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URBANIZED AREA TRANSPORTATION STUDY

ACTION PLAN

**The Transportation Systems Planning Process In The
Salem Urbanized Area**



**SALEM, OREGON
1973**

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The Transportation Systems Planning Process In The
Salem Urbanized Area

Adopted: November 13, 1973, by the Coordinating Committee of
the Salem Area Transportation Study

This report has been prepared for the Coordinating Committee of
the Salem Area Transportation Study by the staff of the Mid
Willamette Valley Council of Governments. The preparation of
this report was financially aided through a federal grant from
the U.S. Department of Transportation, Federal Highway Admini-
stration.

Salem, Oregon
November, 1973

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|---|------------------------------|--|------------------------------|
| BIBLIOGRAPHIC DATA SHEET | 1. Report No. MWV-TR-73-1 | 2. | 3. Recipient's Accession No. |
| 4. Title and Subtitle ACTION PLAN, The Transportation Systems Planning Process in the Salem Urbanized Area | | 5. Report Date October, 1973 | |
| 7. Author(s) Mid Willamette Valley Council of Governments | | 8. Performing Organization Rept. No. | |
| 9. Performing Organization Name and Address Mid Willamette Valley Council of Governments Room 305, Civic Center Salem, Oregon 97301 | | 10. Project/Task/Work Unit No. R 6014 | |
| | | 11. Contract/Grant No. | |
| 12. Sponsoring Organization Name and Address | | 13. Type of Report & Period Covered Final | |
| | | 14. | |
| 15. Supplementary Notes | | | |
| 16. Abstracts The Action Plan describes, in the present tense, the organization, role of the participants and other facets of the process proposed by the Coordinating Committee of the Salem Area Transportation Study to meet the objectives described in U.S. DOT Policy and Procedures, Memorandum 90-7. The composition and responsibility of the policy and advisory committees are described as are responsibilities of the transportation coordinator and the project engineer. Citizen participation is strengthened by expanding the scope of Citizen Advisory Committee activities, and plan implementation is enhanced by means of project programming in four time periods, namely, long term, mid term, short term and annually. | | | |
| 17. Key Words and Document Analysis. 17a. Descriptors | | | |
| 17b. Identifiers/Open-Ended Terms Transportation | | | |
| 17c. COSATI Field/Group | | | |
| 18. Availability Statement Single Copies Free From: Mid Willamette Valley Council of Governments Room 305, Civic Center Salem, Oregon 97301 | | 19. Security Class (This Report) UNCLASSIFIED | 21. No. of Pages 17 |
| | | 20. Security Class (This Page) UNCLASSIFIED | 22. Price 0 |

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THE TRANSPORTATION SYSTEMS PLANNING PROCESS IN THE SALEM URBANIZED AREA

INTRODUCTION

The impetus for coordinated transportation planning in the Salem urbanized area is provided by Section 134, Chapter 1 of Title 23, United States Code. This section requires that programs for Federal-aid highway projects approved after July 1, 1965, in urban areas of more than 50,000 population must be based on a continuing, comprehensive transportation planning process carried on cooperatively by State & local communities.

The transportation planning process in the Salem area is essentially the same as in other urbanized areas (Fig. 1). A policy-making body is first formed or designated. Goals and objectives are then outlined, inventories are taken and analyses and forecasts are made. Next, alternative plans are formulated, tested and presented to the appropriate decision-making body. Once a plan has been selected and agreed upon by the participating jurisdictions, a program for implementation is drawn up which specifies jurisdictional responsibilities. The last stage of the transportation planning process is the continuing phase. In this phase, progress is charted and reported annually and the transportation plan and implementation program are periodically reappraised.

The Salem area citizenry and local government agencies at an early date recognized the need for cooperative transportation planning. In 1961, the City of Salem, Marion County, Polk County, State of Oregon Highway Commission, Mid-Willamette Valley Planning Council

CHART F

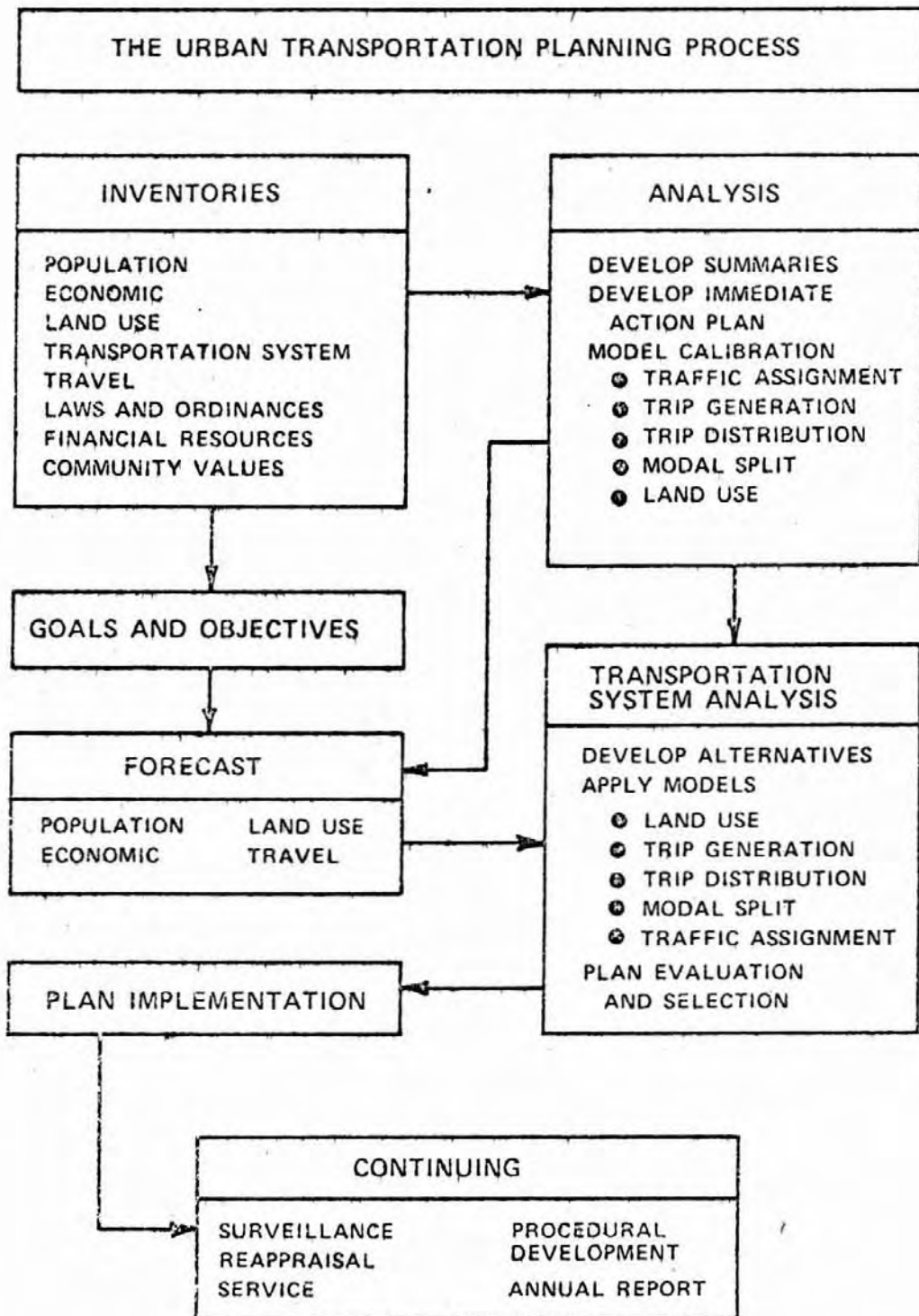


FIGURE 1

and the Intergovernmental Cooperation Council jointly formed the Salem Area Transportation Study (SATS). This interagency agreement established the financial and technical responsibilities for the conduct of the study. In addition, an organizational structure consisting of a Coordinating Committee, Technical Advisory Committee and Citizens Advisory Committee was established to guide the study effort. The study was completed in 1968 and the transportation Plan adopted by participating agencies in 1969.

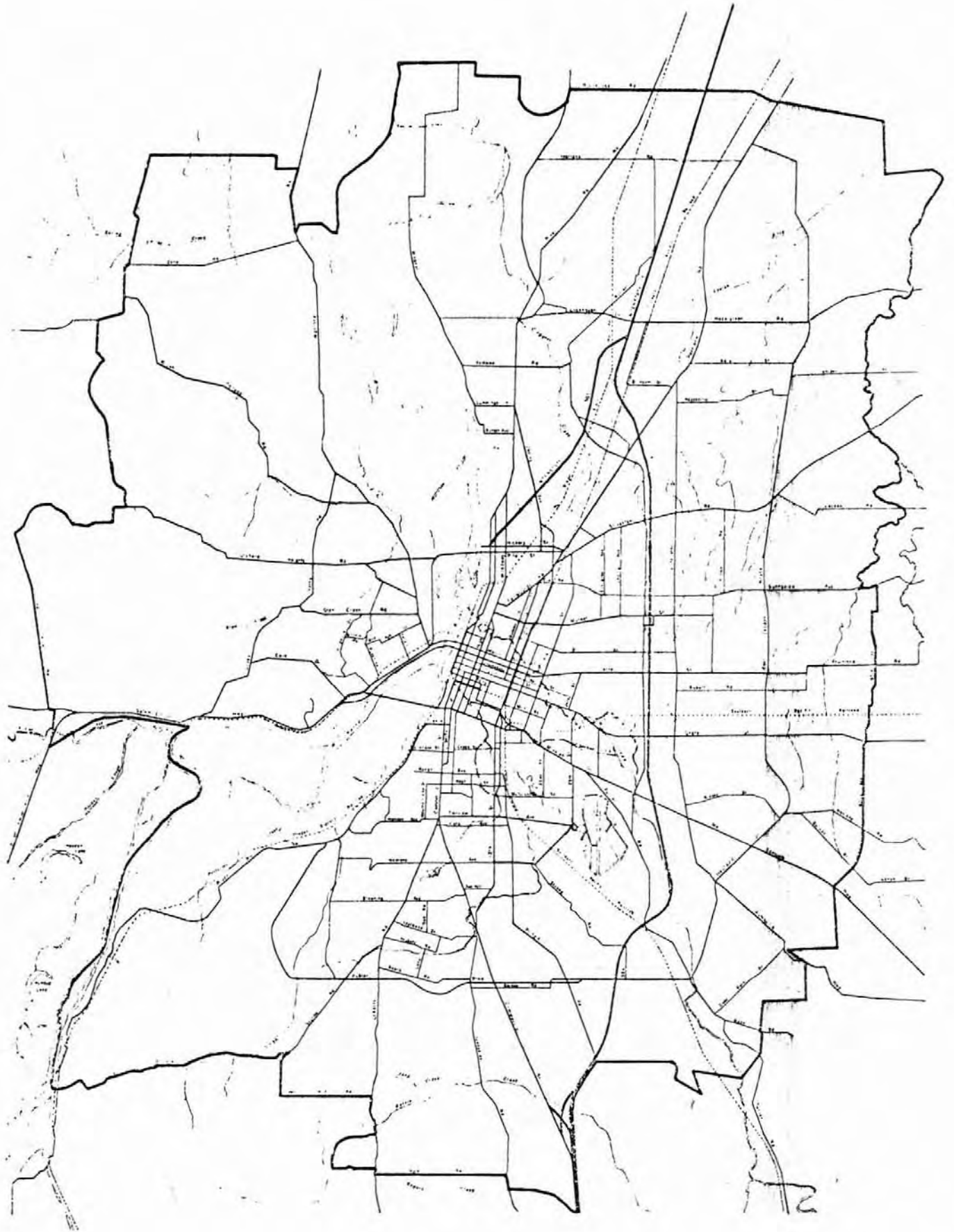
In June, 1970, an agreement pertaining to the continuing phase of the Salem Area Transportation Study was signed by the Mid-Willamette Valley Council of Governments*, the City of Salem, Marion County, Polk County and the State Highway Commission.** This agreement retained the SATS Organizational structure and established the present-day transportation planning process in the Salem urbanized area.

ORGANIZATION

Transportation planning in the Salem urbanized area is carried on within precisely defined boundaries (See Map 1). The primary responsibility for transportation planning within this area rests with the SATS Coordinating Committee, but ultimate authority has

* In July, 1967, the Mid-Willamette Valley Planning Council merged with Inter-governmental Cooperation Council to form the Mid-Willamette Valley Council of Governments.

** In 1973, the Oregon State Legislature created a Transportation Commission and dissolved the Highway, Mass Transit and Ports Commissions as well as the Board of Aeronautics.



MAP 1

been retained by the Mid-Willamette Valley Council of Governments.***
The Coordinating Committee operates through the Council of Govern-
ments and is assisted by a Technical Advisory Committee and a
Citizens Advisory Committee.

A description of the Structure and functional responsibilities
of the SATS Organization follows (See Fig. 2):

Mid-Willamette Valley Council of Governments

The Mid-Willamette Valley Council of Governments is a voluntary
association of local governments and special service districts within
the tri-county area of Marion, Polk and Yamhill Counties (Map 2).
The member agencies have joined together to better understand and
identify issues and needs which are regional in scope and to plan,
approve and recommend governmental action in areas of intergovern-
mental concern. In addition to transportation studies, the Council
of Governments has responsibilities in the area of current and
long-range land use planning as well as social and economic planning
for the Aging, Manpower, Law Enforcement, Health and other related
Human Resources (Fig. 3).

It is the responsibility of the Council of Governments to
review actions of the Coordinating Committee to ensure that trans-
portation decisions are consistent with established State and
region-wide goals and objectives.

*** This relationship is set forth in an agreement signed by the
Coordinating Committee and the Mid-Willamette Valley Council of
Governments, December, 1972.

CHART G

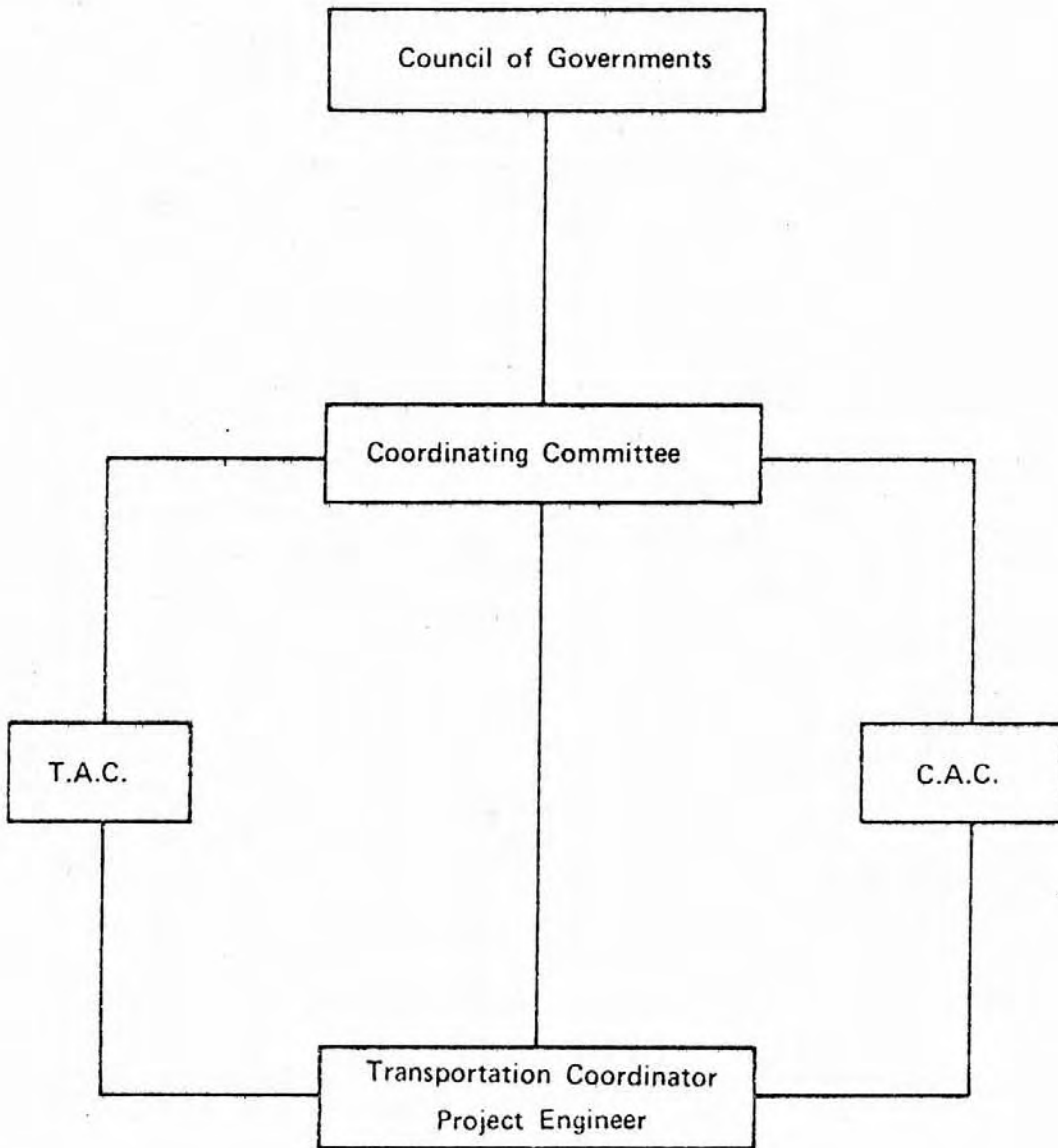
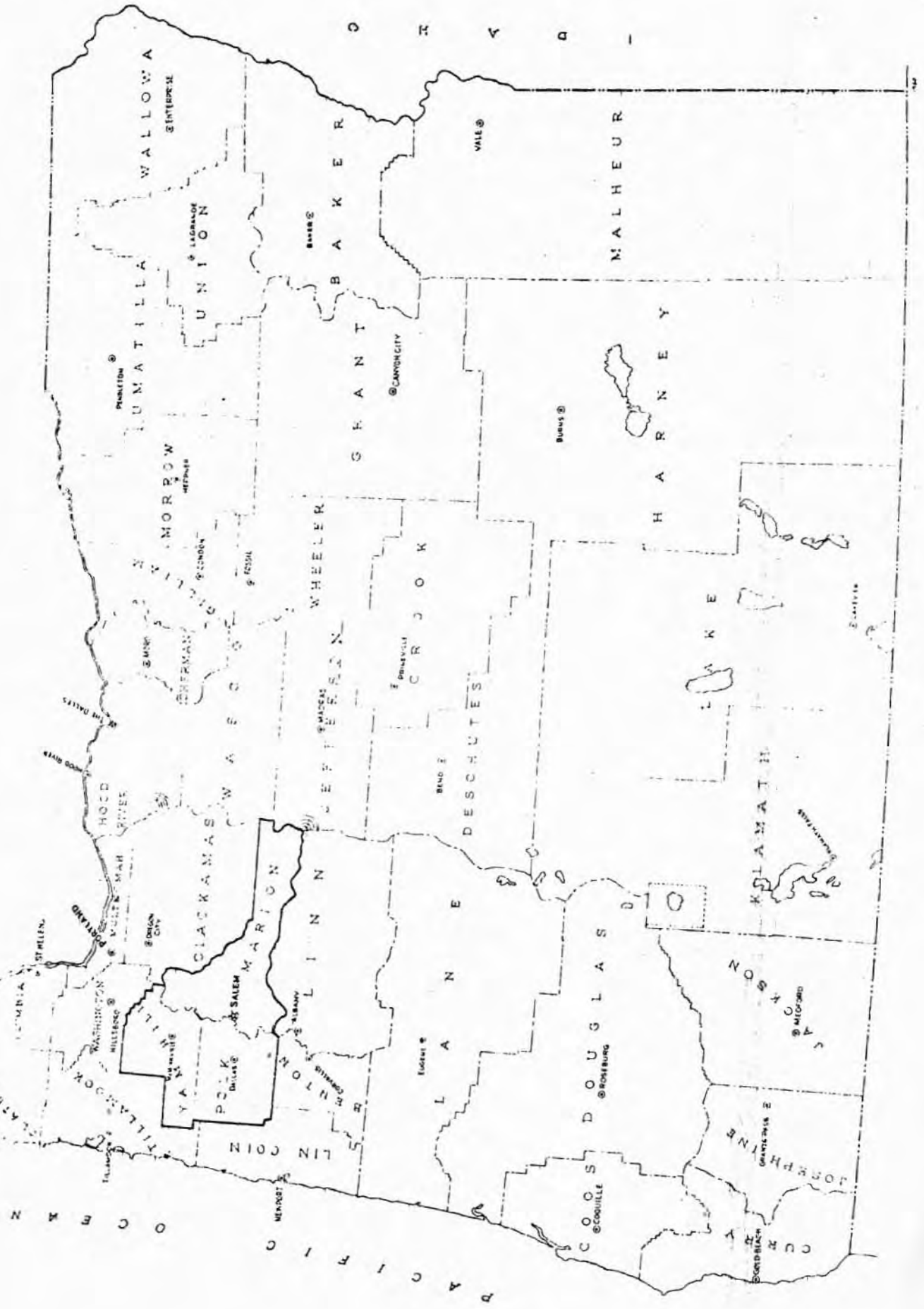
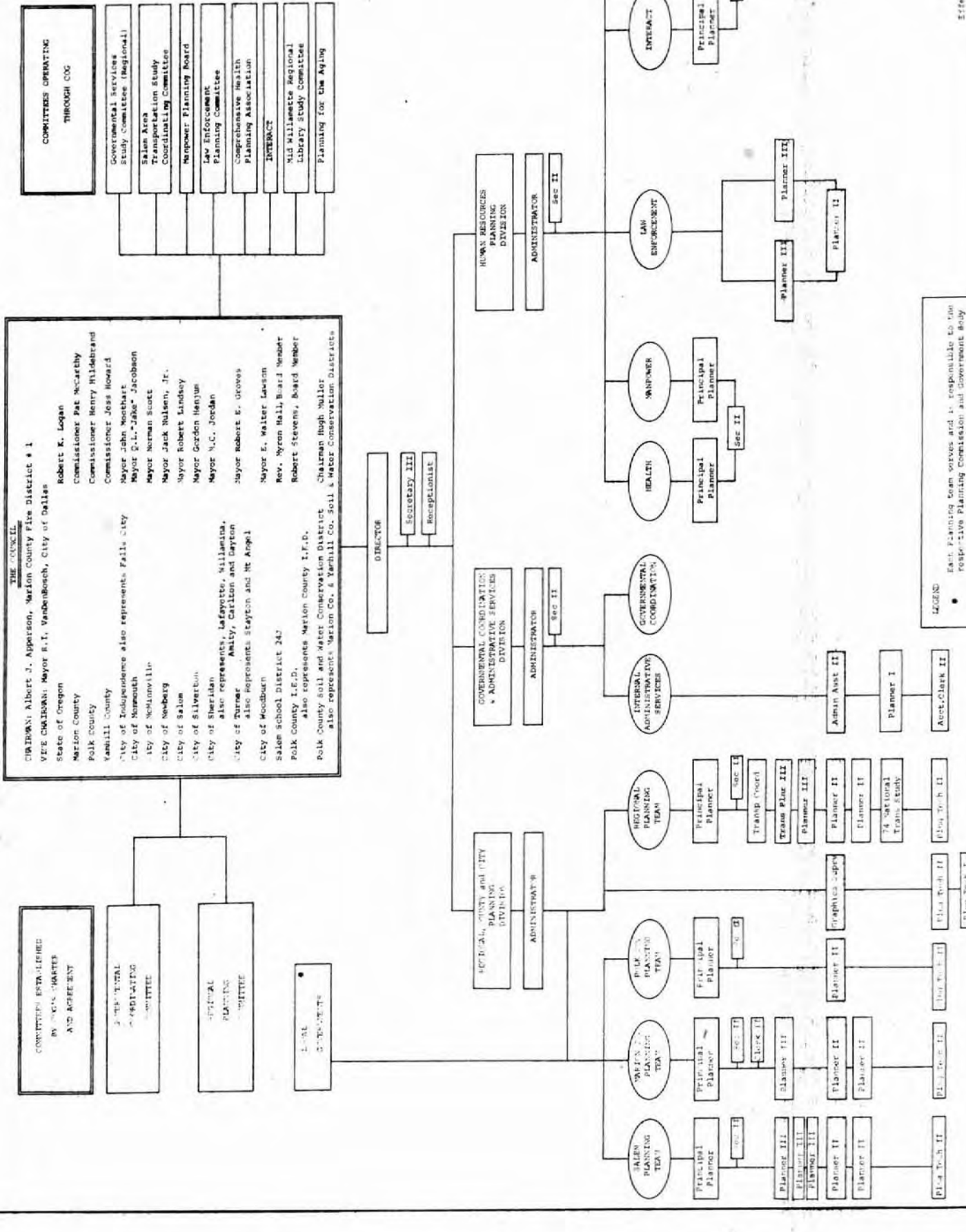


FIGURE 2



MAP 2

ORGANIZATION CHART OF THE MID WILLAMETTE VALLEY COUNCIL OF GOVERNMENTS



Effective July 1, 1973

FIGURE 3

Coordinating Committee

The SATS Coordinating Committee is an 8-member, policy-making body structured as follows:

- 1) One Member From the Marion County Board of Commissioners;
- 2) One Member From the Polk County Board of Commissioners;
- 3) One Member From the Board of Directors of Salem School District 24J;
- 4) One Member From the Salem City Council;
- 5) One Member of the Salem Planning Commission;
- 6) A Member From the Oregon State Highway Division;
- 7) A Member From the Oregon State Department of Transportation;
- 8) Chairman of the Salem Area Transportation Study Citizens Advisory Committee.

Members are selected by the governing bodies of their respective agencies and confirmed by the Council of Governments. All but ex-officio members are appointed to a 3-year term and may not serve more than 2 consecutive terms.

It is the responsibility of the Coordinating Committee to:

- 1) provide policy direction to the area's transportation planning process;
- 2) formulate transportation goals and objectives to guide the process;
- 3) formulate and recommend transportation plans, policies and priorities for adoption by the Council of Governments and participating units of government;
- 4) provide for technical and citizen advisory procedures and committees to participate in the process;
- 5) provide policy coordination between member agencies and state and federal agencies;
- 6) assure that transportation planning is an integral element of urban area land use planning;
- 7) assist implementing agencies to gain citizen and interest group participation; and

- 8) help member agencies coordinate their respective implementation program.

The decisions of the Coordinating Committee may be called up by the Council of Governments.

Technical Advisory Committee

The SATS Technical Advisory Committee is a 12-member body established by the Coordinating Committee and is structured in the following manner:

- 1) a representative of the Oregon State Highway Division;
- 2) a representative of the Oregon State Mass Transit Division;
- 3) the Public Works Director of the City of Salem;
- 4) the Chief Planner for the City of Salem;
- 5) the Public Works Director for Marion County;
- 6) the Chief Planner for Marion County;
- 7) the Polk County Engineer;
- 8) the Chief Planner for Polk County;
- 9) the Director of the Regional Parks and Recreation Agency;
- 10) the Chief Planner for the Regional Planning Section of the Council of Governments; and
- 11) the Director of the Mid-Willamette Valley Council of Governments;
- 12) a representative of the Federal Highway Administration.

The Technical Advisory Committee is charged with the responsibility to:

- 1) conduct the technical aspects of the transportation planning process;
- 2) coordinate the development and analysis of urban area time-series data used in the planning process and for calibration and modification of future models;

- 3) assist in the formulation of multi-modal transportation plans and goals and objectives;
- 4) assure coordination of plan development with local economic, social and land use plans;
- 5) advise the coordinating committee on alternatives in plan development;
- 6) advise the coordinating committee on plan update and revisions;
- 7) assist member agencies in the conduct of studies leading to the implementation and review of selected plans and projects;
- 8) provide an interdisciplinary planning approach.

Citizen Advisory Committee

The Citizens Advisory Committee is a broad-based body appointed by the Coordinating Committee. Members are appointed on a staggered basis to terms of four years and may not serve more than two terms. The committee is structured to be composed of members who may represent the following categories:

- 1) The elderly age-group (primarily dependent on public transportation);
- 2) The youth age group (Senior High School or College);
- 3) Officially recognized neighborhood planning groups;
- 4) Financial and retail sector;
- 5) The low-income sector of the community;
- 6) The minority sector of the community;
- 7) Development industry;
- 8) The City's Citizen Advisory Traffic Committee; and
- 9) Citizens at large.

Thus, appointments take into consideration but are not limited to:

age, place of residence, dependence on transportation and economic dependency. Those appointed are balanced geographically and the membership at large also represents multiple modes of transportation. The principal function of this body is to provide public input to the transportation planning process. Responsibilities of the Citizens Advisory Committee are to:

- 1) assist in the development of transportation goals and objectives;
- 2) work closely with the Coordinating Committee Project Engineer and Transportation Coordinator to ensure non-technical citizen input into the transportation planning process;
- 3) recommend and assist in broad-range citizen involvement programs such as public meetings, work shops, news letters, brochures, community briefing, etc.;
- 4) assist implementing agencies with citizen participation programs in the location and design planning phase;
- 5) advise the coordinating committee on community issues and other non-technical community value factors;
- 6) review and make recommendations to the Coordinating Committee on the conduct of the transportation planning process and the priority program development; and
- 7) work directly with neighborhood planning groups to develop a plan of community and neighborhood participation in transportation planning.

Transportation Coordinator

The Transportation Coordinator is provided from the Council of Governments staff and is responsible to the SATS Coordinating Committee. The Coordinator acts as permanent secretary to the Coordinating Committee, Technical Advisory Committee and Citizens Advisory Committee. In addition, his responsibilities are to:

- 1) develop, in cooperation with the Technical Advisory Committee, a unified work program that identifies

specific planning work items to be accomplished in each fiscal year and established jurisdictional and agency responsibility for such work;

- 2) coordinate interdisciplinary staff support in the conduct of the transportation planning process;
- 3) coordinate the work efforts of the member agencies, permanent SATS committees and ad hoc subcommittees and act as a technical resource to the subcommittees;
- 4) undertake necessary substantive work on such elements as land use, population, housing, auto ownership and economic conditions;
- 5) make appropriate transportation information available to public and private agencies as a community service;
- 6) provide continued liaison between the SATS Committees and various federal and state agencies;
- 7) monitor all activities which affect the implementation of the transportation plan;
- 8) review, recommend and prepare specific reports on a variety of ad hoc situations involving transportation facilities;
- 9) coordinate report writing and assist in their presentation to local governmental units; and

The transportation coordinator has the authority to request, through the Technical Advisory Committee, assistance from any participating agency.

Project Engineer

The Project Engineer is provided by the Oregon Department of Transportation and is responsible to the SATA Coordinating Committee. He acts as a technical resource to the SATS Committees, subcommittees and Transportation Coordinator. In addition, the specific responsibilities of the Project Engineer are to:

- 1) undertake the necessary substantive technical work on such elements as transportation facilities, origin-destination surveys and trip productions and attractions;

- 2) work with the Transportation Coordinator to coordinate work programs and activities in the continuing phase of the Salem Area Transportation study;
- 3) keep abreast of new technical procedures in transportation planning and to pass on such information to the Transportation Coordinator, and to members of the Technical Advisory Committee; and
- 4) review, recommend, and prepare specific reports on a variety of ad hoc situations involving transportation facilities.

THE PROCESS

A new conceptual approach to urban transportation planning has emerged in recent years -- one which gives increased emphasis to human values and to the social and economic goals of urban development.

To accomplish this end, urban transportation system planning must be a continuous process of adapting the transportation system to meet dynamically changing needs and attitudes. Further, it requires a decision-making process which recognizes the essential dynamic nature of society as well as the need for affected interests, user and non-user, to participate in the planning process.

The role of transportation planning in the decision-making process has traditionally been to collect and analyze data, make forecasts of future needs, formulate plans, and most important, present them to the public and elected officials in such a manner as to offer real alternatives. In the Salem urbanized area this traditional role has been expanded and modified to ensure that citizen involvement and social, economic and environmental criteria are integral parts of the transportation planning process.

The continuous or "periodic" planning process, as practiced in the Salem urbanized area, is one which repeats the basic system planning activities over some time period, which can be either flexible or fixed in duration for the various activities. The procedure and responsibility for these basic system planning activities include the following:

Goals & Objectives

The development of transportation goals and objectives is the responsibility of the Coordinating Committee with the assistance of the Citizens Advisory Committee and the Technical Advisory Committee. The development effort is guided by federal, state and region-wide goals and objectives developed respectively by the State Land Conservation and Development Commission and the Mid-Willamette Valley Council of Governments. In addition, the transportation goals and objectives are coordinated with the social, economic and environmental goals and objectives set forth under federal and state legislation and in various officially adopted Salem Area plans. Participation from interested groups in the community is an essential part of the formulation process. Once the goals and objectives have been adopted by the Coordinating Committee they are reviewed annually and amended as objectives are reached and as attitudes change. This review process assures that the goals and objectives truly reflect the transportation desires and needs of the community.

Collection and Technical Analysis of Data

To facilitate the transportation planning and decision-making process a great amount of technical data must be collected and analyzed. The responsibility for these tasks is shared among participating members. However, many of the data and some of the analyses come from non-member state and federal agencies.

The staff of the Mid-Willamette Valley Council of Governments is primarily responsible for coordinating the collection, maintenance and analysis of land use and pertinent social, economic and environmental data. Data elements considered important include such items as:

- | | |
|-------------------------------------|--------------------------|
| 1) LAND USE | 4) ENVIRONMENTAL FACTORS |
| Types of Land Use | Air Quality |
| Amount of Vacant Land | Noise Quality |
| Amount of Parking Available | Water Quality |
| Distribution of Land Use | Open Space |
| | Energy Resources |
| 2) SOCIAL FACTORS | Wildlife & Vegetation |
| Institutions including Schools | Topography |
| Service Areas | Geology |
| Population Size and Characteristics | Esthetics |
| Historic Features | |
| Social Opportunities and Services | |
| Housing | |
| 3) ECONOMIC FACTORS | |
| Employment | |
| Business and Industrial Development | |
| Land Values and Taxes | |
| Auto Ownership and Registration | |

The Oregon State Department of Transportation is primarily responsible for coordinating the maintenance, collection and analysis of transportation and engineering data. These data include such items as:

- 1) HIGHWAY FACILITIES
Capacity
Physical Street Inventory
Traffic Volumes
- 2) TRAFFIC ENGINEERING FEATURES
Traffic Control
Control Devices
- 3) TERMINAL AND TRANSFER FACILITIES
- 4) MASS TRANSIT SERVICE & ROUTE PATTERNS
- 5) FINANCIAL RECORDS

The State Department of Transportation has the added responsibilities to conduct origin-destination studies for highway use, and in cooperation with participating agencies and the Mid-Willamette Valley Council of Governments, assist in various public transit studies and in studies of other modes of transportation.

The analyses of data collected vary in degrees of emphasis from the use of sophisticated models and computers to simply mapping the data. In most cases the analyses are designed to meet the specific needs of the decision-making process and to engage local governments, citizens and interest groups in meaningful dialogue.

To achieve a more complete and balanced analysis of transportation planning problems an interdisciplinary approach is maintained. In addition to input from participating members, the technical expertise of regional and state agencies are utilized whenever possible. (i.e., Department of Land Conservation and Development, Department of Environmental Quality, Mid-Willamette Valley Air Pollution Authority, Employment Division, Mass Transit Division, etc.) This approach assures that social and environ-

mental data, in addition to the more technical economic, engineering and transportation data are used in the actual plan development and not just to guide the decision makers' choice among alternatives. Moreover, it assures that competing modes of transport are treated as equals in the analyses.

Forecasting Future Systems Requirements

The forecasting of land use factors used to determine future year travel demands and impacts is the primary responsibility of the local agencies and is an integral part of the transportation planning process. Aggregate forecasts of population and employment are made for the entire planning area and then distributed to smaller geographic units. Partly from these data, forecasts of such things as auto-ownership, transit demands and housing units are made. The Oregon State Department of Transportation, aided by computers, forecast future travel and multi-modal transportation system requirements based on these data.

To derive the maximum utility from the transportation planning process, the mechanism of forecasting and the planning assumptions and biases are made known to citizens and interest groups. In addition, since uncertainty is inherent in forecasting the future and the quality of data varies, every effort is made to estimate the degree of uncertainty of each forecast.

Alternative Plans Development

One objective of the transportation planning process is to consider a range of alternatives which give sufficient consideration to the diverse needs of the community. Implicit in this objective

is the development of a multi-modal transportation system sensitive to the social, economic and environmental needs of the Salem area. The development of these alternative plans is the primary responsibility of the Technical Advisory Committee, but the formulation process also includes the active participation of local governments, citizens and interest groups.

Many interest groups within the community lack organization and spokesmen and many others do not realize the importance of their participation in the system planning process. Therefore, it is the role of the Citizens Advisory Committee to identify group spokesmen, formal or informal, and to catalyze interest among the area's citizens. The method of participation varies with the situation, but in general interest groups are able to advise and propose alternatives, rather than being limited to a reactive role. Only with the active participation of a wide range of citizen groups is the planning process effective.

The preparation of alternative proposals requires the consideration of a complex combination of data, including network characteristics, existing and proposed land use, traffic volumes, trip lengths, modal-split characteristics, cost factors, user benefits, social costs, environmental impacts and identification of transportation barriers (neighborhoods, institutions, topographic features, historic places, etc.) among others. The target year for plan development is 25 years from the date of data collection. However, emphasis is realistically placed on implementations for the near term. To meet the dynamic needs of the Salem community, the planning process is repeated within the time frame of the near term.

The Test and Evaluation of Alternatives

The responsibility of testing the functional aspects of design and assessing the economic costs of the alternative plans rests with the Oregon State Department of Transportation. Testing of land use alternatives is the responsibility of the Council of Governments. The purpose of testing alternatives is to determine how well each plan will function at some prescribed future date. The complexity of this task necessitates the use of computer simulation. The computer is able to sift through the myriad of data and determine the future traffic volume on each link of the proposed street network; and in addition, it can quickly produce such useful information as travel time, accidents and vehicle operating costs associated with each plan.

The Technical Advisory Committee is primarily responsible for the evaluation process, but the Citizens Advisory Committee and interest groups are substantially involved. Once the future travel patterns of the alternative plans have been simulated each alternative is thoroughly evaluated with respect to traffic operations, achievement of stated goals and objectives, implementation of adopted land use plans and environmental quality.

It is of particular importance that the potential impact, both beneficial and adverse, of each alternative plan is assessed. The impact prediction is not limited to impacts on transportation users, but includes social and economic impact on community groups as well as on the environment. Even though our ability to predict the effect of alternative plans diminishes with the distance of our time horizon, these less than precise assessments are

useful in the evaluation process. It is, of course, necessary to estimate the degree of uncertainty embodied in each prediction.

Plan Selection

The Technical and Citizen Advisory Committees after development and testing of alternatives, prediction of impacts, public presentations and evaluation present their respective recommendations to the Coordinating Committee. It is the responsibility of this latter Committee to recommend for adoption the one system which best meets the need of the Salem Community. The ultimate responsibility for plan selection rests with the individual units of local governments.

Plan Implementation

Plan implementation is the responsibility of the individual units of governments involved in the planning process. However, local governments are aided in this task by the coordinating efforts of the SATS committees.

Too often, plan implementation has not proceeded in a regularly programmed manner. In an effort to reverse this trend, implementation projects in the Salem urbanized area are staged over four time periods: 1) the long-term; 2) the mid-term; 3) the short-term; and 4) annually. The primary responsibility for recommending and coordinating the implementation plan rests with the Coordinating Committee.

Individual projects and estimated costs are identified in each time period. Obviously, the degree of certainty diminished over time and many of the identified projects are dropped and others added as priorities change. Nevertheless, it is helpful to

plan for the short term in the context of tentative future plans.

Representatives from the four jurisdictional areas - the City of Salem, Marion County, Polk County and the State - annually present a list through the Coordinating Committee of the projects that they intend to propose for implementation in that fiscal year. The Technical Advisory Committee and Transportation Coordinator annually prepares a recommended Capital Improvement Program for transportation projects in the Salem urbanized area. This document is presented to the Coordinating Committee for review and recommendation to participating agencies as a guide for establishing jurisdictional projects in concert with area-wide priorities.