax provides revenue for the city's Transportation Fund (Fund 206), which, after covering the combined expenditures for Personal Services and Materials and Services, leaves approximately \$37,000 per year remaining for capital improvements¹. The city's SDC is currently projected to generate approximately \$120,000 per year based on the city budget, but increased development levels would increase this amount.

TABLE 1. EXISTING AND PROJECTED TRANSPORTATION REVENUE SOURCES

REVENUE SOURCE	ESTIMATED ANNUAL REVENUE	TOTAL REVENUE THROUGH 2045 (20 YEARS)
STATE GAS TAX	\$37,000*	\$740,000
SYSTEM DEVELOPMENT CHARGES	\$120,000**	\$2,400,000
TOTAL	\$157,000	\$3,140,000

Notes:

* Revenue remaining after covering other anticipated costs in the Transportation Fund, including Personal Services and Materials and Services.

** SDC revenue is estimated based on the city budget but could increase with additional development.

Based on the requirements within Oregon Administrative Rules (OAR) 660-012 (Transportation Planning Rule), the cost of the financially constrained project list should not exceed 125 percent of the available funding, or \$3.93 million².

If Sweet Home implements other revenue sources (e.g., local gas tax or street utility fee programs), it could increase the amount of transportation revenue available for new capital projects and programs.

¹ The city budget estimates approximately \$777,000 per year from the state gas tax with approximately \$740,000 per year in costs related to Personal Services and Materials and Services, leaving \$37,000 per year to cover capital improvements.

² 125% * \$3,140,000 = \$3,930,000

ASPIRATIONAL PROJECT LIST IMPLEMENTATION OPPORTUNITIES

Other implementation opportunities exist that could support funding and construction of other aspirational projects. These opportunities vary, but were reviewed along with the preferred project list to identify other potential implementation opportunities:

- **SDC Improvements** – Capacity projects that would be needed to support future development and, depending on the level of development, could be candidate projects for SDC resources.
- **Partner Funding** – For projects that are located on a County or State facility, and may be opportunities for joint funding and/or incorporating into related projects along the facility.
- **Development Frontage** – Projects that could be implemented through frontage improvements as adjacent properties are redeveloped.
- **Active Transportation Grant** – Projects that would improve the active transportation system and may be future candidates for various state or other active transportation grant programs.
- **Safety Grant** – Projects that would improve the safety of the transportation system and may be future candidates to consider for various state or other safety grant programs.

FINANCIALLY CONSTRAINED PROJECT LIST

The Oregon Transportation Planning Rule (OAR 660-012) requires that local agencies identify a financially constrained list of projects within the TSP. The financially constrained project list identifies the \$3.1 million in projected transportation funding for the highest priority projects. The financially constrained project list includes the highest priority projects for the City to pursue:

- C1 – Main Street / Pleasant Valley Road Intersection Improvement – this location currently is a two-way stop control and does not meet mobility targets, is an identified safety concern by the public due to the intersection geometrics and sight distance and is generally identified as the location of highest interest for an improvement in the city. Preliminary evaluation was conducted that indicated a roundabout may provide additional benefits to reduce speed on Main Street and provide a gateway treatment for the western edge of the City. However, additional processes would be required to select a control type for implementation, including intersection control evaluation and approval by ODOT's State Traffic Engineer (due to location on the state highway system), and coordination and approval from the mobility advisory committee (due to location on a reduction review route). Due to the unknown treatment type, the intersection cost is listed as a range.
- R5 – 24th Avenue Rail Crossing Improvements – this location had a rail crossing order³ that allows future improvements at the crossing to support future growth, including gates and lights, cantilevers for additional flashing lights, and pedestrian gates for sidewalks with a roadway having four lanes with medians and bike lanes. However, the crossing order requires that "Construction of crossing No. 3S-029.33 shall be substantially in progress

³ Order No 51372, ODOT Crossing No 938945S

within five years from the entered date of the Final Order. Otherwise, the authority expires on that date.” It is noted that the final order date is September 30, 2021, with a five-year period ending on September 30, 2026, for construction to be “substantially in progress”.

The financially constrained project list is listed in **Table 2** and mapped within **Figure 1**. The total cost of the project list is shown as a range of \$4.6 million to \$12.1 million due to the unknown treatment and intersection cost that will result from additional review of the Main Street/Pleasant Valley Road intersection improvement. A traffic signal at this location would result in a lower cost than a roundabout treatment.

TABLE 2. FINANCIALLY CONSTRAINED PROJECT LIST (2022 DOLLARS)

PROJECT ID	PROJECT NAME	COST ESTIMATE ^A
C1	Main Street/Pleasant Valley Road Intersection Improvement	\$2,500,000-\$10,000,000
R5A	24 th Avenue Rail Crossing ROW and Signing	\$204,000
R5B	24 th Ave Rail Crossing Installation	\$1,900,000
Total		\$4.6-\$12.1 million

A. All cost estimates are based on 2022 dollars

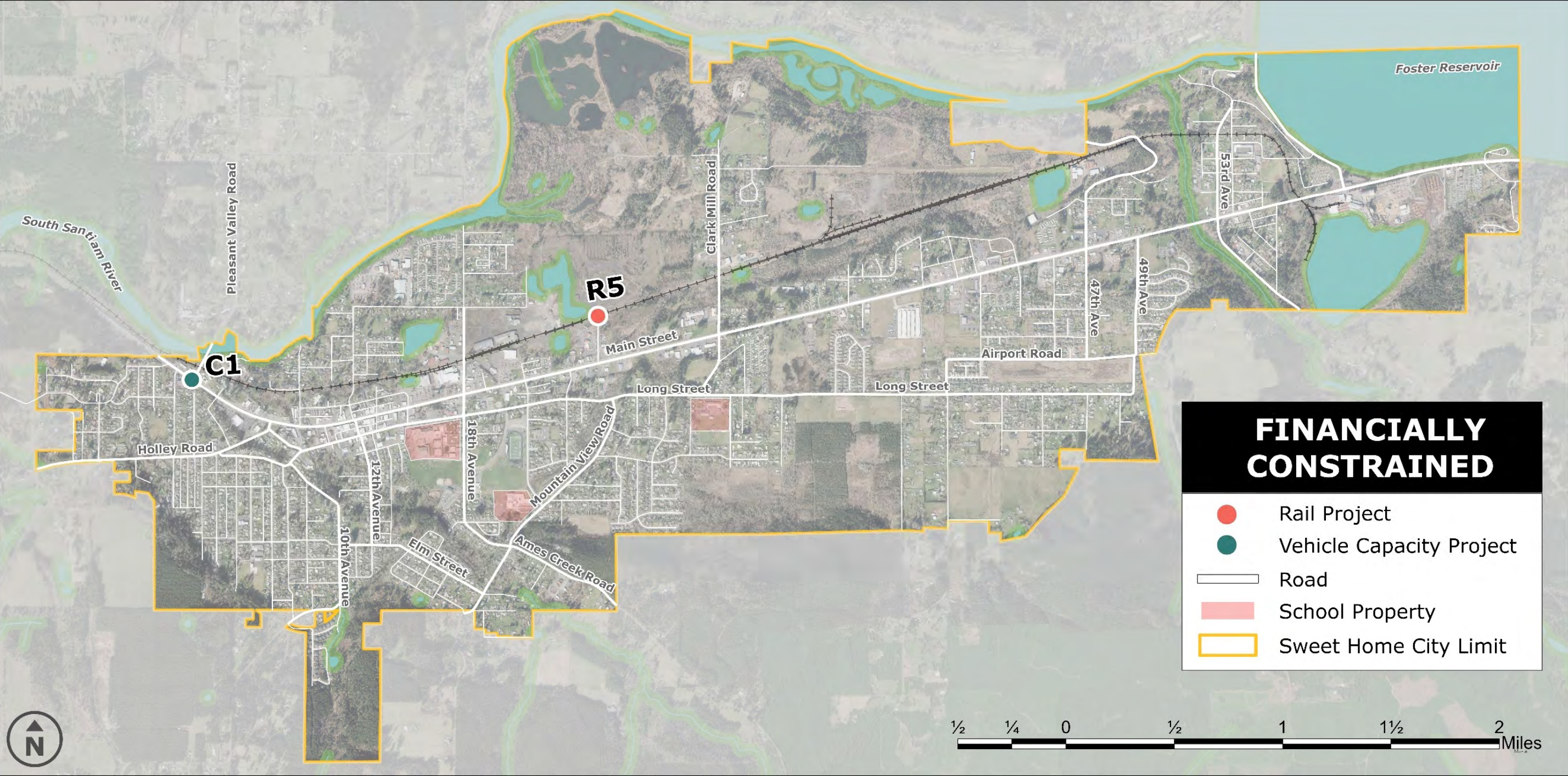


FIGURE 1. FINANCIALLY CONSTRAINED PROJECT LIST

ASPIRATIONAL PROJECTS

The following section summarizes the remaining “aspirational” preferred plan projects that are important for Sweet Home but are not included in the financially constrained list. These projects are not considered reasonably likely to be funded by 2045.

The aspirational projects are grouped by category for organizational purposes. The order of the categories does not represent an order of prioritization, nor does the order of the projects within the tables. Projects within the aspirational project list should be constructed as funding becomes available or priorities within the city are changed. As noted previously, several potential implementation opportunities are flagged for each project, depending on the type, location, and potential benefits. The aspirational vehicle capacity projects are listed in **Table 3** and shown in **Figure 2**.

TABLE 3. ASPIRATIONAL VEHICLE CAPACITY PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE ^B	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
C2	Main Street/24 th Avenue Traffic Control	Construct a traffic control upgrade at Main Street (US 20)/24 th Avenue. Location may be a candidate for a traffic signal.	\$2,500,000-\$10,000,000	x	x			
C3	Main Street/Clark Mill Road Traffic Control	Construct a traffic control upgrade at Main Street (US 20)/Clark Mill Road. Location may be a candidate for a traffic signal.	\$2,500,000-\$10,000,000	x	x			
C4	Main Street/47 th Avenue Traffic Control	Construct a traffic control upgrade at Main Street (US 20)/47 th Avenue. Location may be a candidate for a traffic signal.	\$2,500,000-\$10,000,000	x	x			
Total			\$7.5-\$30 Million					

A. Projects that propose changing an intersection’s traffic control on ODOT’s system would require additional study as part of an Intersection Control Evaluation (ICE) to be conducted before design per ODOT standards to determine the appropriate control treatment, including consideration for traffic signal warrants.

B. All cost estimates are based on 2022 dollars

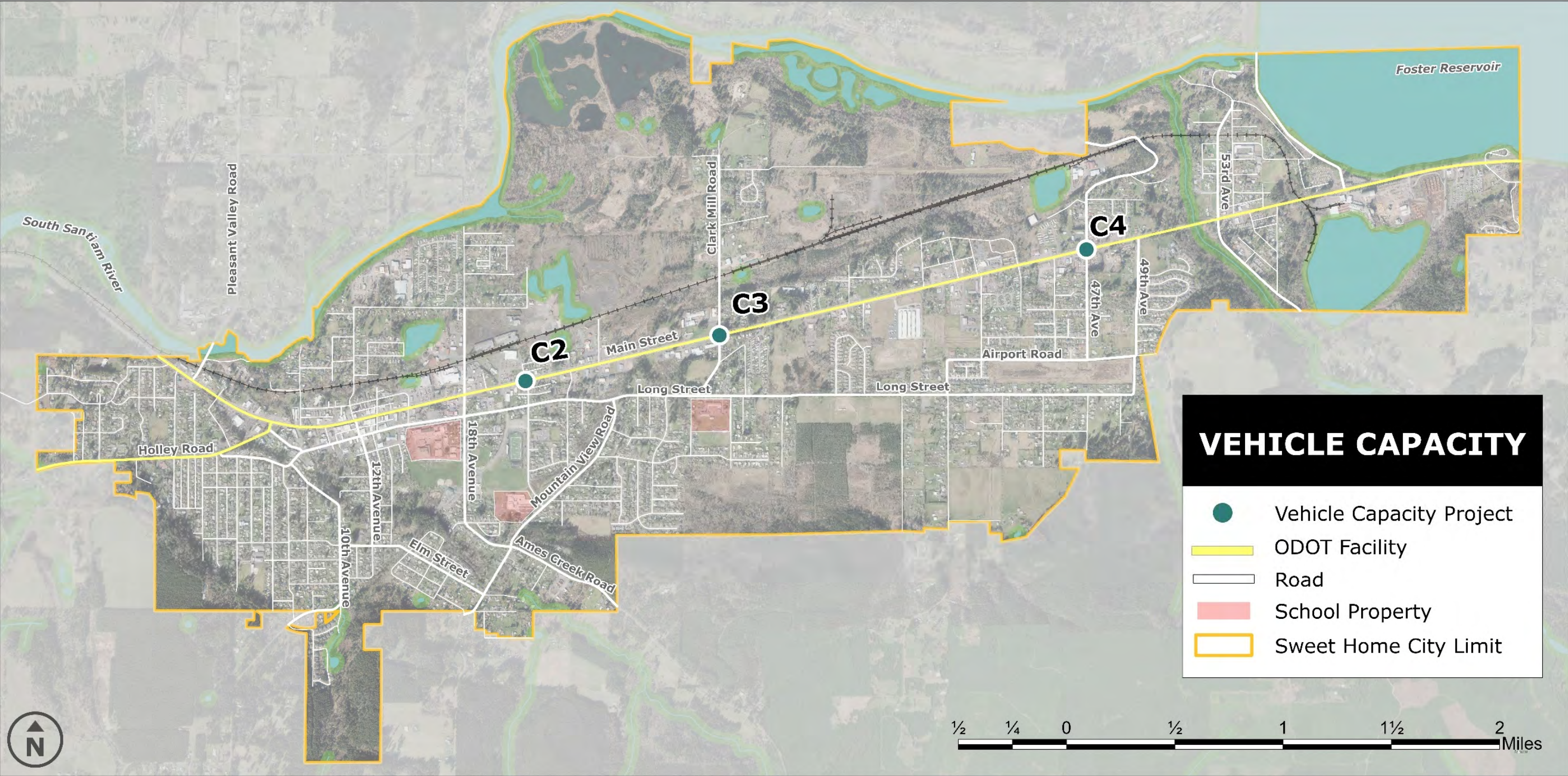


FIGURE 2. VEHICLE CAPACITY PROJECTS

The Aspirational Active Transportation Projects are listed in **Table 4** through **Table 7** and are shown in **Figures 3 and 4**.

TABLE 4. ASPIRATIONAL PEDESTRIAN FOCUSED PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE ^A	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
A1	Clark Mill Road Sidewalk Infill	Infill existing sidewalk gaps (8,000 ft) on Clark Mill Road. Update stormwater infrastructure to current standards where necessary.	\$9,700,000	X		X	X	X
A3	Mountain View Road Sidewalk Infill	Infill existing sidewalk gaps on Mountain View Road (8,000 ft). Update stormwater infrastructure to current standards where necessary.	\$9,700,000	X		X	X	
A5	53rd Avenue Sidewalk Infill	Infill existing sidewalk gaps on 53rd Avenue (8,700 ft). Update stormwater infrastructure to current standards where necessary.	\$10,400,000	X		X	X	
A43	Main Street Sidewalk Connectivity under Trestle Bridge	Connect the sidewalk under the Trestle bridge after Trestle bridge is reconstructed.	\$150,000	X				X
A44	Main Street Sidewalk Infill	Infill existing sidewalk gaps east of Wiley Creek to the eastern city limit (3,000 ft) on Main Street. Update stormwater infrastructure to current standards where necessary.	\$3,450,000	X			X	X
Total			\$33,400,000					

A. Cost Estimates are based on 2022 dollars

TABLE 5. ASPIRATIONAL BICYCLE FOCUSED PROJECTS^A

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE ^B	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
A6	Main Street Bike Lanes	Construct 6' wide bike lanes on Main Street (US 20) west of 18th Avenue; consider buffered bike lanes on Main Street (US 20) east of 18th Avenue. Design must conform to the highway design manual.	\$5,750,000		x		x	
A7	Holley Road Bike Lanes	Construct 6' shoulder bike lanes on Holley Road from Main Street (US 20) to the western city limits within the current right of way. Design must conform to the highway design manual.	\$1,300,000		x		x	
A8	Long Street Bike Lane Infill	Add 6' shoulder bike lanes from Holley Road to 22nd. Consider buffered bike lanes with parking removal.	\$1,400,000				x	x
A9	Airport Road Bike Lanes	Construct 6' shoulder bike lanes on Airport Road from 43 rd to 49 th within the existing right of way.	\$1,000,000			x	x	
A11	49th Avenue Bike Lanes	Construct 6' shoulder bike lanes on 49th Avenue from Long Street to Main Street (US 20) within the existing right of way.	\$850,000			x	x	
A12	53rd Avenue and Wiley Creek Drive Bike Lanes	Construct 6' shoulder bike lanes on 53rd Avenue and Wiley Creek Drive. Widen Wiley Creek Road where necessary to maintain the bike lane.	\$6,900,000			x	x	

A13	18th Avenue/Ames Creek Road Bike Lanes	Construct 6' shoulder bike lanes from south city limit to Tamarack Street along 18 th and Ames Creek Rd. Install greenway treatment along 18 th north of Tamarack.	\$500,000	x	x
A14	Mountain View Road Bike Lanes	6' Construct shoulder bike lanes on Mountain View Road from Long Street to Cedar Street. Remove parking where necessary.	\$200,000		x
Total			\$17,900,000		x

A. Projects aim to decrease Bike Level of Traffic Stress (BLTS) to a 1 or 2. A BLTS of 1 represents a low stress and comfortable facility, while a BLTS of 4 is a high stress facility that may be dangerous to cyclists and only utilized by aggressive cyclists.

B. Cost Estimates are based on 2022 dollars

TABLE 6. ASPIRATIONAL MULTI-MODAL PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE ^A	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
A39	Elm Street Greenway	Designate a neighborhood greenway on Elm Street; install speed humps, signage, and striping	\$700,000	X		X	X	X
A40	Long Street Roadway Modernization	Installation of Sidewalk and 6' bike lanes east of 35th Street. Updating of drainage with sidewalk improvements. Consider lowering the speed limit and implementing Greenway treatment for bike facilities if bike lanes are infeasible	\$15,800,000	X		X	X	
A41	47th Greenway	Designate a neighborhood greenway on 47th Street; install speed humps, signage, and striping. Infill missing sidewalk on both sides of the road. Lower speed limit to 30 MPH	\$6,000,000	X		X	X	
A42	Tamarack Street Modernization	Installation of sidewalk and improved bike facilities. Updating of drainage with sidewalk improvements. Consider lowering the speed limit ^B and implementing Greenway treatment for bike facilities if bike lanes are infeasible.	\$2,550,000	X		X	X	
Total			\$25,050,000					

A. Cost estimates are based on 2022 dollars

B. Lowering speed limits requires an ODOT speed study, which can be requested at any time

TABLE 7. SAFE ROUTES TO SCHOOL PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE ^A	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
A16	22nd Avenue Sidewalk	Improve sidewalks and install curb ramps along 22nd Avenue	\$5,600,000				X	X
A17	22nd Avenue/Mountain View Road Crossings	Install striping upgrades and curb extensions at 22nd Avenue/Mountain View Road intersection	\$150,000				X	X
A18	22nd Avenue/Ironwood Street Crossings	Install curb ramps, upgrade signage and striping, and install lighting at 22nd Avenue/Ironwood St intersection	\$264,000				X	X
A19	22nd Avenue/Juniper Court and 22nd Avenue/Kalmia Street Crossings	Install curb ramps, upgrade striping, and install lighting at 22nd Avenue/Juniper Court and 22nd Avenue/Kalmia Street	\$289,000				X	X
A20	22nd Avenue/Long Street Crossings	Install curb ramps, upgrade striping, and install lighting at 22nd Avenue/Long Street	\$269,000				X	X
A22	22nd Avenue Multiuse Path	Remove parking and construct a multimodal path on 22nd Avenue between Mountain View Road and Long Street	\$1,850,000				X	X
A23	Main Street Sidewalk Enforcement	Enforce the sidewalk clearance code on Main Street			X		X	X

A25	18th Avenue Sidewalks	Improve sidewalks and install curb ramps on 18th Avenue between Main Street (US 20) and Ames Creek Road	\$1,950,000	x	x
A26	High School Driveway Crossing	Install RRFB, upgrade signage and striping, and install lighting at the high school driveway on 18th Avenue	\$299,000	x	x
A27	18th Avenue/Grape Court Crossing	Upgrade striping and install curb ramps at 18th Avenue/Grape Court	\$250,000	x	x
A28	Mountain View Road/Ames Creek Road Crossings	Upgrade striping, install curb ramps, and install lighting at Mountain View Road/Ames Creek Road	\$269,000	x	x
A29	Mountain View Road/Elm Street Crossing	Upgrade striping and install lighting at Mountain View Road/Elm Street	\$239,000	x	x
A30	Mountain View Road Multiuse Path (South)	Construct a 10-foot wide shared use path and northbound shared roadway bicycle markings between Ames Creek Road and the school property	\$950,000	x	x
A31	Mountain View Road Multiuse Path (North)	Construct a 10-foot wide shared use path and curb ramps at intersections between 22nd Avenue and Long Street	\$3,400,000	x	x

A32	Ames Creek Road Restriping	Restripe Ames Creek Road to narrow travel lanes, shift centerline, and provide more pedestrian space between Mountain View Road and Surrey Lane; explore a 25 mph speed limit	\$100,000	x	x
A33	Ames Creek Road Sidewalk	Install sidewalk on the south side of Ames Creek Road from Mountain View Road to Surrey Lane	\$950,000	x	x
A35	Juniper Street Sidewalk	Install sidewalk on the north side of Juniper Street from Mountain View Road to Ashbrook Park	\$950,000	x	x
A36	Juniper Street Greenway	Designate a neighborhood greenway on Juniper Street from Mountain View Road to 35th Avenue; install speed humps, signage, and striping	\$350,000	x	x
A37	Harding Street Sidewalk	Install sidewalk on the south side of Harding Street from Mountain View Road to 27th Avenue	\$1,600,000	x	x
A38	Kalmia Street Sidewalk	Install sidewalk on the south side of Kalmia Street from Mountain View Road to 29th Avenue	\$450,000	x	x
Total			\$14,579,000		

A. Cost estimates are based on 2022 dollars

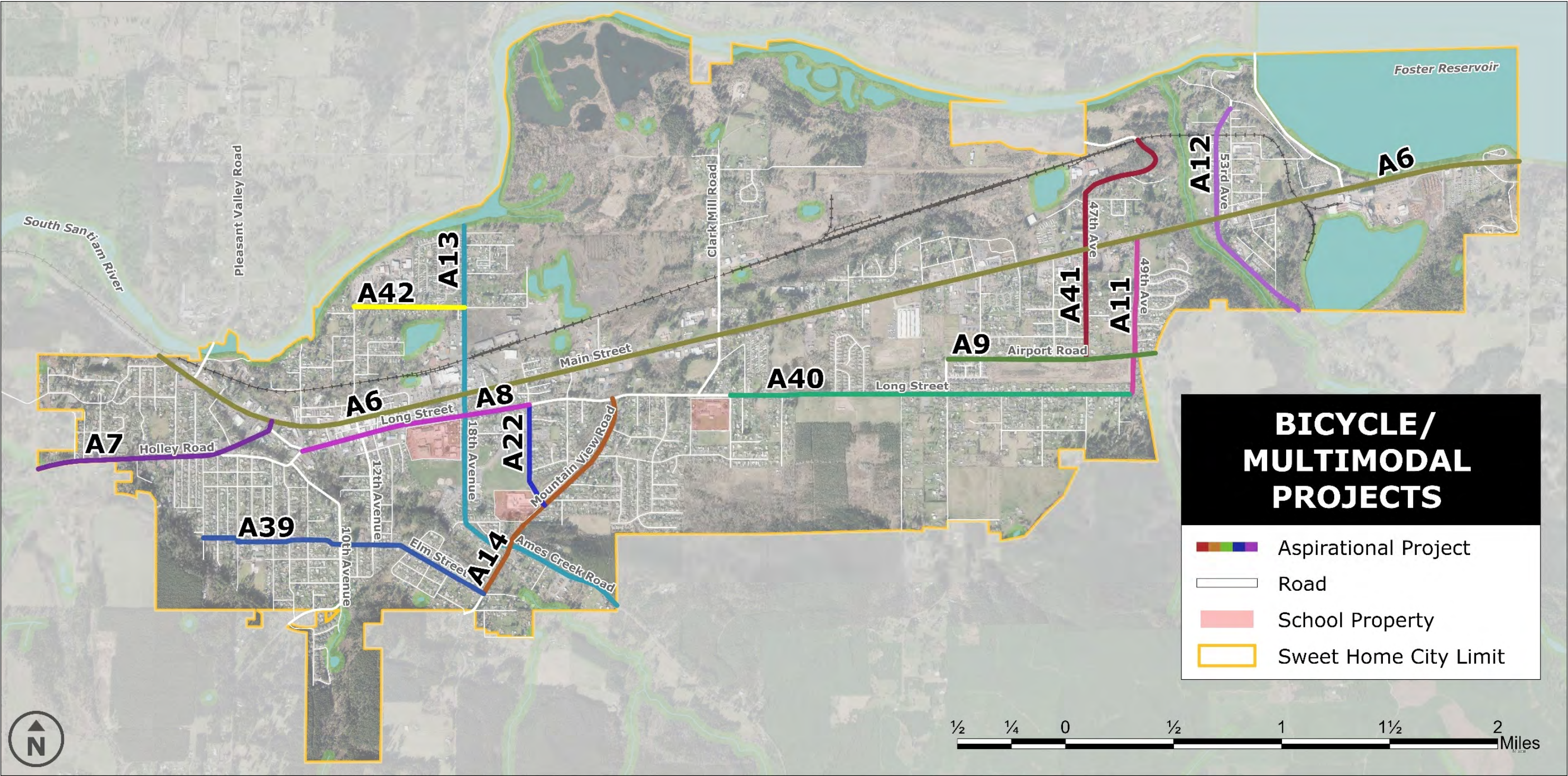


FIGURE 3. BICYCLE AND MULTIMODAL PROJECTS

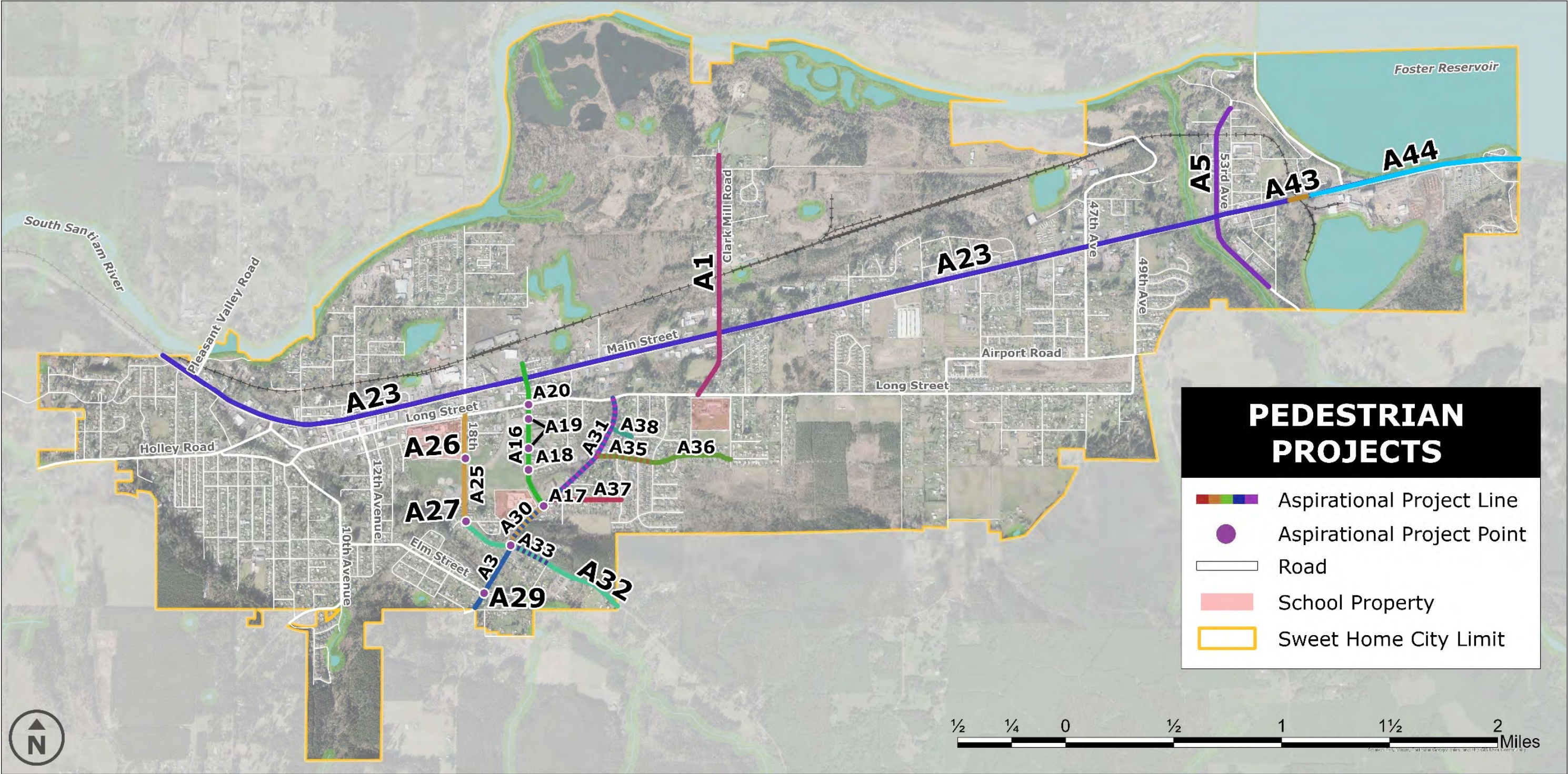


FIGURE 4. PEDESTRIAN PROJECTS (INCLUDES SS4A)

Other aspirational projects are shown in the following tables, including Downtown Streetscape (**Table 8**), Railroad (**Table 9**), Safety (**Table 10**), and Smart Mobility (**Table 11**), and are mapped in **Figure 5**.

TABLE 8. ASPIRATIONAL DOWNTOWN STREETSCAPE PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
P1	Long Street Sidewalk Buffer	Provide landscaping along the sidewalk edge and remove on-street parking to add a landscape buffer.	\$481,000					X
P2	Long Street Pedestrian Island	Add a pedestrian island or curb bulb-outs to shorten crossing distance at key intersections	\$1,500,400					X
P3	Long Street Parking Restriping	Revise lane striping to add parking in areas where narrowing the travel lanes results in additional width for on-street parking	\$81,400					
P5	Parking Management Policy	Implement a policy for Downtown that limits parking to 2-hours on-street and 4-hour off street. Increase level of enforcement to ensure turn over occurs.						
P6	Long Street Modification 10 th to 18 th	Seek to maintain 11' sidewalks, 8' parking lanes and 11' travel lanes from 10 th Ave to midway between 15 th Ave and 18 th Ave. Possibly include bulb-outs at the key intersections to increase pedestrian comfort.	\$4,114,300					X
P7	Main Street Modification	Add bulb-outs along the corridor to provide spaces for lighting, streetscape amenities, and trees. Add a median from 9 th Ave to 18 th Ave.	\$2,477,100		X			X
Total			\$8,654,200					

TABLE 9. ASPIRATIONAL RAILROAD PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
R1	Pleasant Valley Road Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000		X			X
R2	9th Avenue Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000		X			X
R3	12th Avenue Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000		X			X
R4	18th Avenue Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000		X			X
R6	Clark Mill Road Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000		X			X
R7	47th Avenue (West) Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000		X			X

R8	47th Avenue (East) Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA- accessible improvements to align with current railroad safety guidelines	\$600,000	x	x
R9	53rd Avenue Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA- accessible improvements to align with current railroad safety guidelines	\$600,000	x	x
R10	54th Avenue Rail Crossing	Upgrade signing and striping, install railroad crossing gates, and install ADA- accessible improvements to align with current railroad safety guidelines	\$600,000	x	x
R11	Main Street Railroad Bridge	Replace damaged trestle bridge	\$20,000,000	x	x
R12	43 rd Ave Railroad Crossing	Construct a new grade separated bridge across the rail road tracks to connect 43 rd Ave to the eastern portion of the North Sweet Home Area.	\$20,000,000		
Total			\$45,400,000		

TABLE 10. ASPIRATIONAL SAFETY PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE	SDC	PARTNER FUNDING	ACTIVE TRANSPORT GRANT	SAFETY GRANT
S1	Long/18 th intersection improvements	Monitor intersection to determine if additional improvements are needed to reduce crash frequency. Improvements may include adding signing upgrades and potential on-street parking reductions to improve visibility and alert drivers of pedestrian activity and traffic control.	\$70,000				X
S2	Shea Viewpoint / Riggs Hill Road	Install safety enhancements to the eastern gateway. These may include signing, striping, and/or lighting, to decrease speed of traffic entering urban area and allow safe pedestrian crossings.	\$200,000		X		X
S3	Long St/ Holley Rd Right in Right Out	Restrict left turn movements at the intersection to reduce vehicle conflicts that occur near Main Street. Add signage as well as well as barriers to prevent left turns from Long Street to OR 228 and from OR 228 to Long Street. These improvements would also improve the traffic flow from Main Street to Holley Road making the route more attractive and decreasing traffic cutting through on 1 st Avenue to avoid the intersection.	\$400,000				X
Total			\$670,000				

TABLE 11. ASPIRATIONAL SMART MOBILITY PROJECTS

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE ^B	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
E1	EV Charging Stations	Install electric vehicle charging stations at key destinations, such as downtown and at parks	\$150,000	X	X	X		

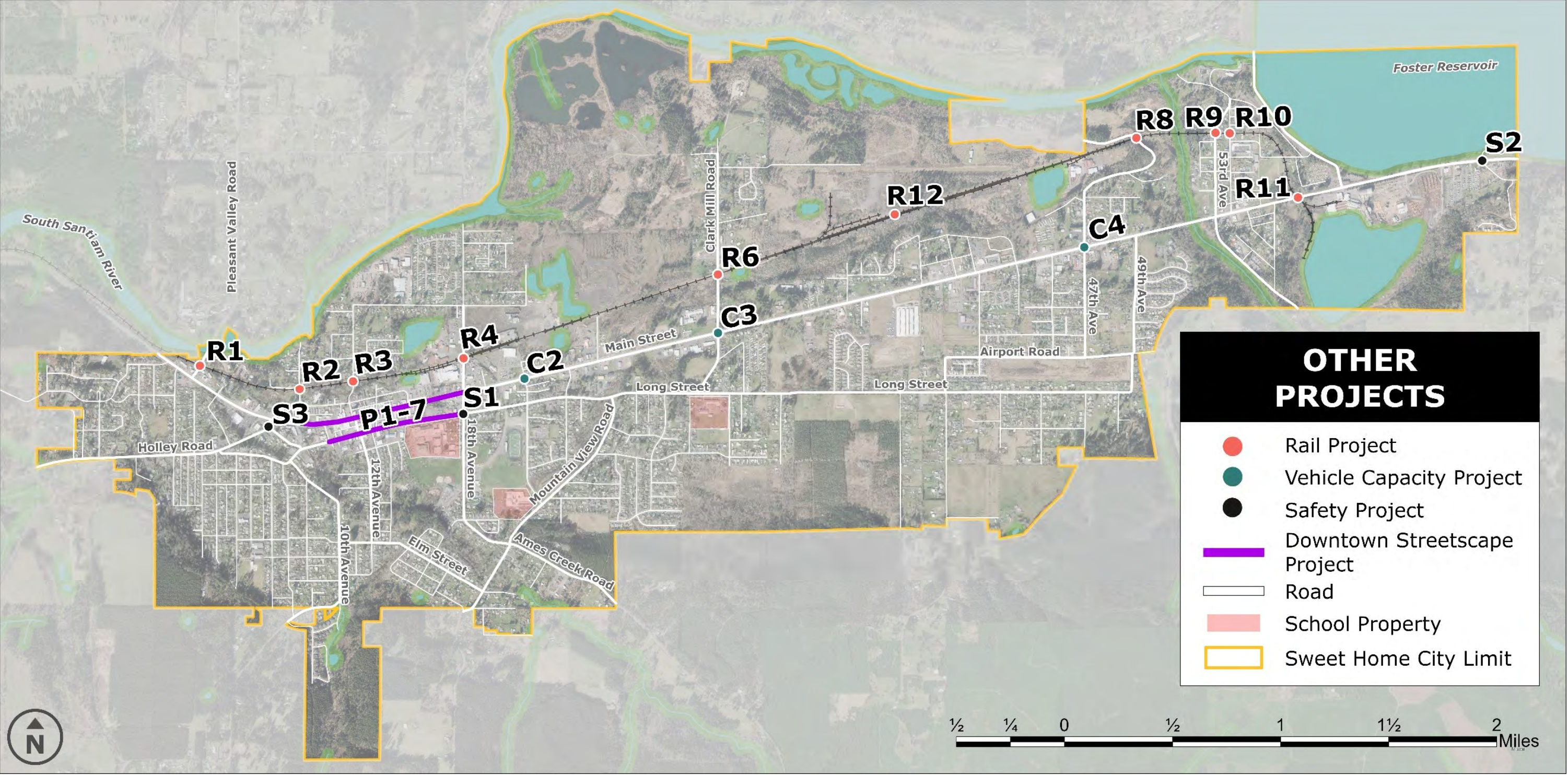


FIGURE 5. OTHER ASPIRATIONAL PROJECTS

NORTH SWEET HOME AREA PLAN PROJECTS

In conjunction with the update to the Sweet Home TSP, a refinement plan for the North Sweet Home Area (NSHA) has also been developed. The NSHA is the area north of the Albany and Eastern Railroad which includes over 500 acres of undeveloped land, including natural resource amenities. The following projects (**Table 12**) have been recommended through the development of this plan, depending on the final plan outcomes. These new street improvements would include pedestrian and cyclist connectivity improvements within the area.

TABLE 12. NSHA ASPIRATIONAL PROJECTS (PLACEHOLDER PENDING DEVELOPMENT OF NSHA PLAN)

PROJECT ID	PROJECT NAME	DESCRIPTION	COST ESTIMATE	SDC	PARTNER FUNDING	DEVELOPMENT FRONTAGE	ACTIVE TRANSPORT GRANT	SAFETY GRANT
N1	Street Network Scenario 2	24 th Avenue is designated as the framework street and serves as the primary connection into the NSHA.		X	X	X		
N2	New East West Connection	Provide a future connection that improves east-west connectivity between Clark Mill Road and 47 th Street.		X	X	X		

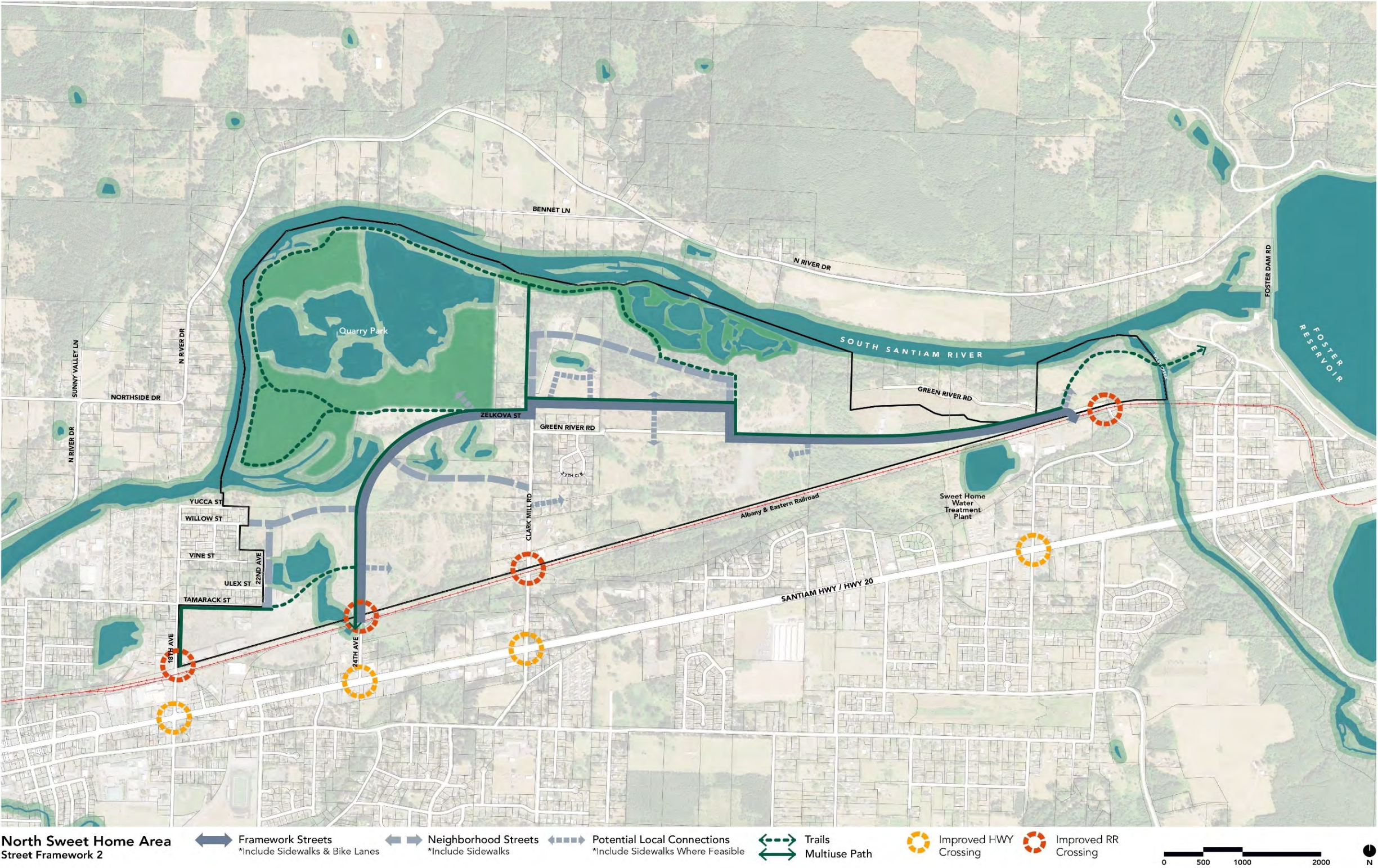


FIGURE 6. STREET NETWORK SCENARIO 2



North Sweet Home Area Plan
Technical Memo 10
Preferred Land Use Concept
Task 5.2



February 2025

The North Sweet Home Area

The City of Sweet Home is in the process of updating its Transportation System Plan (TSP) and preparing an area plan for the land in the northern part of the City limits, called the North Sweet Home Area.

This area planning effort includes the following steps: 1) an analysis of existing conditions; 2) creation and evaluation of land use/transportation options; 3) selection of a preferred alternative;

and 4) potential changes to comprehensive plan and zoning designations as well as policies and transportation projects identified in the updated TSP.

This memo aims to provide information about the preferred alternative for the North Sweet Home Area, along with a preliminary transportation analysis of this alternative.

Goals & Objectives

Housing

The Preferred Alternative aims to provide land that can accommodate a variety of housing types needed in Sweet Home in the long term, including lodging in a riverfront hospitality district.

Economic Development

The Preferred Alternative provides land for a range of industrial and commercial uses, in areas to the SW of the study area, closest to existing downtown uses and activity.

Natural Resources & Recreation

This Plan will protect water quality resources and wetlands as required by law and provides land available to riverfront hospitality uses along the South Santiam River, which will continue to be protected through riparian area regulations.

Connectivity

A robust and connected transportation network is proposed in this area, for those walking, rolling, and driving.

The Preferred Alternarive has been designed with principles of...

Great Neighborhood Design

- | |
|---|
| + Pedestrian & bike friendly |
| + Natural feature preservation |
| + Connected streets |
| + Scenic views |
| + Mix of activities |
| + Parks, riverfront trails, & open spaces |
| + Housing for diverse incomes |
| + Housing variety |

Draft Alternative Review

Draft alternatives were presented to the PMT in a series of meetings in Summer 2024, and in a public meeting on June 3, 2024.

- Meetings were open to the public and took place at Sweet Home City Hall. The project team described the goals of the North Sweet Home Area plan and existing conditions in the area, followed by presentation of three land use alternatives and two transportation concepts.
- All alternatives supported a multi-modal transportation system, new neighborhoods in North Sweet Home, and a parks and trails system that takes advantage of the area’s natural resources. The land use alternatives differed in their emphasis on industrial, commercial, and residential uses. The transportation concepts differed in the “main entrance” to North Sweet Home - Clark Mill versus a new connection on 24th Ave - plus differences in the alignment and connections of the primary east-west street.

- Alternatives were presented to the Sweet Home City Council on January 28, 2025. Feedback indicated general support for Alternative 3, “Riverfront Hospitality” which forms the basis for the Preferred Alternative.
- Property owners and others indicated a desire for flexibility in the allowed uses of land.
- The owner of a large parcel within the “Recreational Commercial” area indicated he is having difficulty in developing large speculative projects in the current market environment. This Preferred Alternative plan should therefore assume that development will occur in smaller, incremental phases.



Preferred Alternative
Riverfront Hospitality

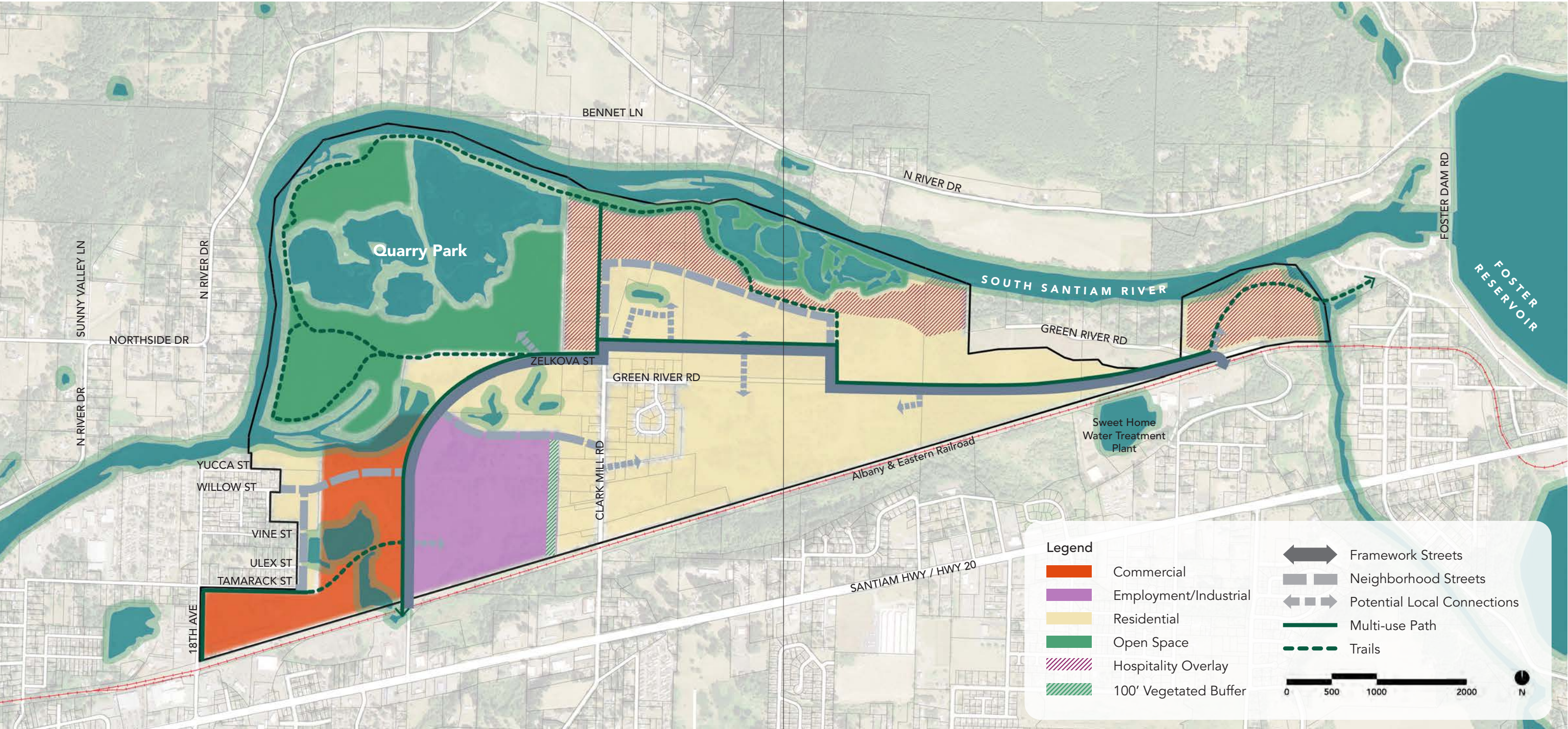


Figure 1

This alternative contains a balance of smaller industrial and commercial uses in the Southwest of the NSHA to take advantage of transportation connections and proximity to downtown Sweet Home, and residential uses in the remainder of the area. A “Riverfront Hospitality Zone” on land

(with residential base zoning) in the vicinity of the South Santiam River would allow for uses catering to a visiting public, including hotels, restaurants, equipment rentals, and similar uses.

Hospitality uses could range in scale but the plan envisions a residential/rustic aesthetic. Less intensive hospitality uses could include rental cabins, campsites, yurts, or RV sites with access to the river or nearby riverfront trails. More intensive hospitality uses could include a small resort.

Nearby commercial and employment lands could also provide services related to tourism, like outdoor recreation equipment rentals or venue/ restaurant space.

Preferred Alternative **Riverfront Hospitality: Aerial Perspective**

A view looking NE across the North Sweet Home area towards Foster Reservoir and the Cascade Mountains, showing one potential buildout of the Preferred Alternative in the next 20-30 years, integrating a new neighborhood into this beautiful riverfront next to downtown Sweet Home. The ultimate eventual developed neighborhood will be shaped by this plan, with flexibility for individual design decisions from property owners and developers.

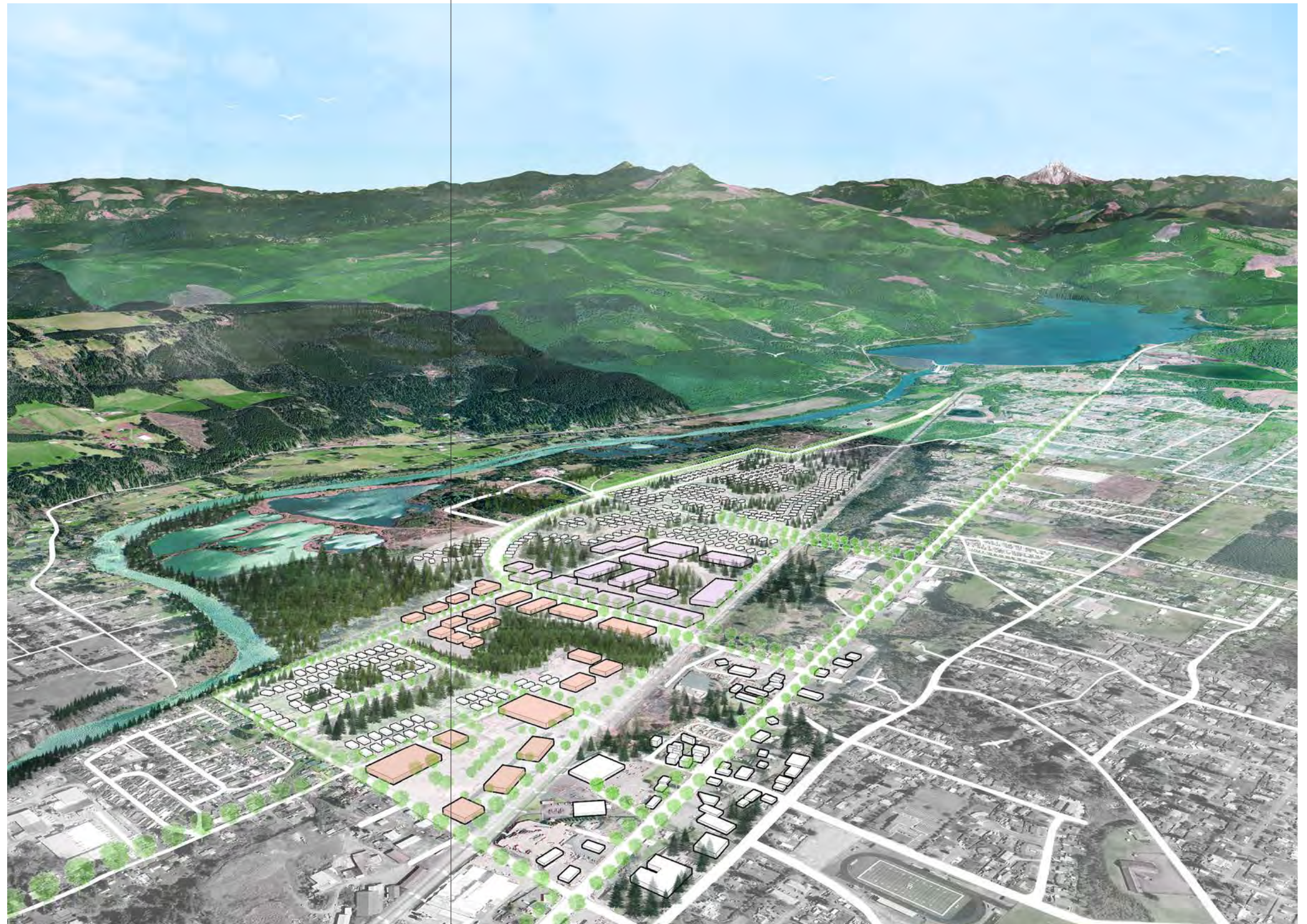


Figure 2

Industrial Employment



Employment areas could include pedestrian and bike connections for both workers and residents to access the river and downtown.



Commercial greenhouses could make use of nearby rail and expansive sites with solar access.



Small scale “craft” manufacturing related to nearby tourism industries (eg, boating, snow sports, hiking, etc), could locate manufacturing and show-room space within the NSHA in this option.



A brewery or food-related manufacturer could locate their facility within employment industrial areas.



Manufacturers of prefabricated buildings or prefabricated wood components could take advantage of nearby timber resources and trained workforce.



Timber-related industry would be well situated on this railroad-adjacent site in the NSHA.

Riverfront Hospitality & Residential



A resort could design around unique site features and take advantage of views of the river and mountain landscape.



A small resort or lodge sited adjacent to neighborhoods could be residential in character.



Riverfront hospitality uses like cabins and campgrounds could be built in harmony with natural features within the NSHA.



Hospitality uses including short term rentals, campsites, yurts, or RV resorts could be located within hospitality zones.



Neighborhoods could include pedestrian-friendly streets and homes with garages placed to the side or rear of street frontages.



Housing options could include single family residences and a variety of middle housing types.

Commercial, Retail, & Event



Interim uses in commercial zones could include pop-up food and drink vendors, potentially serving tourism during the Oregon Jamboree.



Incubator space related to tourism could be located within NSHA hospitality zones, like this photo of incubator wineries at the Port of Walla Walla.



A covered stage area could be located within Quarry Park.



A commercial node near hospitality overlay could include outdoor equipment rentals.



Small retail could serve locals as well as tourists passing through town.



Open space within the NSHA could be used to host events like the Oregon Jamboree.

Proposed Street Network

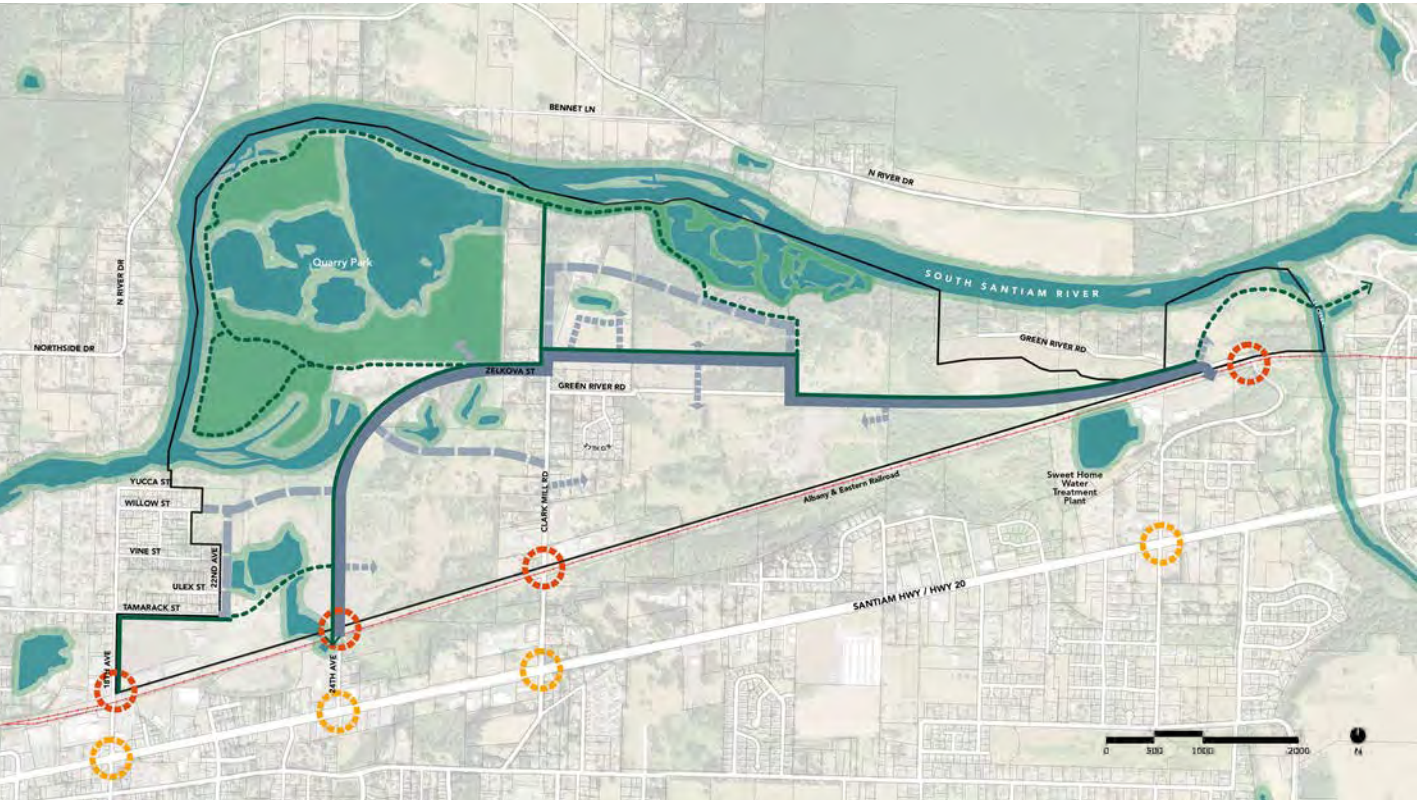


Figure 3

The Proposed Street Network (based on Option 2 evaluated in TM #8), proposes a main vehicular entrance into the study area along 24th Ave, and a connection to the east that stays as close to city limits as possible. The City has received approval of a new rail crossing at 24th Avenue.

New transportation facilities could support and be supported by redevelopment of the mill site. Pedestrian and bike infrastructure improvements are proposed throughout the study area, including improved crossings along the framework street, 24th Avenue/Zelkova Street, at the following intersections: 18th Avenue, 24th Avenue, Clark Mill Road, and 47th Avenue. Recreational paths are also proposed through Quarry Park and along the Riverfront, including a pedestrian footbridge across Wiley Creek at the eastern edge of the NSHA.

Legend

- Framework Streets**
*Include Sidewalks & Bike Lanes
- Neighborhood Streets**
*Include Sidewalks
- Potential Local Streets**
*Include Sidewalks Where Feasible

- Improved Hwy Crossing
- Improved RR Crossing
- Multi-Use Path
- Trails

Transportation Analysis

The proposed street network (Figure 3) addresses the transportation-related needs for the North Sweet Home Area by emphasizing connectivity for bikes and pedestrians in/ around the North Sweet Home Area. As the area grows and develops, impacts to the city and regional transportation system that can be mitigated with reasonable projects that emphasize the efficiency and safety of auto travelers, pedestrians, and cyclists alike.

A list of projects was developed that supports the preferred land use and street network. Projects were divided into three categories Corridor (C), Spot (S), and Multi-modal (M) improvements projects. These projects were identified based on previous analyses documented in Technical Memorandum 8. **Table 1 on the following page shows each proposed project and its associated cost, which includes a new roadway and path system.** The total cost of transportation projects supportive of the NSHA Preferred Scenario is approximately \$120 million.

The Corridor (C) projects focus on providing connectivity through the North Sweet Home Area by providing a parallel collector street to Main Street (US20) that also supports development and re-development of parcels abutting the new framework street. New street extensions and new neighborhood streets stemming from the framework street will help serve the new developments that arise in the North Sweet Home Area and further enhance connectivity for pedestrians and cyclists. The corridor projects form the backbone of the transportation network that the Spot (S) projects and Multimodal (M) projects enhance.

The Framework Streets (Projects C-1 and C-2) will be built to the cross-section standards outlined in this memorandum (Fig. 6), however there is potential that this project could be modified to have a wider cross section on 24th Avenue (project C-1). The City of Sweet Home in coordination with ODOT rail have determined that a 4 to 5 lane section could be allowable along this alignment. While traffic is not anticipated to reach levels that would require 4 to 5 travel lanes, the City may choose to develop with flexibility in mind in case dense development takes place in the North Sweet Home Area. Doing so would require the 3 lane framework street to include larger on-street bike lane buffers that allows for future conversion to a 5 lane section without any full-deep pavement construction (i.e. dedicate 22 feet between the curbs to bike lanes and buffers) and without relocating existing curblines. This is not anticipated to take place within the planning horizon, and project C-1 does not assume this to take place.

Index	Project Name	Project Description	Planning Level Cost Estimate
C-1	24th Ave Improvements	Widen 24th Ave with Framework Street cross section from US20 to railroad. Extend 24th Avenue north of railroad to to Zelkova St.	\$21,450,000
C-2	Zelkova St Improvements	Extend Zelkova Street east of 24th Avenue to Zelkova Street.	\$43,550,000
C-3	New Neighborhood Street 1	Construct new neighborhood street connecting 24th Avenue to Clark Hill Road.	\$9,005,000
C-4	New Neighborhood Street 2	Construct new neighborhood street connecting Zelkova Street to proposed hospitality district.	\$18,005,000
C-5	Willow St Extension	Extend Willow Street east of 20th Avenue to 24th Avenue.	\$9,000,000
C-6	22nd Ave Extension	Extend 22nd Avenue from Tamarack Street to Willow Street.	\$9,000,000
S-1	US20/18th Ave Improvements	Modify existing signal to meet capacity needs, including potential addition of protected left turns on US20.	\$150,000
S-2	US20/24th Ave Improvements	Install signal at existing intersection.	\$1,000,000
S-3	US20/Clark Mill Rd Improvements	Install signal at existing intersection.	\$1,000,000
S-4	US20/47th Ave Improvements	Install signal at existing intersection.	\$1,000,000
S-5	Zelkova St/Clark Mill Rd Improvements	Install signal at existing intersection.	\$1,000,000
S-6	18th Ave Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
S-7	24th Ave Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
S-8	Clark Mill Rd Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
S-9	47th Ave Railroad Crossing Improvements	Upgrade signing and striping, install railroad crossing gates, and install ADA-accessible improvements to align with current railroad safety guidelines	\$600,000
M-1	18th Avenue Multiuse Path	Install multiuse path along 18th Avenue and Tamarack Street.	\$360,000
M-2	New Neighborhood Street 2 MUP	Install multiuse path along New Neighborhood Street 2	\$260,000
M-3	Quarry Park Trail	Install new trail route through Quarry Park.	\$1,440,000
M-4	Tamarack Street Pedestrian Trail	Install new trail route between Tamarack Street and 24th Avenue, including pedestrian bridge over existing body of water.	\$1,650,000
M-5	24th Ave/Neighborhood St 1 Crossing	Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.	\$50,000
M-6	24th Ave/Neighborhood St 2 Crossing	Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.	\$50,000
M-7	25th Ave/Willow St Crossing	Install pedestrian crossing at 24th Ave/Willow Street intersection. Type of crossing to be identified following engineering study.	\$50,000
		Total:	\$120,420,000

Table 1: Project List

The Spot (S) projects focus on intersections that will require operational and safety upgrades based on the new street network. For example, additional side street traffic is expected at the existing intersections with US20, including: 18th Avenue, 24th Avenue, Clark Mill Road, and 47th Avenue due to additional trip demand in the North Sweet Home Area. As development takes place, this additional trip demand will cause operational deficiencies at these existing intersections that need to be mediated with intersection control upgrades. Similarly, additional traffic using the existing rail crossings will spur the need to update existing rail crossing orders and upgrade the existing rail crossings. Today, some of the existing rail crossings do not include pedestrian or bicycle facilities to safely cross the rail, and some of the crossings do not include any treatment other than signing and striping for motor vehicles. See Figures 4 and 5.

The Multimodal (M) projects focus on safety and connectivity specific to cyclist and pedestrian modes, including the installation of new multiuse paths that enhance pedestrian connectivity, and improvements to the trail system that provide a recreational aspect to the walking and biking previously unavailable in the North Sweet Home Area. Pedestrian crossing installations are also included at some strategic locations to enhance the pedestrian network. Additional street crossings should be considered as development occurs to include crossings at/near schools or neighborhoods. Street crossing treatment types should be determined with an engineering study to identify the appropriate treatments based on vehicle traffic volumes and speeds as growth occurs.

Project costs for some projects, especially those constructing new roadways, trend on the higher end due to the expectation that the terrain will be difficult to build on due to variable grades, wetlands, and anticipated impacts to existing parcels. The Preferred Street Network may require changes to alignment to conform to the natural environment and to maneuver other obstacles, such as the area the encompasses much of Green River Road that is not within the City urban growth boundary (UGB).

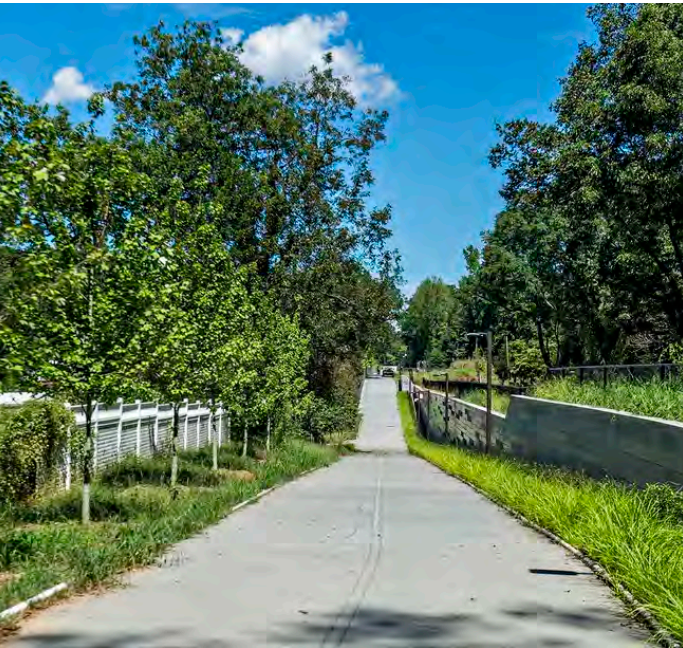


Figure 4: Rail crossing at 47th Avenue (Google Maps, 2022)



Figure 5: Rail crossing at 18th Avenue (Google Maps, 2022)

Street Network:
Pedestrian and Bike Connections



A multi-use path along the edges of employment areas could provide easy connectivity from the NSHA to Foster Reservoir and into town.



Trails could weave through neighborhood open space, providing pedestrian connectivity to natural resources, and access to passive recreation.



A multi-use path along the river could serve the community and tourists. This could alternatively be a soft surface trail.

Street Network:
Framework Streets

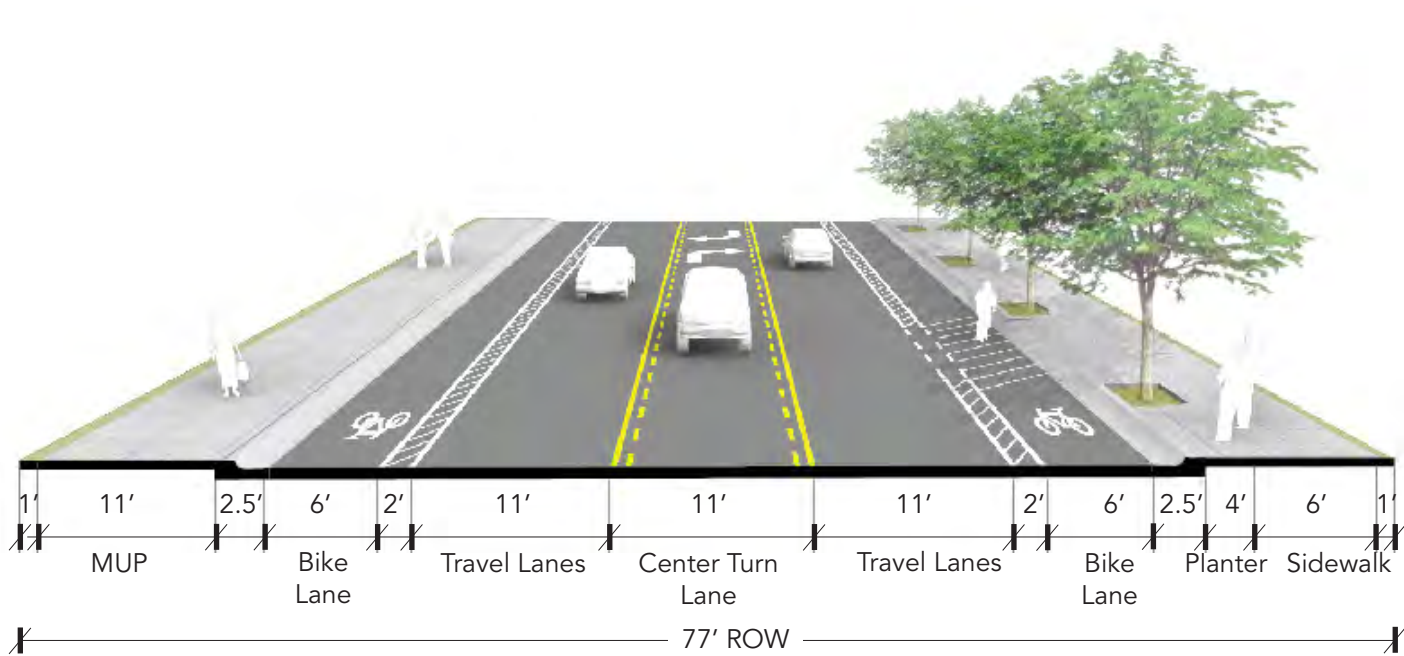


Figure 6: Framework Street with adjacent Multi-use Path (MUP)



Example of Framework Street with adjacent multi-use path in Bend, OR.

Street Network: Neighborhood and Local Streets

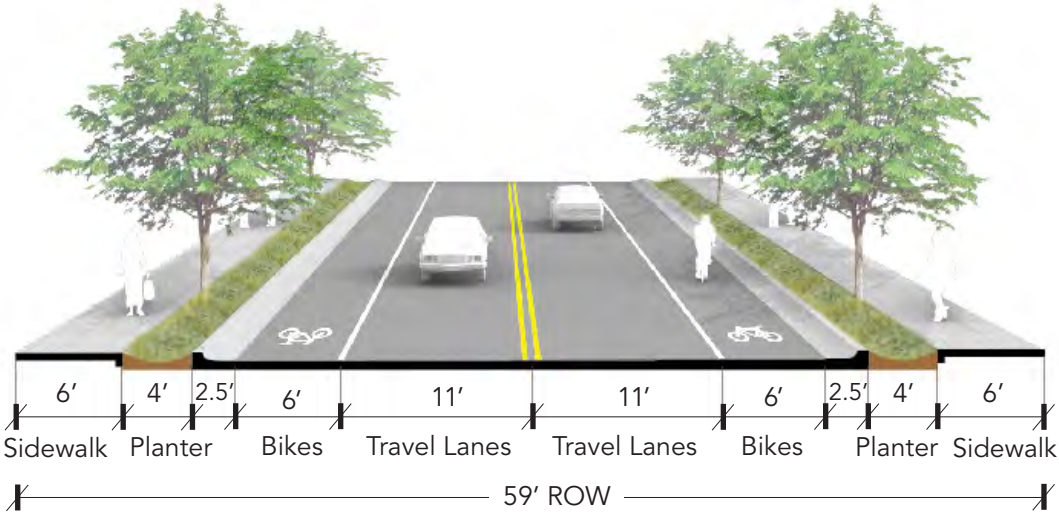


Figure 7: Neighborhood Street

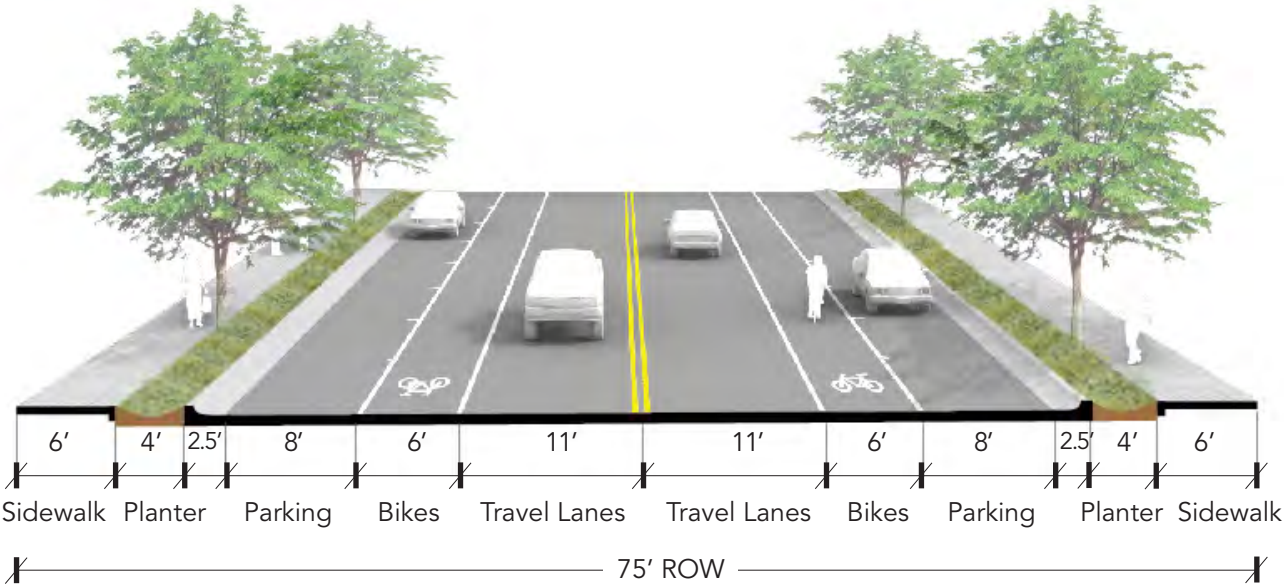


Figure 8: Neighborhood Street with Parking

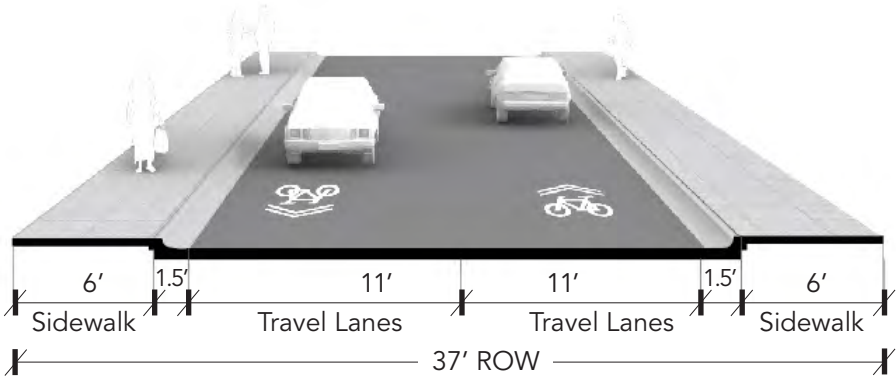


Figure 9: Local Street

Implementing Actions

Implementation of the Preferred Alternative's land use and transportation elements will require the following planning policies or actions:

- Addition of conceptual roadways, functional classifications, and other features to the City's updated Transportation System Plan.
- Changes to the comprehensive plan and zoning designations of the North Sweet Home Area, which currently has a combination of Recreation Commercial (RC), Industrial (M) and Residential Industrial Transition (RMT) designations, as well as Natural Resources Overlay and Planned Development Overlay designations.
- Potential recommendations may include the creation of new commercial, industrial, residential, and overlay designations to foster the desired outcomes for the NSHA.



