Oregon
Kate Brown, Governor

Department of Land Conservation and Development
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NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: February 26, 2016

Jurisdiction: City of Salem

Local file no.:

DLCD file no.: 012-15

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 02/25/2016. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 35 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us

DLCD FORM 2

NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE

File No.: 012-15 {24131}

Received: 2/25/2016

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption**. (*See* OAR 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: City of Salem

Local file no.:

Date of adoption: 2/8/2016 Date sent: 2/25/2016

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1was submitted): 11/10/2015

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

Minor changes to the Introduction were made to clarify the relationship of the Salem TSP to the Regional TSP as it pertains to financial constraint.

Local contact (name and title): Julie Warncke, Transportation Planning Manager

Phone: 503-588-6211 E-mail: jwarncke@cityofsalem.net

Street address: 555 Liberty St. SE, Room 325 City: Salem Zip: 97301

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

Amendments were made to the Salem Transportation System Plan, which implements Goal 12. Changes were made to the Introduction and the following elements: Streets, Transit, Transportation Demand Management, Intercity Passenger Transportation, and Freight.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from to acres. A goal exception was required for this change.

Change from to acres. A goal exception was required for this change.

Change from to acres. A goal exception was required for this change.

Change from to acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:
Identify the sections of the ordinance or code that were added or amended by title and number:

For a change to a zoning map:
Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:

Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts: ODOT, Marion County, Polk County, Salem Area Mass Transit District, City of Keizer

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

ORDINANCE BILL NO. 1-16

AN ORDINANCE RELATING TO AMENDING THE SALEM TRANSPORTATION SYSTEM PLAN; A COMPONENT OF THE SALEM AREA COMPREHENSIVE PLAN; AND AMENDING SRC 64.005

The City of Salem ordains as follows:

Section 1. Findings. The amendments to the Salem Transportation System Plan are consistent with the criteria found in SRC 64.020 as set forth in "Exhibit 1," which is attached hereto and incorporated herein by reference.

Section 2. The *Salem Transportation System Plan*, Introduction, Street System Element, Transit System Element, Transportation Demand Management Element, Freight Movement Element, and Intercity Passenger Travel Element are hereby amended as set forth in "Exhibit 2," which is attached hereto and incorporated herein by reference.

Section 3. SRC 64.005(k) is amended to read as follows:

The Salem Transportation System Plan means that certain document of that title adopted by Ordinance No. 64.98, enacted August 24, 1998; and amended by Ordinance 9-2000, enacted February 14, 2000; Ordinance No. 27-2001, enacted May 14, 2001; Ordinance No. 2-05, enacted January 25, 2005; Ordinance No. 11-05, enacted March 28, 2005; Ordinance No. 85-07, enacted July 9, 2007; Ordinance No. 119-07, enacted November 5, 2007; Ordinance No. 12-10, enacted April 26, 2010; Ordinance No. 20-12, enacted December 10, 2012; ~~and~~ Ordinance No. 6-14, enacted May 27, 2014; and Ordinance No. 1-16, enacted *[insert date]*.

Section 4. Codification. In preparing this ordinance for publication and distribution, the City Recorder shall not alter the sense, meaning, effect or substance of this ordinance, but within such limitations, may:

(a) Renumber sections and parts of sections of the ordinance;

(b) Rearrange sections;

(c) Change reference numbers to agree with renumbered chapters, sections or other parts;

(d) Delete references to repealed sections;

(e) Substitute the proper subsection, section or chapter, or other division numbers;

(f) Change capitalization and spelling for the purpose of uniformity;

(g) Add headings for purposes of grouping like sections together for ease of reference; and

(h) Correct manifest clerical, grammatical or typographical errors.

Section 5. Severability. Each section of this ordinance, and any part thereof, is severable, and if any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of this ordinance shall remain in full force and effect.

PASSED by the City Council this 8 day of February, 2016.

ATTEST:

City Recorder

Approved by City Attorney:

Checked by: R. Chandler

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ORDINANCE BILL NO. 1-16

Relating to Amending the Salem Transportation System Plan; a Component of the Salem Area Comprehensive Plan; and Amending SRC 64.005

1st Reading: January 25, 2016
Public Hearing: N/A
2nd Reading: February 8, 2016
Effective Date: March 9, 2016
Copy to:

Council Vote	Yes	No
Mayor Peterson	X	
Bennett (Ward 1)	X	
Andersen (Ward 2)	X	
Nanke (Ward 3)	X	
McCoid (Ward 4)	X	
Dickey (Ward 5)	X	
Benjamin (Ward 6)	X	
Bednarz (Ward 7)	X	
Lewis (Ward 8)	X	

*A = Absent

Criteria and Findings for Proposed Amendments
Salem Transportation System Plan
January 2016

Amendment Criteria
The *Salem Transportation System Plan* (Salem TSP) is a component of the Salem Comprehensive Plan per the Salem Revised Code (SRC) 64.015. The procedure and criteria for amending the comprehensive plan are established in SRC 64.020. The proposed amendments are considered Major Comprehensive Plan Amendments. The criteria for approving a Major Comprehensive Plan Amendment are that the amendment is in the best interest of the public health, safety, and welfare of the City, and the amendment conforms to the applicable Statewide Planning Goals and administrative rules adopted by the Department of Land Conservation and Development.

Procedural Findings
These amendments to the Salem TSP were initiated by the Salem City Council as a major amendment to the Comprehensive Plan with adoption of Resolution 2015-37 on August 31, 2015. Notice of the proposed amendments was submitted to the Department of Land Conservation and Development on November 10, 2015, as required by OAR 660-018-0020 and SRC 300.1110.

The Planning Commission held a public hearing on the proposed amendments to the Salem TSP on December 15, 2015. Mailed and published notice of the public hearing was provided pursuant to SRC 300.1110. One person testified at the Planning Commission public hearing. The Planning Commission recommended approval of the amendments with the addition of language in the Introduction to clarify the relationship of the Salem TSP to the Regional Transportation Systems Plan as it pertains to financial constraint. Clarifying language was added on pages 2 and 5 of Ordinance Bill No. 1-16, Exhibit 2.

Public Health, Safety, and Welfare of the City
The proposed amendments to the Salem TSP support planning for a comprehensive, multimodal transportation network to serve the mobility needs of the community. These amendments include updates to address the long term need public transit, transportation demand management, intercity and commuter passenger travel, and the movement of freight. In addition, these amendments extend the projected population and employment forecast to the year 2035 in order to support planning for transportation based on adopted land use plans. The availability of transportation options, as discussed in the Transit, Transportation Demand Management, and Intercity and Commuter Passenger Travel elements, supports the public health, safety, and welfare of people traveling to, from, and within the City of Salem. Consideration of freight movement is important to the overall welfare of the City and region. The proposed amendments are in the best interest of the public health, safety, and welfare of the City because they address planning for a comprehensive transportation system to provide for the movement of people and goods.

State of Oregon: Statewide Planning Goals

Goal 1: Citizen Involvement

(To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.)

Finding

The amendment process complies with Goal 1 because citizens were provided opportunities for input via announcements to neighborhood associations, publication of notices in the newspaper, and as part of the Chemawa I-5 Interchange Area Management Plan. A public hearing was held December 15, 2015, before the Planning Commission, the City's Committee for Citizen Involvement under Goal 1.

Goal 2: Land Use Planning

(To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.)

Finding

The Salem Comprehensive Policies Plan contains the following transportation goal: *"To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people."*

The Salem TSP is a component of the Salem Comprehensive Plan and is the document that contains goals, objectives, policies, plan maps, and project lists to guide provision of transportation facilities and services in the Salem area. The amendments proposed to the Salem TSP support the overall goal of the Salem Comprehensive Policies Plan by supporting a balanced, multimodal transportation system that supports the safe and efficient movement of goods and people. The proposed amendments focus on provision of transportation options as reflected in the Transit System, Transportation Demand Management, and Intercity and Commuter Passenger Travel Elements. Amendments are also proposed to the Freight System Element, reflecting the need to move goods as well as people within the City and the surrounding region. Finally, amendments to the Introduction and Street System Elements extend projections for population, employment, travel characteristics, and street performance to a 20-year horizon, 2035. These amendments are derived from the most recent coordinated population forecasts (circa 2009) as allowed for under OAR 660-032-0040. The population and employment forecasts are also consistent with projections used for regional transportation planning as contained in the *2015 – 2035 Regional Transportation Systems Plan, Appendix A*. The Regional Transportation Systems Plan was adopted in May 2015 by the Salem Keizer Area Transportation Study (SKATS), which is the metropolitan planning organization for the Salem area. Based on the above reasons, the proposed amendments to the Salem TSP comply with Goal 2.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces
(To protect natural resources and conserve scenic and historical areas and open spaces.)

Finding
The proposed amendments are primarily to text and policy and not to specific locations. The one change in street classification (Barnes Avenue NE) follows an existing street alignment and will not require additional right-of-way beyond what is currently required (60 feet). Proposed amendments to support transportation options, including public transit, are intended to provide choices that can result in fewer automobiles using the streets. Providing options for making trips can reduce the need for future roadway projects, thereby protecting natural resources and conserving open spaces. None of the proposed amendments will negatively impact natural resources, scenic and historic areas, or open space.

Goal 6: Air, Water, and Land Resources Quality
(To maintain and improve the quality of air, water, and land resources of the state.)

Finding
The proposed amendments support maintenance and improvement of the quality of air, water, and land resources and are consistent with Goal 6 by supporting transportation options. This objective is reflected in amendments to the Transit System, Transportation Demand Management, and Intercity and Commuter Passenger Travel Elements.

Goal 7: Areas Subject to Natural Disasters and Hazards
(To protect people and property from natural hazards.)

Finding
The proposed amendments to the Salem TSP support a comprehensive, multimodal transportation network. Having a multi-modal network can help in times of natural disaster by providing alternatives in the event one or more areas are impacted by a natural hazard. Based on the above reasons, the proposed amendments are consistent with Goal 7.

Goal 8: Recreational Needs
(To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destinations resorts.)

Finding
The proposed amendments to the Salem TSP are consistent with Goal 8 because they plan for a multimodal transportation network that provides access to recreational resources, including by transit and intercity passenger travel.

Goal 9: Economic Development
(To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.)

Finding
The proposed amendments are consistent with Goal 9 because they support the City's economic development efforts by offering transportation options for residents and businesses. In particular, the availability of a public transit system, a transportation demand management program, and intercity passenger and commuter transportation provides alternative means of transportation for employees. The amendments to the freight movement element support the movement of goods to, from, and within the Salem area.

Goal 10: Housing
(To provide for the housing needs of citizens of the state.)

Finding
The proposed amendments are consistent with the Goal 10 because they support transportation options to meet the travel needs of Salem residents consistent with the land uses designated in the Salem Comprehensive Plan.

Goal 11: Public Facilities and Services
(To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.)

Finding
The Salem TSP is the City's long-range master plan for transportation. The Salem TSP matches the provision of transportation services and facilities to the overall travel needs of the community, and strives to provide the most efficient, timely, and comprehensive transportation system possible. The amendments recommended for adoption are consistent with Goal 11 because they are supportive of timely, orderly, and efficient provision of public facilities and services. In particular, an emphasis on transit and transportation demand management aim to support efficient delivery of transportation to people in the community. The freight movement element places an emphasis on supporting efficient and timely provision of transportation facilities to meet the needs of industry.

Goal 12: Transportation
(To provide and encourage a safe, convenient, and economic transportation system.)

Finding
The Salem TSP establishes a comprehensive transportation plan that provides increased services and facilities for all modes of travel, increasing overall mobility for the community. The proposed amendments to the Salem TSP are consistent with Goal 12 because they will support transportation options, the efficient use of existing facilities, and the ability to meet the needs of industry.

Goal 13: Energy and Conservation
(To conserve energy.)

Finding
The proposed amendments expand transportation options and specifically encourage efficient transportation through transit and transportation demand management. The proposed amendments are consistent with Goal 13 because they aim to reduce energy consumption by providing facilities and services that are designed to attract reduce the demand for single-automobile trips.

Goal 14: Urbanization
(To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.)

Finding
The proposed amendments are consistent with Goal 14 because they address the transportation system within the Salem UGB. The Intercity and Commuter Travel Element supports connections with existing and planned improvements in adjacent jurisdictions.

Goals 3 (Agricultural Lands), 4 (Forest Lands), 15 (Willamette River Greenway), 16 (Estuarine Resources), 17 (Coastal Shorelands), 18 (Beaches and Dunes), and 19 (Ocean Resources) are not applicable to the Salem TSP.

State of Oregon: State Transportation Planning Rule (OAR 660 Division 12)
The State Transportation Planning Rule (TPR) is the implementing rule for Statewide Planning Goal 12 (Transportation). This administrative rule requires that cities prepare, adopt, and amend local TSPs for lands within their planning jurisdiction and that the local TSP establish a system of transportation facilities and services adequate to meet identified local transportation needs.

The proposed amendments respond to the facilities and services needed to meet needs for transit, transportation demand management, intercity and commuter passenger travel, and freight movement. Additional amendments to the introduction and street system element provide the groundwork for a future set of amendments that will focus on the street system needs.

With respect to transit, it is evident that there the resources anticipated to fund this service is not adequate to meet the projected need. Both the City and the Transit District are aware of this situation and continue to work on how to fund adequate service to meet the needs of Salem and the surrounding communities.

These amendments support a system of transportation facilities that is adequate to meet identified local transportation needs.

OAR 660-012-0015(3) also requires that the system of transportation facilities and services identified in the local transportation system plan be consistent with the regional and state transportation system plans.

2015 – 2035 Regional Transportation Systems Plan
The proposed amendments are consistent with the goals of the *2015-2035 Regional Transportation Systems Plan* by supporting *accessibility* through enhanced transportation options and supporting a *multimodal* and *comprehensive* transportation system that provides for moving goods and people by the mode of their choice. Representatives of the Salem-Keizer Metropolitan Planning Organization, which is responsible for the Regional Transportation Systems Plan, were closely involved in the population and employment forecasts and the resultant travel characteristics and system performance.

Oregon Transportation Plan
The state transportation system plan is contained in the Oregon Transportation Plan (2006). As described below, the proposed amendments are consistent with the overall goals of the Oregon Transportation Plan for mobility and accessibility (Goal 1), management of the system (Goal 2), economic vitality (Goal 3), sustainability (Goal 4), and coordination, communication, and cooperation (Goal 7).

Goal 1- Mobility and Accessibility

The amendments to the Intercity and Commuter Passenger Travel Element support Policy 1.1, Development of an Integrated Multimodal System. Specifically, Strategy 1.1.2 calls for growth of intercity bus and rail service.

The amendments to the Transit System and the Intercity Passenger and Commuter Travel Elements support Policy 1.2, Equity, Efficiency, and Travel Choices. In particular, these amendments support Strategy 1.2.1, Develop and promote inter and intra-city public transportation. The relocation of the Greyhound Bus Station to be collocated with the Amtrak Passenger Rail Station is an example of better integrating transportation facilities and connections as described in Strategy 1.2.2.

Goal 2 – Management of the System

The Transportation Demand Management goals and policies support the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement (Policy 2.1). In particular, Strategy 2.1.1 includes promoting transportation demand management to reduce peak period travel. This strategy is reflected in the amendments to the Transportation Demand Management Element. For example, proposed Policy 5.2 directs the City to implement

measures directed at City employees that will reduce peak hour travel demand on Salem's street system.

Goal 3 – Economic Vitality

The amendments to the Freight Movement Element provide updated information on the movement of freight in Salem, including coordination with state plans. An updated understanding of the freight system supports communication between Salem, shippers, and transportation providers to address freight transportation issues, challenges and opportunities. This is consistent with Strategy 3.1.4. Amendments to the Intercity and Commuter Passenger Travel and Transit System Elements support Policy 3.2, Moving People to Support Economic Vitality. In particular, Strategy 3.2.2 directs local transportation system plans to support options for traveling to employment, services, and businesses.

Goal 4 – Sustainability

The focus on transportation options that is prevalent in the Transit System, Transportation Demand Management, and Intercity and Commuter Passenger Travel Elements aligns with Policy 4.3, Creating Communities. In particular, these elements and their amendments respond to Strategy 4.3.5, which addresses reducing transportation barriers to daily activities for those who rely on rideshare, car-sharing, and public transportation.

Goal 7 – Coordination, Communication, and Cooperation

The proposed amendments that pertain to Interchange Area Management Plans are focused on supporting coordination, communication, and cooperation between the City, ODOT, and other agencies, including the Salem Area Mass Transit District. These amendments emphasize the need for coordination where facilities managed by different entities converge. The proposed amendments also document the function of the Chemawa Interchange. This common understanding will help guide future development in the area of the interchange. This is consistent with Strategy 7.1.5, which calls for coordination to protect transportation facilities, corridors, and sites for their identified functions.

For the reasons noted above, the proposed amendments are consistent with the regional and state transportation system plans.

EXHIBIT 2

Salem Transportation System Plan
Proposed Amendments
January 2016

Salem Transportation System Plan
Proposed Amendments to Introduction
January 2016

INTRODUCTION

Overview

The goal of the Salem Transportation System Plan is to provide a framework of goals, objectives, and policies that will guide our community's efforts at achieving mobility through the first third of the 21st century. In addition, the Plan will show how our community must invest its resources in future transportation programs and infrastructure to meet anticipated travel demands.

PLANNING HORIZONS

The Salem Transportation System Plan contains two planning horizons. The main portion of the Plan is a ~~25~~20-year plan that contains policy language and detailed descriptions of transportation system investments that will take our community to ~~2030~~2035. ~~The proposed investments in the 25-year plan are matched to anticipated revenue sources.~~ The needs identified in this plan as projects are intended to support a preferred system that meets the State Transportation Planning Rule requirement to "establish a coordinated network of transportation facilities adequate to serve state, regional and local transportation." The total cost of the projects included in this plan exceeds the anticipated available revenue, as described in the Transportation Finance Element.

A longer-term vision comprises the long-range transportation strategy. This strategy contains broader policies that extend beyond the ~~25~~20-year time frame of transportation planning, and addresses the travel needs and urban form of our community as urban development nears its current Urban Growth Boundary. The long-range strategy takes a look at what investments may be necessary to provide mobility in the long-term.

IDENTIFYING SYSTEM NEEDS

Before transportation investments can be planned for our community, its current and future travel demands need to be assessed. Those assessments have been made using current and projected population and employment figures, social demographics, surveys of travel behavior, and inventories of developable land within the Urban Growth Boundary. Using computer models, future travel demand has been projected for the Salem transportation system. Deficiencies have been identified by comparing travel demand to the capacity of the existing transportation system. The investments that need to be made in the system are designed to remedy those deficiencies and maintain or increase overall mobility.

GOALS, OBJECTIVES, AND POLICIES

Contained in the Salem Transportation System Plan are goals, objectives, and policies that will guide how investments are to be made in Salem's transportation system over the next ~~25~~20 years. These policies provide a comprehensive framework for more detailed City codes and requirements that relate to development standards, parking management, facilities design, system maintenance, and funding. Adopted by Council, these policies constitute the foundation and parameters of how transportation planning decisions should be made in the City of Salem.

PLANNING INVESTMENTS

The transportation investments identified in the Salem Transportation System Plan are designed to maximize mobility. Maximizing mobility means investing in several travel modes simultaneously. For example, the same street improvement project may widen a roadway to add vehicle travel lanes, add bicycle lanes, and construct sidewalks. Bus turnouts may also be designed as part of the project. Most projects contained in the Plan are designed to be multimodal.

Investments are prioritized based on when they are expected to be needed. Funding constraints determine how many projects can be constructed at any given time. Prudently investing in infrastructure calls for building only what is needed, or reasonably anticipated to be needed, for the design life of the project. Maintaining surplus infrastructure is not cost effective over the long term, nor does it increase overall mobility.

INDIVIDUAL SYSTEM ELEMENTS

The Salem Transportation System Plan is a collection of smaller plan elements that deal specifically with each mode of travel, or aspect, of the entire transportation system. Most of these elements are required by the 1991 State Transportation Planning Rule. Others have been added for the benefit of the Plan. The Plan includes the following elements:

Street System Element

Identifies the needs of the entire street system, assigns each street a functional classification, provides typical design cross sections, and recommends planned street improvement projects.

Local Street Connectivity Element

Contains policies that require local streets to connect to each other and to higher level streets, provide connections to neighborhood activity centers such as schools, parks, and shopping, and provide access to transit service.

Transportation System Management Element

Identifies ways of maximizing the capacity and safety of the existing street system through traffic engineering and applications of technology. Contains access management standards that increase safety and decrease congestion on arterial streets.

Neighborhood Traffic Management Element

Outlines the policies and programs available for neighborhoods to mitigate residential traffic issues such as infiltration of through traffic and speeding on local streets.

Bicycle System Element

Identifies bicycle system needs. Contains policies that encourage bicycle use and safety. Designates streets that are bicycle routes, and lists planned bicycle system improvements.

Pedestrian System Element

Identifies inadequacies in the sidewalk system and contains policies that encourage walking and infrastructure improvements.

Transit System Element

Describes the City's role in supporting the transit system through infrastructure improvements that make transit services more accessible. Although the City of Salem does not operate the transit system, this element identifies needs and develops policies that will encourage transit ridership.

Intercity and Commuter Passenger Travel Element

Identifies means, aside from the automobile, by which people can travel between cities in the region and beyond. Contains policies that encourage the availability of intercity passenger rail, bus, and aviation services.

Transportation Demand Management Element

Contains policies that encourage and facilitate the use of carpools, vanpools, flexible work hours, teleworking, and other alternative travel modes that decrease reliance on the single-occupant automobile for the commute to and from work.

Parking Management Element

Estimates the current and future supply of off-street parking for commercial, industrial, and institutional uses within the Salem/Keizer urban area. Contains policies that promote an adequate supply of parking, but discourages an oversupply of parking that would promote single-occupant vehicle travel.

Freight Movement Element

Identifies the infrastructure needs for moving goods and services throughout Salem. Contains policies and planned improvements for movement of goods through pipelines, aviation, rail, ~~inland marine,~~ and trucks.

Transportation System Maintenance Element

Contains an inventory of maintenance and operations needs for the City's transportation system. It also contains policies that describe the City's strategies for preserving the investment made in transportation infrastructure.

Transportation Finance Element

Identifies the financial resources needed to achieve the level of mobility outlined in the Plan. Contains policies that guide the City's funding strategy for providing transportation services.

LAND USE, TRANSPORTATION, AND ECONOMIC DEVELOPMENT

The relationship between land use development and the transportation system is one of cause and effect. The type, density, and design of land use developments place differing demands on the transportation system. Citywide land use patterns will determine the type of transportation system that is developed. A compact development pattern with high intensities of mixed uses will support transit operations and walking more efficiently than a low-density, segregated land use pattern, which tends to be more automobile-oriented.

A key element that is important in the land use/transportation discussion is the relationship of both to a community's economic health and economic development. Economic activities are far

more than simply a component of a community's land use, for they provide the jobs and income that drive the need for housing and various other urban land uses. Land use planning and regulations can support and stimulate economic development through a number of means including regulations that maintain the quality of life in the community and the proper location and designation of lands for economic activities. Transportation infrastructure, which is needed to accommodate economic activities, can often be utilized as a stimulant to economic development if planned properly. Land use, transportation, and economic development are interwoven and can be mutually supportive to help create a vibrant community.

The Salem Transportation System Plan has been developed to provide maximum mobility based on the currently adopted Salem Area Comprehensive Plan. The Plan contains land use planning recommendations that support greater efficiencies in the transportation system. These recommendations are included in the Plan to guide future City efforts to revise the Salem Area Comprehensive Plan.

ISSUES FOR FUTURE STUDY

There are many complex issues involved in planning a multimodal transportation system. Some issues require more detailed study and resources than are available during the development time frame of the Plan. In other cases, issues have surfaced during the planning process that require additional study. These additional studies are listed in the Plan.

PLAN IMPLEMENTATION

The Salem Transportation System Plan is adopted as a ~~Detailed Plan~~component of the City's Comprehensive Plan. The policies and projects contained in the Plan give the City direction on how to respond to land use and development proposals, what projects should have priority in the City's Capital Improvement Program, and under what policy framework specific codes and standards should be developed.

PLAN CONSISTENCY

The Salem Transportation System Plan must be consistent with the adopted SKATS Regional Transportation System Plan and those plans of neighboring jurisdictions. All of these plans must, in turn, be consistent with the broader transportation policies found in the adopted Oregon Transportation Plan and its statewide modal plans. The SKATS Regional Transportation Systems Plan is developed jointly by the partner jurisdictions, including the cities of Salem, Keizer, and Turner, Marion and Polk counties, and ODOT. Federal regulations require that the project list in the Regional Transportation Systems Plan be constrained to funds that are "reasonably anticipated" to be available over the time frame of the Plan. To meet this financial constraint requirement, only a portion of the projects from the Salem Transportation System Plan are included in the Regional Transportation Systems Plan.

Regulatory Context

There are several Federal and State policies and regulations that affect our regional and local transportation planning process. These policies provide: guidelines for how transportation planning should be undertaken, specific benchmark targets to evaluate plan performance,

funding requirements, and elements required for inclusion in a plan. Among the more important Federal and State policies and regulations are the following:

FEDERAL POLICIES AND REGULATIONS

~~*The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)*~~

Federal Surface Transportation Acts

~~SAFETEA-LU is the umbrella Federal legislation that affects transportation planning nationwide. This legislation, signed into law in 2005 and following in the spirit of its predecessors TEA-21 and ISTEA, authorizes the expenditure of Federal Highway Trust Fund revenues that represent a large portion of the funding used to sustain and improve the Federal and State portions of the regional highway system. Federal transportation funds also support the Region's Rideshare Program and bicycle facilities. Similar to previous Federal transportation legislation, SAFETEA-LU requires Metropolitan Planning Organizations (Salem/Keizer Area Transportation Study) to address a series of criteria in their regional plans, including: financial constraint, environmental impacts, socio-economic impacts, equity, multimodal systems, energy consumption, and consistency with Federal, State, and local transportation plans. New MPO requirements from SAFETEA-LU include a Public Participation Plan, broader consultation on environmental and other issues, and a focus on security issues, and design, among others.~~

Current ~~SAFETEA-LU~~ Federal surface transportation legislation affects the Salem Transportation System Plan in relation to projects using Federal funding and the ~~requires~~ requirement that regional and local plans be consistent.

In December 2015, the President signed into law the Fixing America's Surface Transportation Act, or "FAST Act." This federal transportation authorization provides funding certainty through 2020, increasing funding by 11 percent over a five year period. A portion of these funds are allocated to the Salem-Keizer region through the SKATS Metropolitan Planning Organization. The FAST Act authorization establishes both the allocation of funds and requirements for spending them. The law includes changes and reforms to some federal transportation programs, including streamlining the approval processes for new transportation projects and establishing new programs to advance critical freight projects.

Clean Air Act Amendments of 1990

This legislation requires that projects listed in regional transportation plans may not contribute to worsening air quality or violations of standards set by the Environmental Protection Agency. These standards were revised and tightened in 1996. Failure to show conformance with the standards can result in the withdrawal of Federal funds.

Street improvement projects of regional significance contained in the Salem Transportation System Plan must be in conformance with Clean Air Act legislation in order for the Regional Transportation System Plan to be in compliance.

Americans with Disabilities Act (ADA) of 1990

This Act mandates that persons with disabilities be able to access public transportation facilities and services. It also requires that paratransit services be provided on a level comparable to

overall mass transit services in the region. The local transit authority must prepare an ADA Paratransit Plan. That plan must be integrated in all regional and local transportation plans.

This Act relates mainly to how transportation facilities are built on the local level. The Salem Transportation System Plan must take into account paratransit services, and include ADA conforming designs for new construction, and ~~significant reconstruction~~alteration of streets and other transportation facilities.

STATE POLICIES AND REGULATIONS

Oregon Transportation Plan

Adopted by the Oregon Transportation Commission in 2006, this is the master plan that sets policies for the State's transportation facilities and services for the next 25 years. It outlines broad strategies the State has developed for implementing Federal and State policies.

Projects on State facilities, and those projects using State funding, contained within the Salem Transportation System Plan must be consistent with the Oregon Transportation Plan and its respective modal plans.

~~**Oregon Benchmarks**~~

~~These benchmarks establish performance measures that show the State's progress toward the vision outlined in the State's Strategic Plan. These include measures that address: air quality, reduced reliance on the single-occupant vehicle for commute trips, commute trip lengths, transit ridership, and roadway and bridge maintenance and preservation.~~

~~Local transportation system plans must address these benchmarks in order for them to be met on a statewide level.~~

State Land Use Planning Goals

Developed through the State Land Conservation and Development Commission (LCDC), the State has adopted a series of statewide planning goals which are to be implemented through the comprehensive land use plans of each city and county. These goals address the manner in which the land, air, and water resources of the State will be used to determine the need for improved public facilities. Statewide Goal 12—Transportation, is to be implemented through compliance with the State Transportation Planning Rule.

The Salem Transportation System Plan (TSP) must be consistent with the Oregon Transportation Plan and the State Transportation Planning Rule. The Salem Plan must also be consistent with the other 19 Statewide Planning Goals.

State Transportation Planning Rule (OAR 660-12)

Originally adopted by LCDC in 1991, this Rule is the set of administrative rules implementing Statewide Goal 12—Transportation. It requires that each metropolitan planning organization, city, county, port, and transit authority develop a transportation system plan that:

Promotes the provision of transportation services that are viable alternatives to reliance on the single-occupant vehicle;

Requires local governments to adopt transit, bicycle, and pedestrian supportive land development and subdivision ordinances;

Requires plans to target and work towards a reduction in the number of certain types of automobile parking spaces per person by 10 percent over a 20-year planning horizon; and

Require that local transportation system plans be consistent with regional and neighboring local jurisdiction transportation plans, as well as Statewide Goal 12—Transportation.

State Conformity Rule (Air Quality)

Promulgated through the State Department of Environmental Quality (DEQ), this Rule requires that regional emissions must not contribute to worsening air quality or violations of Federal air quality standards. Projects found in the Salem Transportation System Plan that are of regional significance must demonstrate conformity.

Conformance

The consistency and conformance of the Salem Transportation System Plan with Federal and State plans, policies, and regulations is addressed in ~~Appendix E of this document and in~~ the Facts and Findings section of the staff reports that accompanied this plan when it, and subsequent amendments, were presented to the Salem City Council for formal adoption.

TRANSPORTATION PLANNING IN SALEM

This document is built upon a strong and lengthy history of transportation planning in Salem. From the earliest SATS Plan to the more recent SKATS Regional Transportation System Plan, Salem has always worked towards meeting the future mobility needs of the community.

SATS PLANS

One of the earliest comprehensive transportation planning efforts in Salem began in 1960 with the Salem Area Transportation Study (SATS), completed through the Oregon State Highway Department and the Mid-Willamette Valley Planning Council. By 1968 the SATS planning efforts resulted in a transportation plan for the Salem urban area. Among other things, this plan called for a circumferential parkway around the Salem Urban Area, and a total of six bridges across the Willamette River. The 1968 SATS Plan was revised several times in subsequent years.

URBAN GROWTH MANAGEMENT PROGRAM

In 1979, the City adopted the Urban Growth Management Program. This Program is still active and is designed to provide for major public facilities in the developing portions of the Salem Urban Area. The Program called for the development of major facility plans, including the 1990 Salem Transportation Plan. The Program also called for the development of interim plans, called Sector Plans, to guide development until master plans were developed.

SALEM TRAFFIC CIRCULATION STUDY

In the early 1980s, the Salem Traffic Circulation Study was developed. This research effort resulted in extensive transportation data, including traffic volumes, origin and destination studies, opinion surveys, and background materials that were integral in the development of the 1990 Salem Transportation Plan.

SECTOR PLANS

In the nine-year period after the adoption of the Urban Growth Management Program, seven Sector Plans were adopted. The planning threshold for these plans was build-out of the land uses found within the boundary of the Salem Area Comprehensive Plan. The Sector Plans included streets elements that were to provide arterial and collector street systems to support planned development in the undeveloped areas of the Salem Urban Area. These Plans were superseded by the adoption of the 1990 Salem Transportation Plan.

AREA-SPECIFIC PLANS

Many smaller, area-specific transportation plans were developed and adopted between 1974 and 1990. These included various neighborhood plans and special studies such as the Sunnyside Road Task Force Report, and the East/West Corridor Study. These plans have directly influenced citywide planning efforts since their adoption.

SKATS YEAR 2005 TRANSPORTATION PLAN

In 1987, a new SATS plan was adopted. The plan was called the SKATS Year 2005 Transportation Plan, recognizing the incorporation of the City of Keizer and the name change to Salem-Keizer Area Transportation Study. This Plan provided a more realistic construction agenda than its predecessors. It also incorporated the urban street system as envisioned in the various Sector Plans.

SALEM TRANSPORTATION PLAN

Between 1987 and 1990, work proceeded on the Salem Transportation Plan. The 1990 Plan projected transportation needs to build-out for both the newly developing and developed areas of the Salem Urban Area. It placed a stronger emphasis on programs and less on intensive capital construction projects than in prior plans. The 1990 Plan recognized the community's concern about the financial, social, and environmental costs of utilizing major street construction as the only means of managing traffic demands. The 1990 Plan, however, still called for significant capital construction, including a circumferential parkway system with at least one additional bridge across the Willamette River in Keizer. Minor revisions were made to the Plan in 1992.

SKATS REGIONAL TRANSPORTATION SYSTEM PLAN

In the early 1990s work began on a major update to the SKATS Year 2005 Transportation Plan. This update was primarily in response to the adoption of the State Transportation Planning Rule and ISTEA legislation. The SKATS Regional Transportation System Plan, originally adopted in 1996 and updated in 2002 ~~and~~ 2005, 2011, and 2015, provides a regional, multimodal framework for local transportation plans and is required for Federal highway funds to be spent within the metropolitan area.

SALEM TRANSPORTATION SYSTEM PLAN

The 1998 Salem Transportation System Plan followed ~~through~~ the framework created by the 1996 Regional Transportation System Plan and replaced the 1992 Salem Transportation Plan. The Plan has been amended on a periodic basis to maintain its relevance and accuracy.

Planning Process

PROJECT GOALS AND OBJECTIVES

The goal of the original 1998 Salem Transportation System Plan project was to develop and adopt a plan that adequately provides for the current and future mobility needs of the residents, businesses, and industries within the City of Salem. The project had the following objectives:

Objective 1: To design a system of transportation facilities and services that provides the needed infrastructure to support the current and future growth identified in the adopted Salem Area Comprehensive Plan.

Objective 2: To provide an integrated system of transportation facilities and services that provides the needed infrastructure for multiple modes of travel throughout Salem.

Objective 3: To develop methods of efficiently managing travel demand over the existing transportation system, decreasing overall reliance on the single-occupant automobile as the dominant means of travel.

Objective 4: To design a plan that provides the needed infrastructure to support the different modes of travel necessary for the efficient and timely movement of goods and services throughout Salem.

Objective 5: To develop a coordinated transportation plan that is consistent with the transportation plans of surrounding State, regional, County, and City jurisdictions.

Objective 6: To develop and adopt a transportation plan that meets the requirements set forth in the State Transportation Planning Rule, and other statewide planning goals.

PLAN DEVELOPMENT

The original development of the Salem Transportation System Plan followed a nine-step process:

1. Identify system needs—Develop goals and objectives to achieve mobility.
2. Identify deficiencies in the transportation system that do not meet the identified goals and objectives.
3. Create policies that will guide City efforts in meeting its goals and objectives.
4. Determine physical and program-related investments that will correct identified deficiencies.
5. Identify and assign financial resources to provide transportation system investments.
6. Solicit public participation in each of the prior steps of the process, with the same goals and objectives of achieving mobility.
7. Coordinate planning activities with other government agencies.
8. Establish benchmarks to evaluate successful implementation of the Plan.
9. Implement the Plan through City codes, design standards, land use planning actions, City programs, and the Capital Improvement Program.

Subsequent amendments to the Salem Transportation System Plan have been consistent with this nine-step process.

PROJECT ORGANIZATION

The original Salem Transportation System Plan and subsequent amendments were developed by the Transportation Services Division of the City of Salem, Public Works Department. The original planning process was designed to allow for the input of interested citizens, City board and commission members, other jurisdictional staff, and City Council members, through an organization of two committees, four working groups, and a separately-charged task force, each of which is described below.

Salem Transportation Joint Advisory Subcommittee

The formulation of plans and policies was performed under the direction of an advisory subcommittee to the Council. The Subcommittee included three City Councilors, two Planning Commissioners, a member of the Salem-Keizer School Board, and a representative of Salem Neighborhoods, Inc. (SNI). Staff support for the Advisory Subcommittee was provided by the Salem Public Works Department, Salem Community Development Department, Salem Area Mass Transit District, and SKATS.

Coordinating Committee

A Coordinating Committee was formed to ensure consistency between the Salem Transportation System Plan and those of neighboring jurisdictions in the region. The membership of the Committee included representatives from Salem Public Works, Salem Community Development, Marion County, Polk County, City of Keizer, Salem Area Mass Transit District, Salem-Keizer School District, Oregon Department of Transportation, and SKATS. The Coordinating Committee met periodically at the beginning and ending phases of the project.

Street System Working Group

The Working Group acted as a technical advisory committee, charged with the development of the street system and related elements of the Plan. Working Group membership included staff from Salem Public Works, Salem Community Development, and SKATS.

Parking Management Working Group

This Working Group was charged with the task of advising staff on the development of the Citywide parking management element. Membership included City staff, interested citizen and business leaders, staff from the State Department of Administrative Services, and staff from the consultant team headed by Kimley-Horn and Associates.

Transportation Demand Management Working Group

This Working Group consisting mainly of City of Salem, SKATS, Marion County, and State agency staff, was charged with the task of developing both a regional and City of Salem transportation demand management element, park and ride plans, and a transit element.

Access Management Working Group

This Working Group consisted of City of Salem, Marion County, and Council of Governments staff, neighborhood association representatives, local business managers, real estate brokers and developers. Its task was to develop access management plans for use by the City of Salem and Marion County. Work focused specifically on developing an access management strategy for Lancaster Drive that could later be modified for use on other arterial streets. The consultant team

of David Evans and Associates, Inc., developed recommendations reflecting the concerns and ideas generated by the Working Group.

Transportation Impact Task Force

The Task Force was created by the direction of City Council to develop a long-range revenue strategy for funding the construction and maintenance of transportation facilities in the City of Salem. It was charged with looking at transportation system development charges, general obligation bonds, and other taxes and fees for inclusion into a funding package to be considered by Council. Its membership consisted of City Councilors, Planning Commissioners, business leaders, developers, and citizens. Although created separately from the formal Salem Transportation System Plan process, its discussions and recommendations form the basis of the transportation finance element of the Plan.

Central Salem Development Plan Area Mobility Study

Funded through a grant from the State Transportation Growth Management Program, this Study looked at ways to improve multimodal mobility through the core area of Salem bounded by Mission Street, 12th Street, Market/D Streets, and the Willamette River. This Study had a small combined citizens and technical advisory committee called the Modal System Plans Working Group. Through the assistance of JHK and Associates, Inc., locations were identified where pedestrian crossings could be improved, core area bicycle lanes could be installed, and where various vehicular circulation improvements could be implemented. The results from this Study have been folded into the various elements of this Plan.

Elements of the Salem Transportation System Plan were also reviewed by regional committees of SKATS. Those committees included the SKATS Bicycle Advisory Committee and the SKATS Goods Movement Advisory Committee.

PUBLIC INVOLVEMENT

State and Federal transportation guidelines require public involvement as part of development of transportation system plans. More importantly, project staff needed to know what direction the community wanted to pursue in achieving mobility. City staff held several open houses, workshops, and public hearings to educate the public on the transportation planning process and to receive input towards the development of policies and projects. This Plan reflects many of the desires and comments received from the citizen participation process.

DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT REVIEW

The State Department of Land Conservation and Development reviewed the Salem Transportation System Plan, as an element of the Salem Comprehensive Plan, for conformance with the requirements set forth in the State Transportation Planning Rule. State planners identified several areas in the original TSP that needed improvement in order for the Plan to fully comply with the State Transportation Planning Rule. Those items not resolved prior to adoption ~~are being~~were subsequently addressed through work tasks contained in the Amended Salem Periodic Review Work Program.

PLAN ADOPTION

Once completed, the draft Salem Transportation System Plan was forwarded from the Advisory Subcommittee and Coordinating Committees to the general public for a final round of review. When the public review period was completed, the Plan was formally reviewed by the Salem Planning Commission. Finally, in August 1998, the Salem City Council adopted the Salem Transportation System Plan ~~as a Detailed Plan in the Salem Revised Code~~.

POST-ADOPTION ACTIVITIES

The Salem Transportation System Plan has been amended several times since its original adoption. Each time after Council adopted amendments to the Salem Transportation System Plan, staff has and will continue to identify necessary revisions to the Salem Revised Code and Salem Design Standards. Adoption of these revisions ~~are~~ is a major step in implementing the policies and standards found in the Plan.

Salem—The Community

GEOGRAPHY

Salem, the capitol city of Oregon, is located in the center of the Willamette Valley. Situated just 60 miles east from the Pacific Ocean and 60 miles west from the Cascade Mountains, Salem enjoys excellent scenery and ready access to the entire West Coast via the Interstate Highway 5 (I-5) corridor. The City of Keizer, located directly on Salem's northern boundary, is our closest neighboring community. The Portland metropolitan area is located 47 miles to the north---close enough to create employment commuting opportunities between the two areas and facilitate international freight shipment through the Port of Portland, Portland International Airport, and two transcontinental railroads. The cities of Albany and Eugene are located 24 and 64 miles, respectively, to the south of Salem along I-5.

The City of Salem spans both sides of the Willamette River and covers approximately ~~47~~ 49 square miles. While mostly flat terrain dominates the east and north portions of the city, hilly terrain characterizes the west and south areas. In places, these hills attain an elevation of over 700 feet. The physical features, geological setting, and the types of soil to be found in the Willamette Valley have had a marked effect on the settlement and economic development of the area.

In addition to spanning the Willamette River, Salem spans two counties: Marion County on the east side of the river, and Polk County on the west. Salem is the county seat for Marion County.

HISTORY

Salem was founded in 1840 by the Reverend Jason Lee and other Methodist missionaries when they built a grist mill and lumber mill at the mouth of Mill Creek. Salem was initially platted in 1846. In 1847, the first store opened on the northeast corner of Commercial and Ferry Streets. The City of Salem was incorporated in 1860 and designated the state capitol in 1866. In 1867 Willamette University, the first university west of the Mississippi River, opened in Salem.

The Willamette River provides a natural link for transportation and communications with other communities. Steamboats first reached Salem from Portland about 1851. This mode of

transportation enabled settlers adjacent to the Willamette River to reach the market place with their products. In the four decades preceding the turn of the century, steamboats hauled both freight and passengers. During the ensuing years after the turn of the century, steamboat transportation gradually declined and eventually ceased due to completion of the railroad and river fluctuations.

Salem was first connected by rail to Portland in 1870. This occasion was not of great importance to the railroad builders of that day, because their main orientation was toward California and the east. The railroad stop at Salem was more a result of the alignment of the rail route to California than any particular desire to serve the City. During that period, rail passenger service between Portland and Salem was provided via the Oregon Electric Interurban Line.

Roadways have played an important role in the growth and development of Salem. The two systems of most significance were the radial system of market roads connecting the city with farming areas, and the major highways that joined Salem with regional and national centers. The initial regional route through the area was US Highway 99E (99E). This highway was ~~constructed over 85 years ago and was~~ the major north-south route between Seattle and California until 1956, when I-5 was completed through the Salem area. Radial market roads such as: Commercial Street, Liberty Road, Wallace Road, and Silverton Road have today become major arterials in the city of Salem.

In recent times, Salem has become a major commercial and food processing center for the fertile Willamette Valley, and also the site of much State and Federal government activity. ~~Salem is the site of many State agencies, and in 2000, State employment comprised approximately 18 percent of the work force within the Salem Urban Growth Boundary (UGB).~~ The development of the Salem and Fairview Industrial Parks has brought high technology and additional food processing plants into Salem, further diversifying its economy.

CLIMATE

Salem's climate is relatively mild. In the winter, snow is infrequent and seldom stays on the ground for more than a few days. The skies are often overcast from October to April; then comes the Oregon summer, when there can be a near total absence of rainfall for 60 to 90 days at a time. Temperatures during the summer months occasionally reach 100 degrees Fahrenheit, but only for short durations. The average maximum daily temperature for the month of July is 82 degrees Fahrenheit. Yearly rainfall can exceed 60 inches.

CITY GOVERNANCE

Incorporated in 1860, Salem is governed by a mayor-council-manager form of government. The Mayor is the presiding officer of the Council and is elected for a term of two years. The City Council consists of eight councilors, each representing a specific geographic area, or ward, of the city. Councilors are elected for four-year terms. The Council appoints a City Manager who is responsible for the day-to-day administration and execution of the City's policies and ordinances.

The Council depends on several citizen boards and commissions to advise them on particular issues. The two commissions most related to transportation issues are the Salem Planning Commission and the Citizens Advisory Traffic Commission.

Population and Employment

Formulating a transportation plan for Salem requires determining the needs of our community. Two key components in determining needs are trends in population and employment growth. Identifying the number of people living in the Salem area coupled with the opportunities for employment provides us a picture of what kind of travel demand the transportation system will experience. Using forecasting techniques, population and employment data can be projected into the future to determine what kind of travel demand the community may face into the next century.

The estimates and forecasts used to project traffic for the Salem Transportation System Plan are for the entire Salem-Keizer Transportation Study Area (SKATS). This covers an area slightly beyond the Salem-Keizer Urban Growth Boundary (UGB). Although politically separate from Keizer, Turner, and the urban portions of unincorporated Marion and Polk Counties, our community's travel demand is not based solely on those living and working within Salem's city limits, but within the entire region. Many people living outside the city limits choose to work or shop in Salem, thus creating travel demand for our community.

A detailed discussion of the population and employment trends, forecasts, and methodologies used for the region is included in the Regional Transportation Systems Plan, 2015-2035. For the purposes of the Salem Transportation System Plan, population and employment forecasts are included below.[1]

Salem-Keizer UGB Population Forecast				
	2000	2010	2015	2035
Salem portion UGB	171,072	193,640	199,030	273,902
East Salem	*151,189*	*167,499*	*171,394*	*230,138*
West Salem	*19,883*	*26,141*	*27,636*	*43,763*
Keizer portion UGB	32,203	36,478	37,086	42,577
Total UGB	203,275	230,118	236,116	316,479

Salem-Keizer UGB Employment Forecast			
	2010	2035	Annual Percent Growth
Salem portion UGB	94,894	130,594	1.50%
Keizer portion UGB	5,403	8,209	2.08%
Total UGB	100,297	138,803	1.54%

~~The statistics that are presented below are for several different geographic areas. Some are for the City of Salem, some for the Salem-Keizer UGB (see Map 1-1), some for the SKATS area, and some for the Salem-Keizer Metropolitan Statistical Area or MSA (Marion and Polk Counties).~~ These estimates were developed by SKATS with input from local jurisdictions. They

[1] These forecasts are intended only for the purposes of transportation planning and do not replace forecasts adopted for the purpose of analyzing land needed for housing and employment.

are consistent with the most recently adopted coordinated population projections by Marion and Polk counties.

~~**POPULATION GROWTH**~~

~~Salem has shown steady and consistent long-term population growth throughout the second half of the 20th century. The city's population of about 43,000 in 1950 grew to nearly 137,000 by 2000 (see Figure 1-1 and Table 1-1), representing a growth rate of 2.3 percent per year. Adjusting for the population that was annexed (18,020) over this 50-year period, the city's adjusted growth rate was 2.0 percent per year, 25 percent higher than the state's 1.6 percent per year long-term growth rate.~~

~~Over the past 25+ years, population information has been available for the area inside the Salem-Keizer UGB. In 1980 the UGB population was estimated to be 138,700. This population grew to 160,230 by 1990, representing a 1.5 percent annual growth rate (see Figure 1-2). The UGB population then grew to 203,275 by 2000 (a 2.4 percent growth rate) and to 218,323 by 2005 (a 1.4 percent growth rate for the 5-year period). These growth rates were significantly higher than those for the state, which were 0.8 percent, 1.9 percent and 1.2 percent respectively for the same time periods (see Figure 1-3). From the population growth figures mentioned here it is clear that the Salem area has consistently grown faster than the state as a whole.~~

~~Much of Oregon's recent growth can be traced to the increasing importance and expansion of the Pacific Rim economy. In addition, the SKATS region is affected by the growth of the neighboring Portland metropolitan area. Salem is only 47 miles south of Portland, and spillover from Portland's growth has also impacted the population and employment growth of our region. This is reflected in the fact that 64 percent of the population growth in Marion and Polk counties during the 1980s was attributable to natural increase in the existing population rather than net migration (Figure 1-4). However, as shown in Figure 1-5, during the 1990s, 69 percent of the population growth in the two counties was a result of in-migration from outside the area. This represents a substantial addition to the region's population, beyond that which would be a result of natural increase.~~

~~**POPULATION FORECAST**~~

~~The population forecasts for the Salem-Keizer UGB are based on the Oregon Office of Economic Analysis (OEA) forecasts and a coordination effort among the local jurisdictions of SKATS that took place in 2003. The forecasts predict an increase of nearly 80,000 people over the next 30 years. This growth is spread out over the 30-year period, with a higher growth rate in the earlier years (a 15,000 person increase over the first 5 years), declining over the course of the forecasts (with an 11,000 increase over the last five years). See Figure 1-6 and Table 1-3. This gradual downward trend in the growth rate is primarily due to an expectation that in-migration will decline. Overall, the 30-year forecasts represent a 39 percent increase in population, or about a 1.1 percent average annual growth rate, which is substantially lower than the 1.4 percent to 2.4 percent growth rates for the past 25 years.~~

~~**POPULATION DISTRIBUTION**~~

~~Where will all these new residents live? Based on the currently adopted Salem Area Comprehensive Plan, the areas of highest growth will be in West, South, and Southeast Salem.~~

~~The more developed areas of the city will increase in population as infill development occurs and housing densities increase. The city of Keizer will not increase in population as rapidly as it did in the 1980s and 1990s, primarily due to the fact that it will soon build-out the remaining residential lands within its current urban growth boundary. As the SKATS region approaches build-out of its urban growth boundary, population increases will be experienced in outlying cities such as Silverton, Stayton, Turner, Dallas, Monmouth, and Independence. These communities are already beginning to experience this type of growth.~~

~~EMPLOYMENT GROWTH~~

~~In the past, Oregon has experienced cycles of prosperity and decline common to resource-based economies. Since the 1970s, employment levels in the SKATS region have generally showed a steady increase, with the major exception being the recession experienced in the state between 1979-1982. Past employment figures for the Salem Metropolitan Statistical Area (MSA), which is comprised of Marion and Polk Counties, show flat employment levels between 1980 and 1985, then strong growth thereafter through 2005 (see Table 1-4 and Figure 1-7). In contrast to the Salem of the past, our community has established a more diversified economic base over the past 20 years. This has enabled the SKATS region to demonstrate an annual employment growth rate of 2.7 percent per year since 1985, a rate slightly higher than the 2.5 percent growth rate for Oregon as a whole.~~

~~EMPLOYMENT FORECAST~~

~~Similar to the population forecasts mentioned above, the employment forecasts for the Salem-Keizer UGB were prepared in 2003 through an interagency coordination effort and based on countywide forecasts done by the Oregon Office of Economic Analysis (OEA). The UGB forecasts show employment growing from about 89,000 in 2000 to nearly 125,000 in 2030 (see Table 1-5 and Figure 1-8). In this period, employment within the Keizer portion of UGB is expected to more than double. The projected UGB employment growth represents a 1.1 percent yearly growth rate, the same as that of the population growth forecasts but substantially less that the 2.7 percent past employment growth rate for the MSA.~~

~~As for the types of employment expected in the future, jobs in the retail and service sectors are forecast to increase the most, with moderate increases in government and school employment. Although the number of manufacturing jobs will increase, their percentage of total employment will decrease.~~

~~EMPLOYMENT DISTRIBUTION~~

~~Over 50 percent of the new employment in the SKATS region is expected to occur in the central and eastern areas of Salem. The Central Business District, the Capitol Mall, and the Lancaster Drive areas will experience the most employment growth. Growth in employment is also projected for the Cherry Avenue and Fairview Industrial areas, Mill Creek Industrial Park, Commercial Street SE, River Road N in Keizer, the Chemawa and Kuebler interchange areas, Wallace Road in West Salem, and other locations scattered within Salem and Keizer.~~

~~In addition to increased employment opportunities in the SKATS region, the Portland metropolitan region and other nearby communities in the Willamette Valley are expected to see increases in employment. The interaction of workers living in Salem commuting to Portland, and~~

~~vice-versa, as well as other communities, will continue to increase an already significant amount of intercity commuting by workers throughout the Willamette Valley.~~

Land Use Framework

The Salem Urban Area, encompassing the city limits and the area within the Urban Growth Boundary that will someday become Salem, comprises approximately 61 square miles. The Salem Area Comprehensive Plan was first adopted in 1973, with the latest significant revisions occurring in 1977. ~~The Comprehensive Plan has been the guiding force for land use development in Salem for the past 34 years.~~ The Salem Transportation System Plan bases its planned investments on the land use framework established in the Comprehensive Plan.

~~EXISTING LAND USE PATTERNS~~

~~Salem has wisely invested in maintaining its urban core area as a vibrant and active focal point of the city. A healthy downtown business district complements the capitol mall office district and the campus of Willamette University. A small, but active, industrial district lies just north of downtown, along the Willamette River. Surrounding the core area of the city are several older, established residential neighborhoods. Interspersed within these neighborhoods are several State institutions and agencies including the Oregon State Hospital, Oregon State Penitentiary, Oregon Schools for the Deaf and the Blind, Oregon State Lottery, Oregon Department of Transportation Regional Offices, Oregon Department of Forestry, and Oregon Military Department. Commercial land uses are located along the several major arterial streets that form a radial network between the core area and outlying areas of the city.~~

~~Several industrial districts, Fairview and Salem Industrial Parks, are located further away from the core area of the city. The Salem airport, McNary Field, is located in the southeastern portion of the city, north of the Fairview Industrial Park. While higher density single family and multiple family housing is characteristic of the inner Salem neighborhoods, lower density, single family housing typifies the suburban areas of Salem. Large commercial districts have grown over the last 20 years along Lancaster Drive in East Salem and along Commercial Street in the south.~~

~~Once its own city, West Salem has a small, but thriving, industrial and commercial district. Now one of the urban area's fastest developing areas, West Salem has grown beyond the flat river plain and into the western hills. Low density, single family housing typifies development in the west hills area.~~

~~LAND DEVELOPMENT OPPORTUNITIES~~

~~Established as part of the 1979 Urban Growth Management Program and its updates in 1998, the City of Salem has defined an Urban Services Area (USA) boundary, shown on Map 1-2, that encourages development to occur within areas having infrastructure, instead of leap-frogging into unserviced portions of the undeveloped area. It also establishes procedures on how public infrastructure is to be developed and funded. Development within the current USA has nearly reached its limits. The Urban Growth Management Program addresses how infrastructure will be provided and funded as development occurs outside of the USA.~~

~~The portions of the Salem Urban Area having the most development potential are West Salem and South/Southeast Salem. Table 1-6 shows how much developable land existed within the current Urban Growth Boundary in 1997. Most of the land yet to be developed is designated in~~

the Salem Area Comprehensive Plan to become single family residential. However, opportunities for additional multiple family housing and mixed use development are currently being identified to respond to present and projected market demand. New development within the USA will most likely be of the infill variety. Infill housing will occur on small vacant lots or properties undergoing redevelopment. The City is exploring other redevelopment opportunities that will revitalize small commercial districts and introduce developments that will have a mixture of different land uses.

Travel Characteristics

While population and employment statistics will indicate the magnitude of growth a community will experience, a study of its travel characteristics will show the types of travel behavior that contribute to overall demand on the transportation system. When combined with population and employment forecasts, transportation planners can use this information to develop a picture of what future travel demand will be for our community. With that knowledge, appropriate investments in infrastructure and services can be planned.

Between March 1994 and January 1995, the Salem-Keizer Area Transportation Study (SKATS) undertook a survey of 1,520 households in the region. Each household was asked to report the activities and trips for each household member over a two-day period. This data was used to develop statistics describing and forecasting Salem area travel behavior.

HOW MANY TRIPS DO WE MAKE EVERY DAY?

Every time we make a trip to work, the store, school, or just visit a neighbor down the street, we utilize a portion of the overall transportation system. The total number of trips generated each day in the Salem-Keizer region is a multiple of how many trips are produced in each household. Table 1-7 shows the number of one-way trips per day for different household sizes. These trips are totaled for all travel modes: automobile, bus, bicycle, walk, and carpool. Although it would be expected that bigger households produce more trips, the number of trips per person is consistently between 3.4 and 3.7 trips per day for all household sizes. It is estimated that in 1995, a total of 753,800 person-trips were made within the SKATS region on an average weekday.

Each trip that a person makes has two trip ends: an origin and a destination. Each trip also has a purpose. To facilitate analysis, trips are categorized into the following purposes:

- Home-based Work Trips: Trips that begin at home and end at work, including the return trip home.
- Home-based Nonwork Trips: Trips that begin at home and go to destinations other than to work (i.e., shopping, school, church, sport activities, etc.), including the return trip.
- Nonhome-based Trips: Trips that neither begin or end at home (i.e., trips made while at work, work to shopping, school to visit friends, etc.).
- Through Trips: Trips that have neither beginning or end within the SKATS region, but pass through the region.

Based on the 1995 survey, 54 percent of the total daily trips in the region were home-based, nonwork trips. The second highest category was nonhome-based trips at 22 percent. The home to work commute trip category only comprises 19 percent of the total.

WHICH MODE OF TRAVEL DO WE USE?

The 1995 survey also studied which modes of travel were used by people in the SKATS region. Figure 1-9 shows that of weekday work trips, 84 percent of people drive alone in their automobiles. Carpooling captures nearly 7 percent of the trips. Just over 7 percent walk or bicycle to work and less than 2 percent take transit.

PROJECTED GROWTH IN TRAVEL DEMAND

The projected increase in population (+33 percent) and employment (+35 percent) in the Salem-Keizer area between 1995 and 2015 is expected to result in a corresponding increase in the travel demand to be served by the region's transportation system. Table 1-8 indicates that the projected number of total daily trips in the region will increase by a little over 36 percent, to more than 1 million trips per day. For estimating purposes, it has been assumed that the general proportion of trip purposes will stay the same.

VEHICLE MILES OF TRAVEL

One method of measuring travel demand is to calculate the number of vehicle-miles-traveled (VMT) during an average weekday. This statistic can be used to measure VMT for the entire SKATS region, or divided by the population to determine daily VMT per capita. The State Transportation Planning Rule requires that local governments calculate daily VMT per capita as a measure of the effectiveness of efforts made to reduce reliance on the single-occupant automobile.

Before efforts can be made to reduce VMT, it is necessary to calculate a baseline statistic for the region. As shown in Table 1-9, it is estimated that in 1995, 3.6 million vehicle-miles were traveled per average weekday in the SKATS region. The largest share of VMT belongs to the home-based, nonwork trip purpose (shopping, errands, trips to school, etc.). By 2015, given current trends in travel behavior, daily VMT is projected to total nearly 5.2 million miles, an overall increase of over 41 percent.

There are two ways to produce a VMT per capita statistic for the SKATS region. One statistic takes into account VMT for all trip purposes including through trips. Since through trips begin and end outside the SKATS region, it is unlikely that they will respond to Salem's policies and measures taken to reduce automobile reliance. Another method is to calculate daily VMT based only on internal trips. These are trips having both trips ends inside the SKATS region. Table 1-10 shows both methods of calculating daily VMT per capita and the growth that is expected given current trends.

The State Transportation Planning Rule requires that our metropolitan region first work to hold VMT per capita to "no growth" over the first 10 years of the plan, then achieve a 5 percent reduction in daily VMT per capita after 20 years of plan adoption, with a total 10 percent reduction within 30 years. The Salem Transportation System Plan addresses various ways that our community can reduce its reliance on automobile travel, thus reducing daily VMT per capita. Table 1-11 shows the magnitude of change that needs to occur in order for the SKATS region to comply with the VMT reduction requirements of the State Transportation Planning Rule for just the first 20 years.

~~Table 1-11 shows that, not only must the SKATS region hold VMT per capita constant over the next 10 years (while population grows 19 percent), the following 10 years must see a 5 percent reduction in VMT per capita while population and employment grow at over 12 percent. Although the forecast data is sketchy, it will be even more strenuous an effort to meet the 20 percent reduction by the year 2025. Given the current trends shown in Table 1-10 versus the amount of change required in Table 1-11, it will be difficult to achieve these reductions without a serious commitment from the community to substantially change its driving behavior, agree to pay more for gasoline and parking, and make significant land use revisions to the Salem Area Comprehensive Plan. The City of Salem will work with other regional jurisdictions to develop additional VMT reduction strategies to be amended into future versions of this Plan.~~

The following figures, tables, and maps are proposed to be deleted from the Salem TSP Introduction:

- Figures 1-1, 1-2, 1-3, 1-4, 1-5, 1-6, 1-7, 1-8, 1-9
- Tables 1-1, 1-2, 1-3, 1-4, 1-5, 1-6, 1-7, 1-8, 1-9, 1-10, 1-11
- Map 1-2

Salem Transportation System Plan
Proposed Amendments to Street System Element
January 2016

Update Street System Performance text on pages 3-16 and 3-19; remove and replace Table 3-3 and Maps 3-3 and 3-4

Table 3-3 Salem Urban Area Street Miles of Peak Hour Congestion				
Functional Classification	2009 Base		2035 Build	
	Approaching Capacity (V/C > = 0.88 = < 0.99	Exceeding Capacity (V/C > 0.99	Approaching Capacity (V/C > = 0.88 = <0 .99	Exceeding Capacity (V/C >0.99
Freeway	0	0	9	0.4
Parkway	3.3	0.7	10.8	1.3
Major	6.2	1.4	11.5	6.1
Minor	6.1	1.6	17.8	6.9
Collector	0	0	2.4	4.9
TOTAL	**15.6**	**3.7**	**51.5**	**19.6**

Street System Performance

Using computer traffic models, SKATS staff evaluated the performance of the Salem-Keizer regional street system. The following two scenarios were developed:

~~2000~~ 2009 BASE YEAR SYSTEM

200~~0~~9 population and employment estimates applied to the 200~~0~~9 street system. Model results are calibrated to actual traffic counts taken around the Salem-Keizer area.

~~2030~~ 2035 REGIONAL TRANSPORTATION SYSTEMS PLAN (RTSP) BUILD ALTERNATIVE

~~2030~~2035 population and employment forecasts applied on a street network that includes the existing system, committed future projects, and projects ~~recommended~~ included in the Regional Transportation Systems Plan. Recommended projects include only those that can be funded with reasonably expected revenues. Only a portion of the projects shown in the Salem TSP are included in the Build Alternative.

Table 3-3 shows the results of the computer model runs on the existing 200~~0~~9 Base Year land use and street network and on the SKATS ~~2030~~2035 Build Alternative land use and street networks for the Salem-Keizer region. The Salem ~~Transportation System Plan~~TSP deals with those streets and highways found within the Salem Urban Area, comprising about 90 percent of the total regional street mileage. In ~~2000~~2009, the total amount of streets either capacity deficient (~~12.0~~3.7 miles) or approaching capacity deficient (~~11.8~~15.6 miles) during the P.M. peak travel period was ~~21.8~~19.3 miles (see Table 3-3 and Map 3-3). It is forecast that if those projects included in the Build Alternative were constructed by year ~~2030~~2035, the amount of congested streets would increase to ~~83.1~~71.1 miles during the P.M. peak travel period (see Map 3-4).

It is important to note that even if the Salem-Keizer region is able to build all of the projects contained in the Regional ~~Plan~~ TSP and many from the Salem ~~Plan~~TSP, we will still experience ~~nearly~~ more than a ~~fourfold~~ threefold increase in the mileage of congested streets during the P.M. peak travel period by ~~2030~~ 2035 compared to ~~2000~~2009. Thus, we will be unable to build enough capacity into the system to handle all the peak hour traffic demand expected in the coming years. While it is important that these projects be built to reduce congestion, we cannot completely build our way out of congestion~~!~~. Over the long term our community will need to find other means of accommodating peak hour travel demand in addition to constructing street capacity. Other elements of the Salem ~~Transportation System Plan~~TSP deal with how to increase mobility through other modes of travel and how to better manage travel demand.

Update discussion of State of Oregon Highways by inserting the following text under the Issues heading on page 3-25.

ODOT has particular interest in the functioning of interchanges, particularly along I-5. ODOT prepares Interchange Area Management Plans (IAMP) to support safe and efficient operation of the state highway system. In the Salem area, to date, ODOT has prepared IAMPs for the Kuebler Boulevard SE interchange and the Chemawa Road NE interchange. To support the safe and efficient operation of these interchanges, Salem will provide to ODOT, other affected jurisdictions, and the Salem-Keizer Transit District notification about land use plan, zoning, and traffic-related ordinance changes proposed in any IAMP. The purpose of the notification will be to provide an opportunity to review and comment on any potential traffic impacts associated with the subject proposal.

Add the following text to the discussion of land use alternatives in NE Salem on page 3-36.

The Chemawa Indian School is located in the far northeast section of Salem. The City supports continued use of this property (owned by the Bureau of Indian Affairs) for educational purposes. Anticipated future traffic demand from this property is based upon the expectation that this property will continue to be used for educational purposes through the planning horizon. Given the proximity to I-5, Marion County roads, and the City of Keizer, the City will provide notice to these jurisdictions and the Salem Keizer Transit District of any proposed changes in the zoning or land use designation of this property with a timely opportunity to review and comment on the potential traffic impact that may be associated with the proposed changes.

Insert the following new section after the discussion of the Central Salem Mobility Study, bottom of page 3-37.

Chemawa Interchange Area Management Plan

ODOT worked with local and regional partners to develop the Chemawa Interchange Area Management Plan (IAMP). The Plan recommends projects to increase capacity on the road network in order to meet mobility targets. The projects, separated into four phases, are estimated

to cost a total of almost $150 million (2009 dollars). No funding has been identified to construct any of the projects within the 20 year planning horizon. For this reason, the Oregon Transportation Commission (OTC) will provide alternative mobility standards through their adoption of the Chemawa Interchange Area Management Plan (IAMP) for several intersections within the IAMP's defined Interchange Management Area (IMA). These standards are based on forecasted transportation system operational conditions in 2031 assuming build out of the land use designations adopted by the City of Salem, the City of Keizer, and Marion County and no changes to the transportation network within the IMA. These assumptions were used to simulate future 2031 transportation system operational conditions in the traffic model developed and maintained by the Salem-Keizer Area Transportation Study (SKATS) circa 2010.

Given that the recommendations from the Chemawa IAMP are outside of the planning horizon, none of the projects are included in the Salem TSP. The Chemawa IAMP will need to be updated if changes to the land use or transportation system are proposed that would significantly affect the alternative mobility standards within the IMA. The City of Salem will collaborate and coordinate with ODOT and other appropriate jurisdictions to update the Chemawa IAMP regarding any such legislatively-initiated land use or transportation changes.

Definition of Chemawa Interchange Function

The recommended interchange and transportation network improvements in the Chemawa IAMP are intended to serve the increased travel demand expected from planned and forecasted growth in Salem and Keizer. This demand will come largely from residential and commercial development as described in the Chemawa IAMP and provided for by the Salem and Keizer land use plans and zoning ordinance (circa 2010).

Salem Transportation System Plan
Proposed Amendments to Transit System Element
January 2016

TRANSIT SYSTEM ELEMENT

The Salem Area Mass Transit District ~~(Cherriots) was~~, formed in 1979 as a special service district, ~~. The service area for the District corresponds with the Salem-Keizer UGB. The district is governed by a seven-member board of directors elected by residents in each of seven sub districts.~~ provides transit and paratransit services to Salem, Keizer, Marion, and Polk County and operates Monday through Friday. The fixed route bus service, referred to as Cherriots, provides service within Salem and Keizer with connections to Wilsonville and Grand Ronde. Chemeketa Area Regional Transportation System (CARTS), which is also part of the Salem Area Mass Transit District, provides service to rural communities in Marion and Polk counties. Other services provided by the Salem Area Mass Transit District include the RED Line shopper and Dial-a-Ride service, CherryLift service, general public demand response service (connector), travel training, and rideshare information including carpool and vanpool matching.

The District is governed by a seven-member board of directors elected by residents in each of seven sub-districts. The seven-member Board provides the policy direction for transit operations serving more than 225,000 residents in Salem and Keizer. Cherriots provides about 3.5 million rides a year, CARTS provides about 120,000 rides, and CherryLift services provide over 100,000 rides.

~~The transit system currently includes approximately 213 employees and 83 buses that log roughly 2.7 million miles and 205,000 total operating hours per year. The current fleet consists of 1982 to 2004 model buses with a contingency fleet of five 1982 model buses. Each bush has a seating capacity of 25 to 45 riders with standing capacities between 33-60 passengers. All buses are ADA-accessible as well as equipped with front-mounted bicycle racks that can carry two bicycles.~~

Map 9-1 illustrates the Cherriots ~~fixed route system~~ Bus Routes. It has a ~~radial "pulse"~~fixed route structure ~~in which all but 6 of the 25~~ with most routes ~~converge in a timed fashion~~ converging at the Cherriots Downtown Transit Center at Courthouse Square ~~transit mall~~, located in downtown Salem. Over 10 million passenger miles are traveled annually, with a total ridership of 3,322,655 for fiscal year 2013-14. ~~Passengers traveling between any two points in the service area can reach their destination by making a timed transfer at the downtown transit mall. There are five routes primarily serving West Salem, each of which makes a timed transfer at the West Salem Transit Center, where passengers can board the West Salem Shuttle, bringing them into downtown Salem. An additional route provides "crosstown" service between the City of Keizer and the East Salem and Lancaster Drive NE area. Three routes provide direct service between park and ride lots and the Capitol Mall.~~

The Salem Area Mass Transit District conducted a Comprehensive Service Analysis in 2014. As a result of this analysis, the Board of Directors adopted a policy to allocate resources 75 percent to productivity routes designed to serve the greatest demand, and 25 percent to coverage routes designed to provide access to a broader geographic area. The use of transit centers will facilitate the effectiveness of this type of network allowing for convenient connections between productivity routes and coverage routes.

Major Transit Stops

~~In 1997, the Cherriots system completed its conversion from a "flag" stop system to a permanent "sign" stop system. This permanent system allows for greater transit system efficiency. There are only a few major~~ Major transit stops identified in the system include the downtown~~:~~ Cherriots Transit Center at Courthouse Square ~~Transit Mall~~, Lancaster Mall, Chemeketa Community College, and ~~West Salem~~ the Keizer Transit Center. Major stops are served by more than one bus route and have a high number of boardings and alightings. Land uses located near major transit stops should be designed to ~~be~~ support transit and pedestrian uses~~supportive~~.

~~One of the policies contained in the Salem Transportation System Plan is to achieve a transit system coverage of a minimum quarter-mile walk to service. The majority of the developed areas of Salem, currently meet that coverage goal.~~

~~Cherriots buses currently operate from 6 a.m. to 10:15 p.m. weekdays and 7:15 a.m. to 10:15 p.m. on Saturdays. The system operates on frequencies ranging from 15 to 60 minutes. Most of the 18 routes accessing downtown are timed to arrive/depart the transit center at either :15 or :45 after the hour. The majority of the routes are on half-hour frequency in the peak periods accommodating transfers at the transit centers. In the midday, 10 routes drop to hourly frequency. Thirteen routes serving the major radial corridors remain on half-hour service throughout the day. Current bus faresare $.85 for adults, $.60 for children, and $.40 for seniors.~~

~~The transit system currently provides approximately 190 one-way route miles of service during the weekday and 155 one-way miles on Saturdays. Cherriot's buses serve 20,000 average daily along 9,200 average daily transit miles. Total transit system capacity is estimated to be approximately 50,000 weekday riders and 28,000 Saturday riders. Approximately 50 percent of the riders are commuters, the largest segment being State employees; and 25 percent are students ranging from grade school through college. The majority of the remaining 25 percent consists of senior citizens and disabled riders. According to the 1995 SKATS household survey, approximately 2 percent of the total work trips were made using public transportation. Ridership has been increasing steadily since 1985.~~

Planning for transit services is primarily the responsibility of the Salem Area Mass Transit District. The City of Salem plays a supporting role by facilitating access to transit services. The State Transportation Planning Rule requires that all jurisdictions place a public transportation element in their respective transportation system plans. The Transit System Element of the Salem Transportation System Plan is written to be consistent ~~to~~ with the regional policies and specific to the needs and responsibilities of the City of Salem.

~~**Table 9-1 Annual Ridership – 2003, 2004, and 2005**~~

~~**Year**~~	~~**2003**~~	~~**2004**~~	~~**2005**~~	~~**Percent Change**~~	
				~~**2003-04**~~	~~**2004-05**~~
~~Annual Weekday~~	~~4,752,733~~	~~4,862,212~~	~~4,859,015~~	~~2.3%~~	~~-0.1%~~
~~Annual Saturdays~~	~~471,876~~	~~612,674~~	~~533,187~~	~~29.8%~~	~~-13.0%~~
~~Average Weekday~~	~~18,493~~	~~19,143~~	~~18,761~~	~~3.5%~~	~~-2.0%~~
~~Average Saturday~~	~~8,738~~	~~11,140~~	~~9,037~~	~~27.5%~~	~~-18.9%~~

~~Total Annual~~	~~5,224,609~~	~~5,474,886~~	~~5,392,202~~	~~4.8%~~	~~1.5%~~

Goal, Objectives, and Policies

The City of Salem has the following goal, objectives, and policies for improving the effectiveness of transit services within the Salem Urban Area:

GOAL: A public mass transit system that provides convenient and accessible transit services to the citizens of the Salem Urban Area.

OBJECTIVE NO. 1

Ensure that transit services are accessible to Salem Urban Area residences and businesses.

Policy 1.1 Routing of Transit Services

The City shall encourage transit services be routed in a manner that, where practical, provides service coverage within a quarter-mile walking distance of Salem Urban Area residences and businesses.

Policy 1.2 Transit-supportive Land Uses

To encourage accessibility and increased ridership, the City shall encourage future transit-supportive land uses, such as mixed uses, multiple family, and employment centers, be located on or near transit corridors. Likewise, appropriate transit services should be made available to existing transit-supportive land uses.

Policy 1.3 Transit-supportive Urban Design

Through its zoning and development regulations, the City shall facilitate accessibility to transit services through transit-supportive streetscape, subdivision, and site design requirements that promote pedestrian connectivity, convenience, and safety.

Policy 1.4 Transit-supportive Street System Design

The City shall include the consideration of transit operations in the design and operation of street infrastructure in identified transit-oriented centers and corridors, as well as in other appropriate locations.

Policy 1.5 Transit Services Accessible to the Transportation Disadvantaged

The City shall support the continued development and implementation of accessible fixed-route and appropriate complementary paratransit services. ~~which are identified in the adopted Salem Area Transit District Americans with Disabilities Act Transit Plan.~~

Policy 1.6 Intermodal Connectivity

The City of Salem shall encourage connectivity between different travel modes. Transit stops, transfer centers, and park-and-ride facilities should be accessible by pedestrian, bicycle, bus, and automobile travel. ~~modes~~. Priority should be given to completing the sidewalk network within a quarter-mile of high frequency corridors and at all transit stops. Intercity passenger bus, aviation, and rail terminals should be accessible by transit services.

Policy 1.7 Enhanced Access Opportunities for the Transportation Disadvantaged

The City will support the efforts made by the Salem Area Mass Transit District to increase mobility for transportation disadvantaged citizens, in providing the maximum level of access to social, work, welfare, and resources, including the creation of a customer-oriented, regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.

OBJECTIVE NO. 2

Develop and operate a public transit system that provides both convenient service and travel times that are competitive enough with the automobile to attract increased ridership.

Policy 2.1 Convenient and Competitive Transit Service Routing

The City shall support the development and implementation of the Salem Area Mass Transit District's ~~(SAMTD)~~ public transit system. ~~Referred to in the SAMTD'Strategic Business Plan as the "3-C System" (Circulators, Centers, and Corridors), this system effectively combines elements of a radial pulse system, a neighborhood circulator system, a high frequency corridor service, and circumferential services, with a minimum of required transfers.~~

Policy 2.2 Increased Frequency and Availability of Services

The City shall support attempts made by the Salem Area Mass Transit District to increase the frequency of transit services (shorter headways), extend its hours of operation, and ~~expand levels of~~ provide weekend service.

Policy 2.3 Transit Facilities

The City shall continue to work with the Salem Area Mass Transit District and other State and local jurisdictions to identify and develop capital facilities for ~~utilization by~~ express, connector, and regular transit services, vanpools, and carpools.

Policy 2.4 Express Transit Service

The City shall support the Salem Area Mass Transit District's ~~attempts at developing and implementing radial~~ express transit services to and from outlying park-and-ride facilities and the central core area of Salem.

Policy 2.5 Transit Fares

The City shall support efforts by the Salem Area Mass Transit District to develop and implement transit fares that balance the need for passenger revenues with the goal of maximizing ridership.

Policy 2.6 Transit Priority

The City shall work with the Salem Area Mass Transit District ~~to evaluate the use of transit priority techniques~~ to implement the latest transit priority technology to facilitate transit service efficiency.

OBJECTIVE NO. 3

To mitigate a portion of the traffic pressures expected by regional growth, increase overall daily transit ridership in the Salem Urban Area to the point that at least 25 percent of all work

commute trips are completed using transit or travel modes other than the ~~SOV~~single-occupant vehicle.

Policy 3.1 Transit Ridership Incentives

~~Through the Regional Rideshare Program and other Transportation Demand Management (TDM) efforts, the~~The City shall ~~continue to work with Salem Urban Area employers and other government agencies~~ support efforts of the Salem Area Mass Transit District to increase commuter transit ridership through voluntary employer-based incentives such as subsidized transit passes and guaranteed ride home programs.

Policy 3.2 Effective Marketing of Transit Services

The City shall ~~work through~~ support the Regional Rideshare Program and other Transportation Demand Management (TDM) efforts to assist in the effective marketing of transit services to Salem Urban Area residents and businesses.

Policy 3.3 Transit Supportive Parking Policies

The City shall develop and implement parking policies that manage the supply and costs of public parking in a manner that supports increased transit ridership taking into consideration the economic needs of surrounding business districts.

OBJECTIVE NO. 4

A financially stable and adequately funded transit system for the Salem Urban Area.

Policy 4.1 Adequacy of Long-term Funding

The City shall support regional efforts to identify and implement transit funding strategies that will provide adequate, long-term, and stable revenue sources for the public transit system.

Accessibility and Convenience

There are several reasons that more people in the Salem area do not utilize transit services. They range from both the perceived and real issues of accessibility and convenience to the perceived convenience of the automobile that is affected by transportation policy decisions, the supply and cost of parking, and other factors. People will be more likely to use transit if service is within a quarter-mile walking distance of their trip origin and destination. Studies indicate that most people are willing to walk up to a quarter-mile to reach transit service. Providing sidewalks to ~~walk to the~~ bus stops, and providing a safe place to await the bus, are both key ingredients to a successful transit system. ~~Safe and convenient access to bus stops and between the stops and the bus is particularly important in downtown areas, where heavy traffic and dense parking can make it difficult for buses to maneuver and for passengers boarding and alighting as pedestrians to mix with moving traffic and parked cars. The Pedestrian System Element identifies a series of improvements to downtown Salem bus stops to make pedestrian access to transit safer and more convenient.~~

A factor in increasing ridership is the availability of direct and rapid transit routes that require few, if any, transfers. In addition, frequency of service can affect ridership. ~~The current Cherriots system operates at a moderate level of service and frequency. Increased frequency, extended hours of operation, and expanded weekend service would all contribute to better system convenience.~~Cherriots implemented a significant change to its routes and schedules in September

2015 to create a more robust system. The new service has increased frequency on busy routes that serve jobs, shopping, and other places people frequent.

In order to increase frequency on busy routes, some routes with low ridership were eliminated. This loss of coverage was particularly significant in many residential neighborhoods in west Salem. Cherriots is seeking alternative service models, such as a general public demand response service, referred to as a connector, to offset this loss of fixed route service.

Park and Ride Lots

An ongoing component of transit service ~~will be~~is the ~~identification~~continued operation of park-and-ride ~~lot locations~~lots. The major focus ~~for this component by SAMTD will be to incorporate~~ of the Cherriots park-and-ride ~~into the "3-C System," with park-and-ride lots as part of the transit center development and~~ program is to link the park and ride lots to the frequent ~~Corridor~~ corridor routes carrying riders from these lots to their work sites. Park-and-ride lots give automobile commuters a place to park or drop off passengers and then ride transit to their destination. ~~The siting of park-and-ride lots will require further study.~~ Map 9-2~~1~~ identifies the locations of existing park-and-ride lots within the Salem-Keizer region.

Increasing Mode Share

~~The purpose of Objective No. 3 is to be consistent with the assumptions made as part of the Transportation Impact Task Force recommendations on long-term transportation funding. This objective acknowledges the reality that the Salem Urban Area will be unable to financially meet all of its identified road and street construction needs over the next 25 years or more. To allow the City to concentrate on the most vital projects, it is understood that increased utilization of transit and other nonsingle occupant travel modes will be needed to meet our expected travel demand. Therefore, t~~The City's ~~needs to have~~ target, as defined in Objective No. 3, is for at least 25 percent of work trips ~~using~~ to be by transit, carpools, vanpools, or by active transportation, such as by bicycle~~s~~,ing or walking.

This ~~objective~~ target will only be met if transportation policies that impact mode-choice ~~change to~~ support walking, biking, and transit. For transit these policies need to aid transit services in becoming more competitive with the automobile in regards to frequency, accessibility, travel time, cost, and convenience. Additionally, ~~long-term commuter parking costs must continue to increase;~~ land uses and developments need to become more transit-supportive,~~;~~ and a larger share of the commute, school, and shopping trips need to be captured by transit. Finally, the objective will only be met if the Salem Area Mass Transit District is able to secure sufficient funding to expand its services.

The City of Salem can play a role in increasing transit mode share by completing the pedestrian sidewalk system. Other than at park-and-ride lots, every transit trip begins and ends as a pedestrian trip. Without adequate sidewalks, transit riders are less likely to walk to the bus stop. The Pedestrian System ~~Plan~~ Element contains ~~a~~ goals, objectives, and policies that ~~will~~are intended to move the City towards completion of the sidewalk system. The City can also encourage greater transit ridership by requiring new development be more transit-oriented in design, working with ~~SAMTD~~the Salem Area Mass Transit District to identify and implement transit friendly improvements at some intersections and corridors, and through continued support of parking fees for downtown employees.

Paratransit Services

Currently there are three types of paratransit services for elderly and persons with disabilities in the Salem Urban Area:

- Cherriots fixed-route accessible (lift-equipped) service;
- Cherry-Lift Dial-a-Ride Service; and
- RED Line- a shopper shuttle and dial-a-ride service available Monday through Friday, from 8:00 a.m. to 6:00 p.m.
- ~~Social Service and Special Transportation Service.~~

These services are provided ~~by public agencies and private organizations~~ to assist in meeting the transportation needs of the transportation disadvantaged. The most significant gap in service to the transportation disadvantaged is a result of the lack of service on weekends. This makes it difficult for people who rely on public transportation to get to work or access services two days each week. The City of Salem supports efforts by the Salem Area Mass Transit District to secure funding to institute weekend service.

CHERRIOTS FIXED-ROUTE ACCESSIBLE SERVICE

~~Currently, 76~~ All of Cherriots' ~~83~~ buses are lift-equipped and have secured wheelchair positions. ~~Each of the 25 bus routes is assigned at least one lift-equipped bus on the same "pulse" cycle, so that all routes are accessible at the same time. The District is exploring ways of increasing the number and frequency of accessible buses within its system.~~The Salem Area Mass Transit District and the City continue to make improvements to the sidewalk network and to transit stops to increase accessibility to the Cherriots fixed-route service.

DIAL-A-RIDE SERVICE

~~Dial-a-Ride services are considered demand-responsive public transportation. A person or group of people can summon an on-call taxi or van to take them to their destination within certain hours of the day. The Wheels Program is a nonprofit program offered by Oregon Housing and Associated Services, Inc. In 2003-04, the service offered fourteen 18-passenger vans, Monday through Friday, from 8 a.m. to 5 p.m.~~

~~The service provided 60,185 rides for elderly and disabled people during 2003-04. The Wheels Program is primarily funded through State Special Transportation Funds.~~

In January 1997, the Salem Area Mass Transit District added its ADA "Cherrylift" program. This program provides Dial-a-Ride services to disabled persons who are unable to use regular Cherriots bus service. Cherrylift gives disabled residents equal access to public transportation. ~~During January of 1997, the service provided 2,100 trips. In 2003-04, the service provided 89,124 trips~~.

RED LINE

The RED Line is a dial-a-ride shopper shuttle in the mornings and a dial-a-ride service in the afternoon. It is available Monday through Friday, from 8:00 a.m. to 6:00 p.m. The RED Line is for seniors and people with disabilities. Since all RED Line buses are ADA accessible, anyone with a disability or using a mobility device can ride. The RED Line picks up passengers and takes them to popular stores in their part of town in the mornings and picks up passengers and takes them to all destinations in the afternoons with preference given to medical related trips.

~~SOCIAL SERVICE AND SPECIAL TRANSPORTATION SERVICES~~

~~Many small specialized transportation services are provided by various nonprofit organizations in the Salem Urban Area. These services include Catholic Community Services (3 vans/25 clients), Shangri-La, Inc. (16 vans/200 clients), and various other retirement centers, medical facilities, clubs, and churches.~~

~~**Regional Brokerage System (TripLink)**~~

TRIPLINK

The TripLink Call Center takes reservations for the RED Line, CherryLift and non-emergency medical transportation. TripLink also provides non-emergency medical transportation to eligible Oregon Health Plan Plus (OHP Plus) clients traveling to covered medical services.

~~A tri-county Medicaid brokerage was developed and implemented during the summer of 2003. TripLink provides transportation services for Medicaid-eligible clients for medical-related transportation needs. Approximately 35 private for-profit and nonprofit providers offer transportation services using 150 vehicles and 350 drivers. The brokerage currently provides approximately 13,000 trips per month. A regional transportation software program is supplied to the providers, enabling them to capture their daily trip manifests and to bill their trips electronically. Clients from Marion, Polk, and Yamhill Counties access the brokerage through the use of an 800 line. Of the 13,000 trips provided each month, about 2,000 are given fixed route bus passes and an additional 2,000 are provided grouped trips.~~

Rural Area Transit Service

Chemeketa Area Regional Transportation System (CARTS) provides daily and on-call public transportation service from Salem to rural Marion and Polk counties including the following communities: Woodburn, Gervais, Brooks, Mt. Angel, Silverton, Gates, Mill City, Lyons, Mehama, Stayton, Sublimity, Aumsville, Turner, Dallas, Monmouth, Independence and Rickreall.

Cherriots Route 2X provides daily service between Salem and the Spirit Mountain Casino with stops in Rickreall, west Salem and the Downtown Transit Center. Cherriots 2X provides eight inbound and eight outbound trips daily and operates between 6:30 and 12:15am.

SERVICE TO PORTLAND

South Metro Area Regional Transit (SMART) and Cherriots provide daily express commuter services between Salem and Portland through operation of Route 1X. This route operates eleven northbound and eleven southbound buses daily with stops at the Market Street Park and Ride, the State Capitol, and the Downtown Transit Center.

~~The Chemeketa Area Regional Transportation System (CARTS) provides transportation in the rural areas of Marion and Polk Counties, linking these communities with Salem. Service is provided in Polk County serving Dallas, Monmouth, Independence, Rickreall, and Falls City. Marion County is divided into a north county area and a south county area also referred to as the Santiam Canyon. The north county route serves Brooks, Gervais, Woodburn, Hubbard, Mt. Angel, Silverton, Central Howell, and Chemeketa Community College in Salem. The Santiam Canyon route serves Turner, Aumsville, Stayton, Sublimity, Lyons, Mehama, Mill City, and Gates. This route also serves the airport and Amtrak station in Salem.~~

~~There are two types of service offered. The first are the point-deviated fixed routes. These fixed routes operate on a regular schedule with some additional time added to deviate ¾ mile to pick up clients who are unable to access the regular route stops. The ¾ mile deviations meet the Americans with Disabilities Act requirements. In addition CARTS provides Dial-a-Ride service throughout the rural areas of Marion and Polk Counties. Clients call from one day to two weeks ahead and schedule individual rides and receive curb-to-curb transportation service.~~

~~CARTS is funded from a variety of State and Federal transportation funds. This includes a small amount of Job Access and Reverse Commute (JARC) funds. The Special Transportation Fund (STF) is money designated for transportation services for the elderly and disabled. The 5310 Capital fund aids in the maintenance and purchase of vehicles. CARTS has received some money from the Special Transportation Grant (STG) fund. This money is applied for with a specific project funded. There is also money designated as 5311 money which is for the support of rural transportation. CARTS has begun to seek funding from foundations and the fares paid by riders also support the program.~~

TRANSIT SYSTEM FUNDING

The Regional Transportation Systems Plan contains the most current information on anticipated revenues and expenditures ~~from the Transit District shows the following funding needs in 1999 dollars~~ for the next ~~25~~ 20 years~~: (these figures will change upon adoption of the new long-range service plan)~~. The anticipated needs for operating, maintenance, and capital equipment far exceeds the anticipated revenue.:

~~System~~ Operating and Maintenance Revenue	$594,052,000
Operating and Maintenance Needs	~~$100 million~~856,062,000
Capital Revenue	$142,364,700
Capital Needs	$ ~~30 million~~101,890,500

Salem Transportation System Plan

Proposed Amendments to Transportation Demand Management Element
January 2016

TRANSPORTATION DEMAND MANAGEMENT (TDM) ELEMENT

Over the years, our reliance on the private automobile as our primary mode of transportation has grown substantially. Our dependence on the automobile is evidenced by continual increases in automobile ownership, the number of drivers, the length and number of auto trips, and, as a result, a large escalation in vehicle-miles of travel (VMT) per person. This trend in automobile use has led to mounting traffic congestion, greater transportation costs, worsening air quality, and increasing numbers of traffic accidents. In addition, future projections indicate an ever-widening gap between vehicular travel demand and the physical capability of our existing transportation system to provide adequate levels of mobility. By continuing to rely almost totally on the automobile for our daily transportation needs, we decrease our ability to get where we want to go as well as the overall quality of life in our community.

Adding automobile travel lanes and building new roads has been the traditional approach to addressing increased transportation demand. However, there are several reasons why merely adding additional highway capacity is generally not the most efficient way of meeting our increasing mobility needs. First, highway construction is very expensive and there are limited sources of funding to finance those costs. Second, there are significant constraints associated with constructing new and widened highways, as well as growing citizen resistance to converting more and more of our urban land resource to pavement. Third, the negative impacts on our neighborhoods and communities associated with the disruption, fragmentation, air pollution, and danger that new and expanded highway facilities entail are often unacceptable. Finally, the faster rate of growth of vehicle travel, relative to the increase in the total movement of persons and goods in the region, contributes to a continuing decline in the overall efficiency of our transportation system areawide.

It has become increasingly evident that we can no longer afford—in a variety of ways—to "build our way" out of our transportation problems. As transportation funding becomes more scarce and the cost of constructing new facilities spirals upward, we must seek more creative solutions to meet our future transportation needs. We must make more efficient use of existing facilities and increase their overall capacity to move people and goods, not merely vehicles.

There are effective options to highway construction for relieving traffic congestion and meeting increased travel demand. TDM actions increase system efficiency by managing and reducing automobile trip demand and maximizing the movement of people and goods, not just vehicles. Typical TDM strategies include ridesharing programs, vanpooling, buspooling, promoting alternative work schedules, travel-time shifting (out of the peak period), teleworking, and increasing bicycle, pedestrian, and transit use.

The City of Salem's TDM Element provides the framework for reducing vehicular demand on the existing and planned transportation network as a component of developing an efficient and balanced transportation system for Salem. In turn, the City's TDM Element must be consistent with the regional plan and with State and Federal plans, policies, and mandates.

The goal, objectives, and policies contained in the TDM Element are designed to work toward a reduction in the demand for existing and future transportation infrastructure as a way of reducing traffic congestion. They are also geared toward meeting the long term mobility needs of the citizens and businesses in the Salem Urban Area by promoting an increased variety of viable travel choice options and making the most efficient use of existing transportation capacity and infrastructure. ~~The City sponsors a TDM Outreach Program, which will serve as the primary resource for implementing the policies of this Plan.~~

POLICY FRAMEWORK

In developing the TDM goal for the City, an emphasis was placed on reducing the demands on the current and future transportation network reflecting the goals and objectives of the State Transportation Planning Rule.

In order to achieve the TDM goal, ~~six~~ five objectives have been outlined that deal with reducing per capita vehicle miles traveled;~~,~~ reducing transportation demand to and from employment sites and colleges;~~, continuing sponsorship of the Rideshare and TDM programs,~~ increasing public awareness of alternatives to the ~~SOV~~, single-occupant vehicle; ~~coordinating~~ providing support for regional TDM efforts~~,~~; and serving as an institutional model for other agencies and businesses. Each objective is to be met through the implementation of selected policies.

GOAL, OBJECTIVES, AND POLICIES

The City of Salem has the following goal, objectives, and policies for reducing overall traffic demands on the Salem street system:

GOAL: To reduce the demands placed on the current and future transportation system by the ~~SOV~~single-occupant vehicle.

OBJECTIVE NO. 1
The City shall work towards reducing ~~the 1995~~ per capita vehicle-miles-traveled in the Salem Urban Area ~~by 5 percent by the Year 2015~~ by assisting individuals in choosing alternative travel modes.

Policy 1.1 ~~Administer~~ Support the Regional TDM Program.
The City of Salem shall continue to ~~administer~~ be an active supporter of the ~~Regional~~ regional TDM ~~Program~~program, including ~~its component, the~~ ~~Mid-Valley~~Cherriots Rideshare ~~Program~~.
~~The Program may include, but is not limited to, the provision of:~~
~~1. 24-hour rideshare matching hotline;~~
~~2. carpool and vanpool match lists;~~
~~3. information and referrals to the public on transit service, vanpools, bicycle routes, teleworking, park-and-ride lots, other ridesharing agencies, and transportation services for special needs;~~
~~4. assistance in the formation of vanpools;~~
~~5. public outreach;~~

~~6. school outreach;~~
~~7. services to employers, including commuting surveys and individualized trip reduction plans;~~
~~8. coordination with other agencies and organizations with similar goals; and~~
~~9. marketing of alternative transportation modes.~~

Policy 1.2 ~~Assure~~ Support Adequate and Consistent Funding for the Regional TDM Program.
The City shall ~~explore the availability of~~ work cooperatively with regional partners to identify funding sources to assure the ongoing viability of the ~~Regional~~ regional TDM ~~Program~~program.

Policy 1.3 Reduce Per Capita Vehicle-miles-traveled
The implementation of the ~~Regional~~ regional TDM ~~Program~~ program shall be an important component in any comprehensive strategy to increase more efficient transportation choices and achieve a reduction in the number of per capita vehicle-miles-traveled.

OBJECTIVE NO. 2
Reduce automobile travel demand generated by employment sites, colleges, and schools.

Policy 2.1 Target Marketing Efforts
The City shall support the regional TDM program's efforts to target ~~its~~ marketing ~~efforts~~ to groups which have the greatest potential for reducing automobile trips, including employers and employment sites, and commuting students.

Policy 2.2 Increase Marketing to Employers
The City shall support the regional TDM program's efforts to provide assistance to employers in designing and implementing trip reduction plans at their work sites. Trip reduction plans will include strategies to encourage employees to use alternative transportation modes and discourage them from commuting in ~~SOVs~~single--occupant vehicles. Alternative work hours and teleworking will also be recommended as a way of reducing peak hour congestion.

Policy 2.3 Assist in the Formation of Vanpools
The City shall support the regional TDM program's efforts to provide information on forming and joining vanpools to employers and individuals ~~and shall include this information as part of the general marketing materials of the Regional TDM Program. The City of Salem shall also assist in the formation of new vanpools~~.

Policy 2.4 Encourage State Agencies to Reduce Peak Hour Travel Demand
The City of Salem shall encourage the State of Oregon to implement, through its agencies, significant measures that will reduce peak hour travel demand on Salem's street system. These measures should include the widespread institution of flexible work schedules, increased carpooling, vanpooling, teleworking, and transit ridership.

~~OBJECTIVE NO.3~~
~~Continue ongoing ridesharing and alternative transportation modes efforts with employers and schools.~~

~~Policy 3.1 Increase Follow-up Contacts to Employers and Schools~~

~~The City shall encourage ongoing trip reduction efforts, and offer assistance in monitoring and revising existing programs at employment sites and colleges to ensure their ongoing viability. The City should also provide public recognition for ongoing efforts through newsletter articles and marketing materials.~~

~~Policy 3.2 Increase Ridesharing/TDM Follow-up Contacts to Individuals~~
~~The City shall increase efforts to encourage individuals already using alternative transportation modes to continue in their behavior. The City should contact ridesharing applicants on a regular basis to offer additional assistance. The City shall also encourage employers to include incentive and recognition programs for employees who already use alternative transportation modes.~~

OBJECTIVE NO. 4<u>3</u>
Increase public awareness of alternative transportation modes.

Policy ~~4.1~~ <u>3.1</u> Provide Information Through Public Events
The City shall <u>coordinate with the regional TDM program to</u> provide information to the public on transportation options at appropriate public events to raise awareness of available options and to encourage the use of alternative transportation modes.

~~Policy 4.2 Provide Information Through Marketing, Newsletters, and Other Resources~~
~~The City shall conduct marketing campaigns through various media to raise awareness of transportation options and to encourage the use of alternative transportation modes. The City should periodically produce and distribute a newsletter which will provide information on alternative transportation modes to decision makers, employers, schools, organizations, and interested individuals.~~

Policy ~~4.3~~<u>3.2</u> Outreach to Schools and Community Groups
The City shall <u>coordinate with the regional TDM program to</u> conduct outreach activities at schools and community groups to inform them about transportation mode choices and their ~~effects~~<u>benefits</u>. Outreach to schools should be designed to educate children about alternative transportation modes before they start driving.

OBJECTIVE NO. ~~5~~<u>4</u>
Coordinate regional TDM efforts.

Policy ~~5.1~~<u>4.1</u> Work with Other Agencies and Organizations
The City shall work cooperatively with other agencies and organizations to further the goals of TDM and to ensure that efforts are coordinated.

Policy ~~5.2~~<u>4.2</u> Monitor TDM Programs Nationwide
The City shall ~~research~~ <u>monitor</u> the effectiveness of trip reduction efforts and programs throughout the nation to determine potential applicability for ~~the~~ Salem ~~Urban Area~~.

~~Policy 5.3 Assist in the Formation of Transportation Management Associations (TMAs)~~

~~The City shall act as facilitator in forming TMAs of interested employers. TMAs allow employers to pool resources in implementing trip reduction programs and providing services such as guaranteed ride home programs and vanpools.~~

OBJECTIVE NO. ~~6~~5
The City of Salem shall encourage the use of alternative travel modes by serving as an institutional model for other agencies and businesses in the community.

Policy ~~6.1~~5.1 Employee Incentive Programs
The City shall serve as a leading example for other businesses and agencies by maximizing the use of alternative transportation modes among City employees through incentive programs. The City shall provide information on alternative transportation modes and provide incentives for employees who use alternatives to the single-occupant vehicle~~SOV~~.

Policy 5.2 Reduce Peak Hour Travel Demand
The City shall implement measures directed at City employees that will reduce peak hour travel demand on Salem's street system. These measures should include the widespread institution of flexible work schedules, increased carpooling, vanpooling, teleworking, and transit ridership.

TDM PROGRAMS

REGIONAL TDM PROGRAM – Salem Area Mass Transit District

The Salem-Keizer Region has supported a regional TDM program since 1994. This program is designed to complement and enhance the efforts that began with the regional rideshare program in 1975 (see below). The regional TDM program and the regional rideshare program are funded by the Salem Keizer Area Transportation Study (SKATS) through the federal Surface Transportation Program as well as local funding sources. The regional TDM and rideshare programs serve as the primary means for implementing the policies of the City's Transportation Demand Management Element.

The City of Salem administered the regional TDM and rideshare programs through the operation of Mid-Valley Rideshare from the late 1970's through 2005. Administration of Mid-Valley Rideshare moved to the Salem Area Mass Transit District in July 2005. Advantages of this move include enhanced funding opportunities for the vanpool program; consolidation of alternative transportation services in one agency; a more regional context for the program, and enhanced privacy protection for the ride-matching database as required under state law. The rideshare program was subsequently rebranded to Cherriots Rideshare.

Major components of the rideshare program include the following:

- ~~Employee/Employer and Community Outreach~~
- ~~Emergency Ride Home Program~~
- ~~Regional Rideshare~~
- ~~Park and Ride~~

Employee / Employer and Community Outreach

An essential part of the TDM program is informing employers and employees that there are options available for the commute to work. The overall goal of this service is to coordinate the development and implementation of transportation alternative programs, activities, and incentives in the Salem-Keizer area. Cherriots Rideshare works with over 100 worksites throughout the region to offer Employee Transportation Programs. These programs usually incorporate multiple elements to allow the employer the opportunity to tailor the choices to meet the needs of their employees.

Cherriots Rideshare is continually striving to provide community outreach to promote alternatives to the single-occupant vehicle. This includes education regarding impacts on energy conservation, air quality, and health. Cherriots Rideshare sponsors marketing promotions and produces regular newsletters with a broad distribution. Updated information on Cherriots Rideshare is located at: http://cherriots.org/en/services/rideshare.

Emergency Ride Home

Cherriots Rideshare administers a regional emergency ride home program. This program is a popular component of many Employee Transportation Programs. By enrolling in the program, employees who use alternative modes of transportation are eligible for free taxi-rides home in the event of an emergency.

Regional Rideshare

Cherriots Rideshare offers free carpool and vanpool matching through **Drive Less Connect**, Oregon's online ride-matching tool. This free and easy to use tool allows commuters to register at www.drivelessconnect.com and receive a customized ride-match list of other commuters who have the same travel needs. It helps commuters to either set up new carpools or join an existing carpool or vanpool.

Park & Ride

Park & Ride lots are located throughout Salem and provide convenient locations for drivers to park their cars and meet carpool or vanpool partners. Some Park and Ride lots are also served by local as well as regional transit services and equipped with bike racks and lockers to facilitate the use of bicycles for the last mile of travel. A list of Park and Ride Lots can be found on the Cherriots website.

Salem Transportation System Plan
Proposed Amendments to Intercity Passenger Travel Element
January 2016

INTERCITY AND COMMUTER PASSENGER TRAVEL ELEMENT

Intercity passenger services and facilities serve both long distance and commuter ~~are those locations where~~ passengers traveling from one city to another ~~can transfer from one travel mode to another. Intercity facilities can have multiple travel modes converging for the efficient and convenient transfer of passengers.~~ Typically, intercity passenger facilities include train stations, bus terminals, airports, and ~~some~~ transit ~~transfer facilities~~centers. Intercity passenger facilities can provide efficient and convenient transfers ~~are best suited for the transfer of passengers~~ between intercity travel ~~modes~~ services and local travel ~~modes~~ services such as local transit, taxis, shuttles, bikeways, sidewalks, and the automobile. Although it is most convenient to have all local and ~~interurban~~ intercity travel ~~modes~~ services meet in one facility, it is not always possible given geographic, historic, or land utilization reasons.

The State Transportation Planning Rule requires that all communities include planning for intercity passenger facilities in their transportation system plans.

Policy Framework

The Salem Transportation System Plan Intercity and Commuter Passenger Element has two main objectives:

- ~~Maintain and enhance the community's availability to~~Expand intercity travel ~~modes such as passenger rail, intercity bus, and passenger aviation~~options and services to better serve a broader range of users; and
- ~~Maintain the area's intercity passenger facilities and enhance their convenience and efficiency~~Enhance user convenience by providing seamless intermodal connections at intercity transportation facilities.

With the exception of the airport, all intercity travel modes should locate their primary facilities in the ~~Central~~ central Salem area. ~~Map 12-1 demonstrates why primary consideration should be given to accessing~~ near the Capitol Mall, Universities, and downtown commercial core. Connecting these facilities together and providing more intermodal transfer opportunities, are integral parts of the second objective. Map 12-1 identifies intercity transportation facilities within Salem.

Goal, Objectives, and Policies

The City of Salem shall have the following goal, objectives, and policies regarding the development and improvement of intercity ~~passenger~~ travel opportunities:

GOAL: To ~~ensure the provision of~~provide safe, efficient, and convenient locations for passengers to access a variety of local and intercity travel ~~modes~~services.

OBJECTIVE NO. 1

The City of Salem shall work to ensure the availability of various intercity and commuter passenger travel ~~modes~~services.

Policy 1.1 Availability of Passenger Railroad Services

The City shall support Federal and State programs that increase the frequency, intercity travel speed, commuter service, and quality of passenger rail services available to the Salem Urban Area.

Policy 1.2 Availability of Intercity Bus Services

The City shall encourage the continued operation and, where possible, expansion of intercity and commuter bus services available to the Salem Urban Area.

Policy 1.3 Availability of Intercity Air Travel Services

The City shall maintain and improve the necessary facilities at McNary Field to accommodate passenger air travel services for charter flight operations, airport shuttle services, and~~, when reestablished, regularly scheduled~~ commercial passenger flight operations.

OBJECTIVE NO. 2

The City of Salem shall work to ensure that intercity passenger facilities within the Salem Urban Area are located conveniently and efficiently in relation to other travel ~~modes~~ services and major activity centers.

Policy 2.1 Preservation and Improvements to Salem's Passenger Railroad Station

To facilitate convenient passenger rail service, the City shall work with ~~Federal~~federal, ~~State~~state, and local government agencies to ensure the continued operation and physical improvements ~~needed~~ to the existing Salem ~~Passenger~~ passenger ~~Railroad~~ railroad ~~Station~~station. Improvements should include connections to transit, intercity bus, and taxi services, as well as improvements to access the surrounding street, bicycle, and pedestrian system, including convenient secured bicycle parking facilities.

Policy 2.2 Increased Intermodal Connections to McNary Field

The City shall plan for improvements that provide street, bicycle, and pedestrian connections to McNary Field. The City shall encourage direct transit service to the airport passenger terminal when warranted by increased passenger utilization of McNary Field.

Policy 2.3 Location and Intermodal Connections to Intercity Bus Terminals

To promote convenient connections to other intermodal facilities, the City shall strongly encourage intercity bus providers to locate their primary passenger terminals within the Central Salem area. Intercity bus terminals shall be accessible by bicycles and pedestrians. Additional connections should be made convenient to rail, transit, and taxi services.

Policy 2.4 Intermodal Connections to Major Transit Transfer Facilities

The City shall work with the Salem Area Mass Transit District to ensure that transit transfer facilities are accessible to pedestrians and bicyclists, including provisions for secured bicycle parking. Provisions should be made for accommodating passenger pick up/drop off and taxi services.

Policy 2.5 Connections Between Intercity Passenger Facilities

Where the consolidation of intercity passenger facilities and services is not possible, intercity facilities should be linked via adequate transit, taxi, or shuttle services. Intercity passenger facilities~~, located within the Central Salem area~~ should be linked by adequate pedestrian and bicycle facilities.

INTERCITY PASSENGER TRAVEL SERVICES

Intercity Bus Service

Once a major mode of intercity travel, regular bus line service captures a very small segment of today's overall intercity travel. However small that market share may be, intercity bus service provides mobility to those who are unable to drive or who do not have the resources to travel by other means. Greyhound Lines, Inc., is the only nationwide provider of intercity bus service. Greyhound Lines operates a bus station at the Amtrak Station on 12th Street SE and Mill Street SE in ~~on Church Street in downtown~~ Salem. There are ~~nine~~ five daily southbound buses and ~~eight~~ five daily northbound buses that service the Interstate 5 corridor between Portland and cities south towards California. The Portland bus station serves as the major transfer point for those passengers traveling north to Seattle and to points east. Valley Retriever Lines provides ~~connecting services from Albany to Bend and from Corvallis to Newport~~intercity service from Newport to Bend, and Newport to Portland, both via Corvallis, Albany, and Salem. The Salem Urban Area ~~does not currently have~~has regular ~~intercity~~ bus service to the coast ~~or inland to the east~~ via Cherriots route 2X to Grand Ronde and the Coastal Connector. This service is available seven days a week. The City of Salem should continue to support efforts to provide east-west intercity bus services in the future.

Intercity Rail Service

Amtrak provides the only nationwide passenger rail service. Salem is served by daily Amtrak service at the City's passenger rail station at 12th Street SE and Mill Street SE. The Coast Starlight train stops daily at Salem, providing service between Los Angeles and Seattle. The ~~Mt. Rainier~~Cascades line provides daily round trip service between Eugene and Seattle. The Cascades train provides two trips to the north and south from Salem daily. Additionally, ~~Amtrak Thruway~~The Point Bus service provides ~~three round trip buses between Eugene and Portland, with stops in Albany and Salem. Funded as part of the State's high speed rail initiative, it is unclear how far into the future Thruway bus service will continue~~six trips to the south and sever trips to the north daily. Funding for the Cascade Train and The Point Bus are subject to approval by the legislature biennially, and therefore schedules may change in the future.

The City of Salem should support efforts to keep passenger train service at least at today's level and encourage expansions whenever possible.

~~Airport Limousine~~ Services

Scheduled passenger airline service is ~~nowavailable~~ currently unavailable at Salem's airport, McNary Field. ~~However, the need for passenger~~ Passenger ground transportation services to Portland International Airport ~~continues. Five limousine companies provide shuttle services between Salem and Portland International Airport.~~are primarily provided by Hut Airport Limousine Service with eleven round trips daily and City2City Shuttle with five round trips daily.

Commuter Bus and Vanpool Services

~~Two charter bus companies provide daily commuter services to Salem. Evergreen State Lines leases a single 47-passenger bus and two 14-passenger vans to a daily commuter club service between Portland and Salem. Daily commuter service is provided between Salem and Eugene by Betty's To and Fro Line, using a 46-passenger bus. Various employers, including the State of Oregon, offer commuter vanpool service between Portland and Salem. Information on joining any of these commuter services can be obtained through the Salem Rideshare Program.~~

Commuter service between cities is provided through various local services. Connections to the north are through Cherriots Route 1X to Wilsonville, where connections to Portland are available through the South Metro Area Rapid Transit (SMART) service, TriMet WES Commuter Rail service, and Bus Route 96.

Chemeketa Area Regional Transit Service (CARTS) provides service from Salem to Brooks, Gervais, Woodburn, Mt. Angel, Silverton, Turner, Aumsville, Stayton, Sublimity, Mehama, Lyons, Mill City, Gates, Dallas, Independence, Monmouth, and Rickreall. CARTS service to Woodburn connects with Woodburn Transit and Canby Area Transit that provides connections to Canby and Oregon City. In Canby, connections can also be made to South Clackamas Transportation District (Molalla) and SMART.

Yamhill County Transit provides service between Salem and McMinnville with five daily round trips Monday through Friday. Yamhill County Transit connects with Grand Ronde, Willamina, Sheridan, Amity, Carlton, Yamhill, Hillsboro, Lafayette, Dayton, Dundee, Newberg, and Tigard.

Currently there are no commuter services to the south of Salem.

The provision of commuter bus and vanpool services will become more important as the populations of Salem's surrounding communities continue to grow. The City of Salem should support and encourage the establishment of additional commuter bus and vanpool services to these satellite communities.

Taxi Service and Transportation Network Companies

Although generally more expensive than other travel modes, regular taxi service provides an option for people who otherwise would not have the flexibility to travel within the Salem-Keizer region or surrounding communities. ~~Several taxi companies operate in Salem. Two regular taxi companies operate in the Salem-Keizer Urban Area on a 24-hour basis: Salem-Keizer Yellow Cab (20 taxicabs) and Silver Cab & Delivery (9 taxicabs).~~ Transportation network companies offer a similar service to traditional taxis, but with a different business model. A transportation network company establishes a network of drivers as independent contractors who utilize technology provided by the company to connect to individuals in need of transportation through the use of a downloaded smart phone application. In 2015, Salem amended the regulations that govern vehicles for hire to address this newer business model.

INTERCITY PASSENGER TRAVEL FACILITIES

There are several intercity travel facilities in Salem that provide intermodal transfer opportunities.

~~**Greyhound Bus Station**~~

~~This privately owned facility is located at 450 Church Street NE in downtown Salem. The station is served by taxi services and is only three blocks from the existing downtown Cherriots bus mall and two blocks from the new Courthouse Square transit center. It would be beneficial in the future if the bus station were located with either the AMTRAK Station or Courthouse Square transit center.~~

Salem Passenger Rail and Bus Stations

~~Purchased by the State of Oregon from Southern Pacific Transportation Company, a major renovation project has been funded with Federal enhancement program funds, and will be completed by the end of 2000.~~ The Salem Amtrak and Greyhound stations, located at 12th Street SE and Mill Street SE, ~~is~~ are currently served by taxis and by ~~one~~ two Cherriots bus routes. The stations ~~is~~ are located approximately nine blocks from the ~~existing downtown~~ Cherriots Downtown ~~transit~~ Transit ~~mall~~Mall at Courthouse Square. ~~Pedestrian access to the train station is constrained by its location, a situation the City should work to improve.~~

McNary Field (Airport)

~~With the new commercial passenger airline service in place, a~~Airport activities continue to focus on general and charter aviation, air freight, and military aviation. ~~One airport shuttle service operates from the airport, making connections to Portland International Airport.~~ Intermodal connections are only available via taxi, bicycle, and private automobile. Future improvements in transit service and sidewalk construction on 25th Street SE are necessary to make this facility more passenger friendly~~, if and when it were to return~~. See the Freight Movement Element of the Salem Transportation System Plan or the ~~1997~~ 2012 Airport Master Plan Update for more information on future improvements to McNary Field.

Cherriots Downtown Transit Mall ~~(New~~at Courthouse Square~~ Transit Center)~~

~~Both the existing and new transit centers are located downtown on High Street NE. Both locations are serviced by taxi and bus services, and are relatively close to the Greyhound Bus and Amtrak stations.~~The Cherriots Downtown Transit Mall is located in downtown Salem at 220 High Street NE. In addition to regular fixed route transit service, it is serviced by taxis and commuter buses and is within bicycling and walking distance to the Amtrak and Greyhound Stations.

Salem Transportation System Plan
Proposed Amendments to Freight Movement Element
January 2016

FREIGHT MOVEMENT ELEMENT

Planning for mobility includes more than just moving people—it means moving freight and services as well. The Salem Transportation System Plan places a greater emphasis on planning for all modes of travel, including the movement of freight within the Salem-Keizer Urban Area and beyond.

Unlike most transportation elements, government jurisdictions have much less involvement in planning for and providing freight transport services and facilities. These services and facilities are generally provided by private transportation companies. Although streets, highways, and airports are publicly owned, the actual provision of freight transportation services is done via private enterprises. This provides a unique challenge to local government planning, as it requires government take a supportive role.

Policy Framework

The State of Oregon Department of Transportation has developed statewide rail, marine, aviation, and other freight movement plans. Regional and local transportation plans are to expand, and need to be consistent with, the statewide plans.

The majority of the policies included in this element commit the City of Salem to taking a supportive role in the continuation and development of services and facilities. It is to the City's economic advantage that a variety of transportation modes be available to the area to meet the varied needs of area businesses. Issues that local government can play a key role in are related to safety and the mitigation of the negative impacts resulting from freight movement activities.

A newly emerging innovation is the operation of intermodal freight transfer facilities. These facilities allow the transfer and reloading of freight from one transport mode to another. Examples would include truck-to-rail facilities, pipeline-to-truck terminals, or truck-to-air freight facilities. The increased use of standardized intermodal containers has led to even greater utilization of intermodal transfer facilities. This Element includes an objective and policies that encourage enhancement of the area's intermodal facilities.

Goal, Objectives, and Policies

The City of Salem shall have the following goal, objectives, and policies for ensuring the efficient and safe movement of freight within the Salem Urban Area:

GOAL: To ensure a multimodal transport system for the efficient, safe, and competitive movement of goods and services to, from, and within the Salem Urban Area.

OBJECTIVE NO. 1

The City of Salem shall encourage accessibility to a range of viable and competitive transport modes that fulfill the needs of Salem area shippers.

Policy 1.1 Access to Streets and Highways

The City of Salem shall create a street and highway system that provides direct and efficient access to and between Salem Urban Area industrial and commercial centers, regional intermodal freight facilities, and statewide transport corridors.

Policy 1.2 Accessibility to Railroads

The City shall encourage the availability of railroad freight services to those industrial and commercial areas where utilization is economically viable.

Policy 1.3 Accessibility to Air Freight Services

The City shall promote the utilization of air freight services by continuing to provide and maintain facilities at McNary Field that enable the operation of private air freight providers.

Policy 1.4 Regional Pipeline Systems

The City shall promote accessibility to, protection of, and the appropriate location of, regional pipeline systems that service the Salem Urban Area.

Policy 1.5 Explore Feasibility of Inland Marine Transport Services

If there is an increased regional interest, the City shall work cooperatively with other governmental organizations to explore the feasibility of reestablishing barge freight services on the Willamette River.

Policy 1.6 Planning for Freight Accessibility

The City shall consider freight accessibility and movement in circulation studies and corridor studies, especially in areas serving or bordering freight terminals.

OBJECTIVE NO. 2

The City of Salem shall promote the safe transport of goods to, from, and within the Salem Urban Area.

Policy 2.1 Safety Awareness Programs

The City shall support commercial vehicle safety programs provided by public agencies, private firms, and organizations that work to increase freight transport safety awareness.

Policy 2.2 Safety Improvements to Freight Transport Facilities

The City shall work with public agencies and private freight service providers to reduce the number and severity of commercial transport-related accidents through the design, construction, and proper maintenance of freight transport facilities, especially where these facilities cross or share public rights-of-way.

Policy 2.3 Adequate Street Design Standards for Trucks

The City shall develop adequate design standards that meet the weight and dimensional needs of trucks, particularly for those streets that serve industrial and commercial areas.

Policy 2.4 Transportation of Hazardous Materials

The City shall encourage responsible Federal and State agencies to develop and enforce appropriate regulations regarding the safe transport of hazardous materials through the Salem Urban Area. In addition, the City shall prepare its emergency services resources to respond to emergencies involving the transport of hazardous materials.

OBJECTIVE NO. 3

To increase transport opportunities, the City of Salem shall encourage the development of efficient intermodal freight transfer facilities serving the Salem Urban Area.

Policy 3.1 Retention and Enhancement of Intermodal Freight Transfer Capabilities

The City shall encourage private shippers and transport providers to maintain and, where possible, improve their intermodal freight transfer capabilities.

OBJECTIVE NO. 4

The City of Salem shall work to minimize the negative impacts associated with the movement of freight within the Salem Urban Area.

Policy 4.1 Reduce Commercial Vehicle Traffic Through Residential Neighborhoods

Working within the context of State and local statutes, the City shall employ physical and legal measures to reduce through commercial vehicle traffic on residential streets where problems exist.

Policy 4.2 Eliminate Lengthy Blockage of Public Streets at Railroad Crossings

To better facilitate the movement of traffic, especially emergency services vehicles, the City shall work with the railroad companies and the appropriate State agencies to eliminate frequent, lengthy blockages of public streets by trains at railroad crossings.

Policy 4.3 Commercial Vehicle Loading and Unloading During Peak Travel Times

In order to facilitate the movement of traffic, the City shall adopt ordinances that prohibit commercial vehicles from blocking the travel lanes of arterial and collector streets while loading or unloading during peak weekday travel periods.

Policy 4.4 Establish Noise Overlay Zones Near Aviation Facilities

As permitted by Federal law, the City shall establish noise overlay zones in areas adjacent to aviation facilities.

Freight Movement System in the Salem Urban Area

Although the Salem Transportation System Plan deals specifically with the Salem Urban Area, freight movement is essentially a global activity. Freight movement will be treated from a Salem-Keizer regional perspective in this Element. This freight movement system contains facilities and terminals for intercontinental pipeline systems, air freight, rail, and truck lines.

AVIATION (Air Freight)

~~McNary Field has evolved into a general aviation facility that supports private passenger, charter, air freight, and military aviation activities. A major customer of the air freight services in Salem is the high value, low weight silicon wafer and electronics industries.~~ The Salem Municipal Airport, also known as McNary Field is owned and operated by the City of Salem and has evolved into a regional general aviation facility that supports private passenger, charter, air freight, and military aviation activities. The airport is located close to Interstate 5, Mill Creek Corporate Center, Fairview Industrial Park and the Southern Pacific Railroad line and is a key local and regional economic development asset. The airport is certified by the Federal Aviation

Administration (FAA) as a commercial service airport under Federal Air Regulations and is included in the National Plan of Integrated Airport Systems (NPIAS) as a public use airport.

Federal Express operates a facility at the airport with local delivery services. Federal Express air freight services ~~are not~~operates one daily ~~and are operated as demand requires~~flight from Salem to Portland. United Parcel Services (UPS) operates daily air freight services from Salem under contract ~~via Sports Air~~with AmeriFlight, a contract air freight carrier ~~based at Troutdale airport near Portland~~.

McNary Field has a considerable array of modern facilities capable of handling jet aircraft up to the size of a Boeing 737 ~~or Douglas DC-9~~, MD-80/90 series, and similarly sized aircraft. Runway 13-31 is the primary runway, having a length of 5,811 feet and an array of modern ~~and traditional~~ landing guidance and lighting systems. Runway 16-34 is 5,145 feet long and serves as the airport's secondary runway. The airport has a passenger terminal, gate aprons, hangars, tie-downs, T-hangars, fueling facilities, and several parallel taxiways. Currently, passenger aircraft having over 30 seats require a temporary presence of additional fire and rescue apparatus and personnel in order to land or take off from McNary Field. See the ~~1997~~ 2012 Airport Master Plan Update for more information on the facilities and future plans for McNary Field.

Recommended Improvements

The Airport Master Plan Update (2012) calls for extension the airport's longest runway from 5,811 ft. to 7,000 ft. The runway extension will meet current federal aviation design standards, improve safety, and better accommodate airport users. The runway extension is needed to serve existing airport demand. Today, some flights reduce their freight loads or take on less fuel to safely operate from the shorter runway. Top priority airport improvements also include:

- Reconfigure taxiway system for efficiency, better line-of-sight
- Develop hangars, commercial property

Other long-term projects included in the Master Plan:

- Relocate aircraft rescue, firefighting station
- Improve passenger terminal access,

~~A major runway overlay project was completed at McNary Field in 1996. Ongoing renovation and maintenance activities are needed for the terminal area. Long-term improvements would include lengthening the primary runway, replacement of the airport terminal, and expansion of general aviation facilities.~~

RAILROADS

~~Despite a flurry of recent mergers, Salem is still served by two major intercontinental (Class I) railroads: the Burlington Northern/Santa Fe (BNSF) and the Union Pacific. The Union Pacific (UP) recently purchased the Southern Pacific Railroad (SP) which, historically, was the major railroad serving Salem. Both major railroads provide north-south and east-west intercontinental connections. A third railroad, the Willamette Valley Railway, is a Class III carrier that has trackage rights over the remaining portion of the Geer Line branch east of Lancaster Drive.~~ During the late 20th century, America's railroad system transformed from 45 major railroads in 1980 to just seven by the year 2014. Today, two huge systems, Union Pacific Railroad and BNSF Railway Co., predominate west of the Mississippi River but only Union Pacific (UP) directly serves Salem. UP's presence in Salem dates from September 1996 when it acquired

Southern Pacific Transportation Co., which had been Salem's principal interstate railroad for more than a century. UP's Salem track is part of its main north/south route extending from the Pacific Northwest to California with connections at Portland to UP's transcontinental east/west route to the Midwest with a northeasterly connection to the Canadian rail system via Spokane, Washington. Amtrak's long-distance Seattle-Los Angeles passenger service and the state-supported regional Cascades trains use UP's line through Salem.

In 1908 the Oregon Electric Railway (OE) completed a line between Salem and Portland and four years later extended it to Albany and Eugene, providing the genesis for a competitive alternative to Southern Pacific's regional monopoly. Soon thereafter the OE became a subsidiary of two Northern transcontinental railroads that eventually were merged with other companies to form the BNSF Railway. For almost a century the BNSF branch through Salem offered local shippers access to a second major rail system with east/west and north/south routes. But in December of 2002, BNSF leased the OE to Portland & Western Railroad (PNWR), flagship of an Oregon short line duo begun in 1993 to operate branch lines belonging to Southern Pacific Transportation Company. PNWR is headquartered in Salem and it has grown to operate more than 500 miles of track, becoming Oregon's second-largest railroad by mileage. As OE's lessee, PNWR works closely with BNSF to offer Salem businesses access to BNSF interstate transportation in competition with Union Pacific, thus preserving the historic competitive balance that prevailed in Salem during most of the previous century.

Without counting spurs and sidings, there are approximately 25 miles of rail within the combined Salem-Keizer UGB.

Between ~~the two major railroads~~ UP and PNWR, about ~~17~~20 trains run through Salem daily. This does not include ~~minor~~ switching activities. In addition to freight train movements, ~~four~~ six Amtrak passenger trains travel through and stop in Salem. The number of trains ~~moving~~ passing through Salem ~~are~~is expected to increase with the predicted 80% growth in freight rail traffic over the next 20 years.

There are currently ~~43~~ 14 businesses in the Salem-Keizer region that are served by active rail sidings. Salem has the following active rail spurs and switching yards:

PNWR~~BNSF~~/UP Interchange

Currently classified as yard trackage, the interchange connects the mainlines of ~~the two major railroads~~Union Pacific with the mainline of regional carrier Portland & Western, which is providing services on behalf of line owner BNSF Railway. The interchange runs just north of Johnson Street NE through the Cherry Avenue Business and Salem Industrial Parks. ~~Tight geometry and poor railbed conditions have resulted in a higher than normal number of derailments on this line.~~ Although curvature is tight the railroads have improved track quality in this facility after experiencing some derailment problems a few years ago. In addition to interchanging cars destined to/from local shippers located on each other's lines, this link often hosts through PNWR freight trains operating between Albany to Vancouver, Washington. PNWR has an agreement permitting its trains to run over UP's line between Portland and Salem to access the BNSF leasehold, even though PNWR has its own track between the Portland area and Salem via Donald and Keizer.

UP ~~Southeast~~ Salem Switching and Storage Yard

Bordered by ~~Cross~~ Hines Street SE to the north, ~~Vista Avenue~~ McGilchrist Street SE to the south, Pringle Road SE to the east, and 14th Avenue SE to the west, ~~the~~ UP ~~operates~~ maintains a small switching and car storage yard south of the Salem ~~Passenger~~ Rrail Sstation. Salem Yard has become the hub for local freight service on UP's rail lines in much of the Willamette Valley and at least two local freight train assignments are headquartered there to perform local switching service for industrial customers. The service territory of these assignments ranges from south of Junction City to north of Woodburn.

~~**UP Union Street Bridge and West Salem Spur**~~

~~No longer an active spur, this rail line used to serve the food processing and other industries located in West Salem. Currently under embargo, the line is awaiting abandonment and disposition. The City of Salem has expressed interest in acquiring the Union Street bridge, trestle, and rail right-of-way between Front Street NE and Wallace Road NW for use as a future pedestrian/bicycle connection between downtown and West Salem (see Pedestrian Element, page 8-17).~~

~~Con~~Conflicts between rail traffic, motor vehicles, bicycles, and pedestrians are issues of ~~increasing~~ continuing concern. ~~in Salem~~. The Union Pacific mainline crosses 12 major roadways at-grade as it travels through Salem. ~~The average daily traffic using these rail crossings totaled 129,000 motor vehicles in 1993, and is projected to grow to 183,000 vehicles per day by the Year 2015~~. The ~~BNSF~~ PNWR mainline crosses six major roadways at-grade and operates within the Front Street right-of-way just north of downtown Salem. ~~The average daily traffic using these rail crossings totaled 86,755 vehicles in 1993, and is projected to grow to 108,800 vehicles by the Year 2015.~~ If the number and length of trains were to significantly increase, extra delays can be expected on City streets. ~~at these locations, especially within the central core area~~.

~~A conflict of significant concern regards access into the Cherry Avenue Business and Salem Industrial Parks. Despite efforts by the railroads to switch and store rolling stock elsewhere, crossings can be frequently blocked for long periods of time. This problem is the primary impetus behind the Northgate Avenue NE extension project that, when constructed, will provide a direct, grade-separated street connection to Salem Industrial Park from Portland Road NE.~~

~~Pedestrian safety continues to be a concern in the Salem-Keizer region. In 1995, six rail-related deaths occurred along rail lines. Although the causes of most of these accidents were beyond the control of the railroads, much needs to be done to improve rail-pedestrian safety, including greater~~ Several projects have been completed in recent years to increase pedestrian and bicycle safety at rail crossings including installation of new crossing surfaces, tactile warnings, pedestrian flashers, countdown timers, and signage. Additionally, the construction of the 12th Street Pedestrian Safety Promenade has significantly improved pedestrian accessibility and connectivity along the Union Pacific line which parallels 12th Street. Recommendations for improving pedestrian safety include continuation of public education programs and~~,~~ trespassing enforcement~~, and improved rail crossing barriers~~.

~~Train whistles (actually horns) constitute a liveability~~ Federal law requires trains to sound their horns at every at-grade crossing for safety. In residential areas this can cause livability issues for ~~many Salem~~ residents. ~~Given the numerous at-grade crossings and recent pedestrian accident history, many trains lay on their horns for extended periods of time. In order to pursue a "whistle~~

~~free" zone for Salem, road and pedestrian crossings will need to become dramatically more secure.~~ Over the last several years, the City of Salem has worked with Federal Rail Administration (FRA), Oregon Department of Transportation (ODOT) Rail Division and the Union Pacific Railroad to make safety improvements at crossings. These improvements allow the establishment of Rail Quiet Zones at specific crossings. Today, Rail Quiet Zones have been established between Mill Street NE and "D" Street NE on the UP line. The City is continuing to work on expanding the Rail Quiet Zones in Salem.

Recommended Improvements

Currently, all freight rail trackage and facilities are privately owned. Improvements to that infrastructure are completed by the railroads themselves. ~~However, as part of the State's Enhanced Passenger Rail Service Program, $1.378 million in trackage and crossing improvements were identified in 1994 to increase train speed and crossing safety. At the time of printing this document, the future of this program is in doubt. Regardless of the funding time frame, the needs remain.~~

~~The following street crossings have been identified as needing modifications and upgrades to increase safety and train speed:~~

~~Tile Street NE $ 44,000~~

~~Woodrow Street NE $ 44,000~~

~~Hyacinth Street NE $ 13,000~~

~~Total (2003 dollars) $101,000~~ The railroad companies employ track inspectors who regularly inspect their facilities in accordance with frequencies established by the Federal Railroad Administration. The Portland & Western line inspects their tracks at least once a week. The UP line is inspected at least twice per week. Additionally, track inspectors employed by ODOT and the FRA make periodic inspections of each railroad's track to insure that applicable maintenance standards are being met.

The City is continuing to work with ODOT Rail Division, the Federal Rail Administration and the railroads to make safety improvements to rail crossings as a part of individual street improvement projects and to expand Rail Crossing Quiet Zones in residential areas.

~~**SALEM INDUSTRIAL/NORTHGATE AREA RAIL CROSSING IMPROVEMENTS**~~

~~The recent Salem Industrial/Northgate Area Local Access and Circulation Study (SINALACS) identified a need for the City to work with the Burlington Northern/Santa Fe Railroad and ODOT to improve the Ridge Drive NE crossing and consolidate private crossings and provide property access connectivity. In addition, the City should coordinate with ODOT and the Union Pacific Railroad to identify safety enhancement measures to improve bicycle/pedestrian crossing opportunities at Claxter Road NE.~~

MARITIME/INLAND MARINE

There are currently no maritime port or freight barging activities on the Willamette River in the Salem area. There have been discussions about dredging the Willamette River both to restore barge service to Salem and Independence from Portland and to improve the river's flood

capacity. However, it is not known if barge service would be profitable or worth the financial or environmental cost of such large-scale dredging efforts.

The Willamette Falls Locks, which allowed boat traffic on the Willamette to navigate beyond Willamette Falls, have been closed since 2011. The locks are classified to be in a non-operational status and are expected to remain permanently closed. Finally, ~~The~~the lift span on the Union Street ~~Rail~~ Pedestrian Bridge~~, its lift span currently disabled, will need to undergo substantial mechanical repairs if commercial navigation is restored to Salem~~was permanently closed in 1980 with permission of the U.S. Coast Guard, which manages navigable waterways.

~~As long as the Willamette River is technically considered navigable, bridges will have to be built to higher river clearances. This requirement will increase the cost of any new bridges.~~ While there are many obstacles to instituting commercial maritime activities on the Willamette River in Salem, the River continues to be classified as navigable by the U.S. Coast Guard. This classification requires close coordination with the Coast Guard for construction of any future bridges across the River.

PIPELINES

Pipelines are the silent, and usually unknown, freight movement system that transports natural gas and petroleum products within and through the Salem Urban Area. Only two major pipelines traverse the Salem Urban Area. ~~Santa Fe Pacific Pipeline~~ Kinder Morgan's petroleum pipeline carries liquid petroleum products through its pipeline that crosses under the southeast corner of the Salem Urban Area across State Street, Highway 22, Aumsville Highway SE, Kuebler Boulevard SE, and southward between Interstate 5 and Turner Road SE. Williams Northwest pipeline operates a natural gas transmission main that traverses thru Marion County east of Salem, from which NW Natural Gas receives natural gas for retail delivery to its customer base within the Marion County service area. Northwest Natural Gas has a system of high pressure natural gas distribution pipelines that serve the Salem Urban Area, see Map 13-1.

Recommended Improvements

Similar to the railroads, investments made in pipeline infrastructure are completed ~~through~~by the private ~~transmission corporations~~ utility companies to meet increased customer demand. ~~Santa Fe Pacific Pipeline plans to either increase the diameter of its existing pipe or install a second pipe to its system within the next 10-12 years.~~ Northwest Natural Gas can meet increased consumer demand by ~~increasing pressure through its current pipeline system~~ expanding its current natural gas distribution system or constructing new natural gas transmission pipeline facilities.

TRUCK MOVEMENTS OVER SALEM STREETS AND HIGHWAYS

It is easy to think of the City's street system only in terms of moving people in automobiles. However, a major purpose of the street system is to move freight and service vehicles throughout the Urban Area. The street system provides mobility for trucks and service vehicles that, in turn, represent jobs and economic vitality.

Providing mobility for trucks means constructing certain streets and highways with thicker, deeper substrates and designing them with adequate lane widths, curb radii, and height clearances. Bridges must be designed to carry the added weight of heavily-loaded trucks. All

freeways, parkways, arterials, and most collectors are built to facilitate truck movements. Local streets, particularly residential streets, are not usually designed to carry significant numbers of heavy trucks. In addition to trucks, transit buses require the same level of construction design.

Truck movements, with the exception of local deliveries, should be limited to the freeway, parkway, and arterial street system. Some Collector-level streets also serve as truck routes when those streets connect industrial and commercial districts to the higher level street system. The City of Salem does not ~~attempt to~~ regulate which streets are "truck routes." Instead, it encourages the use of the Arterial and State highway system and discourages the use of local residential streets for truck movements~~. Trucks are kept out of residential neighborhoods~~ through street design and~~,~~ signage~~., and occasional police citations~~.

Recommended Improvements

The City of Salem uses the location of industrial and commercial districts to determine which streets and highways are in need of truck-facilitating improvements. The following streets have been identified as requiring improvements to better facilitate truck movements. The need for the improvements are based on the status and condition of the roadway and/or the amount of congestion that causes delays to freight movement. All of these projects are described in more detail in the Street System Element of this Plan.

High Priority Freight-related Street Improvements

Traffic Signal Interconnects and Coordination (Citywide)

Kuebler Boulevard SE (Commercial Street SE to Interstate 5)

Hawthorne Avenue SE (Access to/from Interstate 5 and Mission Street SE)

McGilchrist Street SE (12th Street SE to 25th Street SE)

Kuebler Boulevard SE (Interstate 5 to new interchange needed at Highway 22)

Cordon Road NE (State Street to Center Street NE)

Ferry Street SE (Church Street SE to Liberty Street SE)

Medium Priority Freight-movement Street Improvements

Lancaster Drive SE (Highway 22 to Kuebler Boulevard SE)

Madrona Avenue SE at 25th Street SE

Commercial Street NE at Division Street NE

Commercial Street SE at Madrona Avenue SE

Commercial Street SE (Baxter Road SE to Interstate 5)

~~Cordon Road SE at Pennsylvania Avenue SE~~

~~Market Street NE at Lancaster Drive NE~~

25th Street SE (Mission Street SE to McGilchrist Street SE)

Salem Industrial Drive NE (Extensions and Improvements)

Blossom Drive NE/Indian School Road NE

Low Priority Freight-movement Street Improvements

Cherry Avenue NE (Pine Street NE to Salem Parkway NE)

Madrona Avenue SE (25th Street SE to Union Pacific Rail Line)

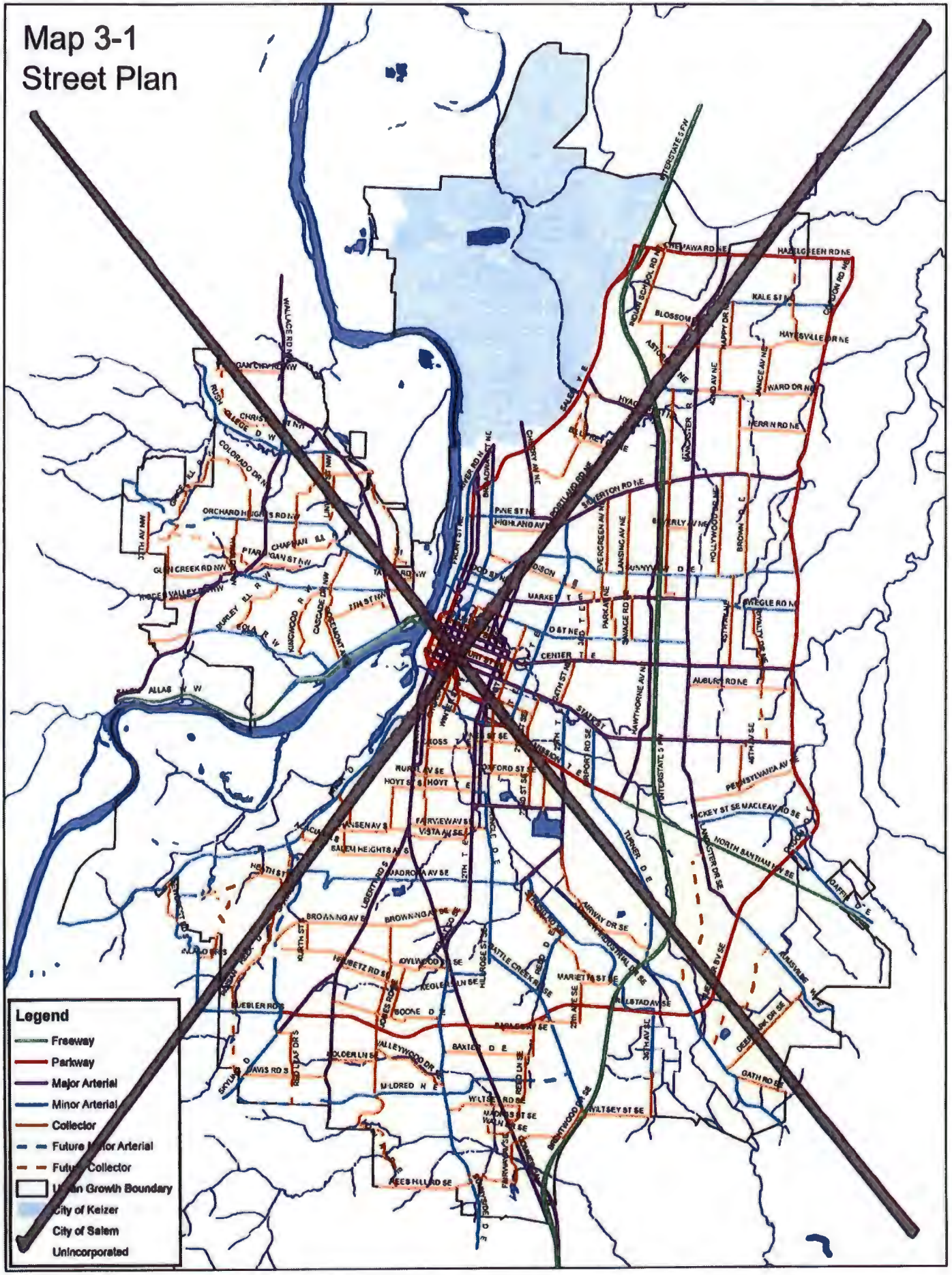
25th Street SE (McGilchrist Street SE to Madrona Avenue SE)

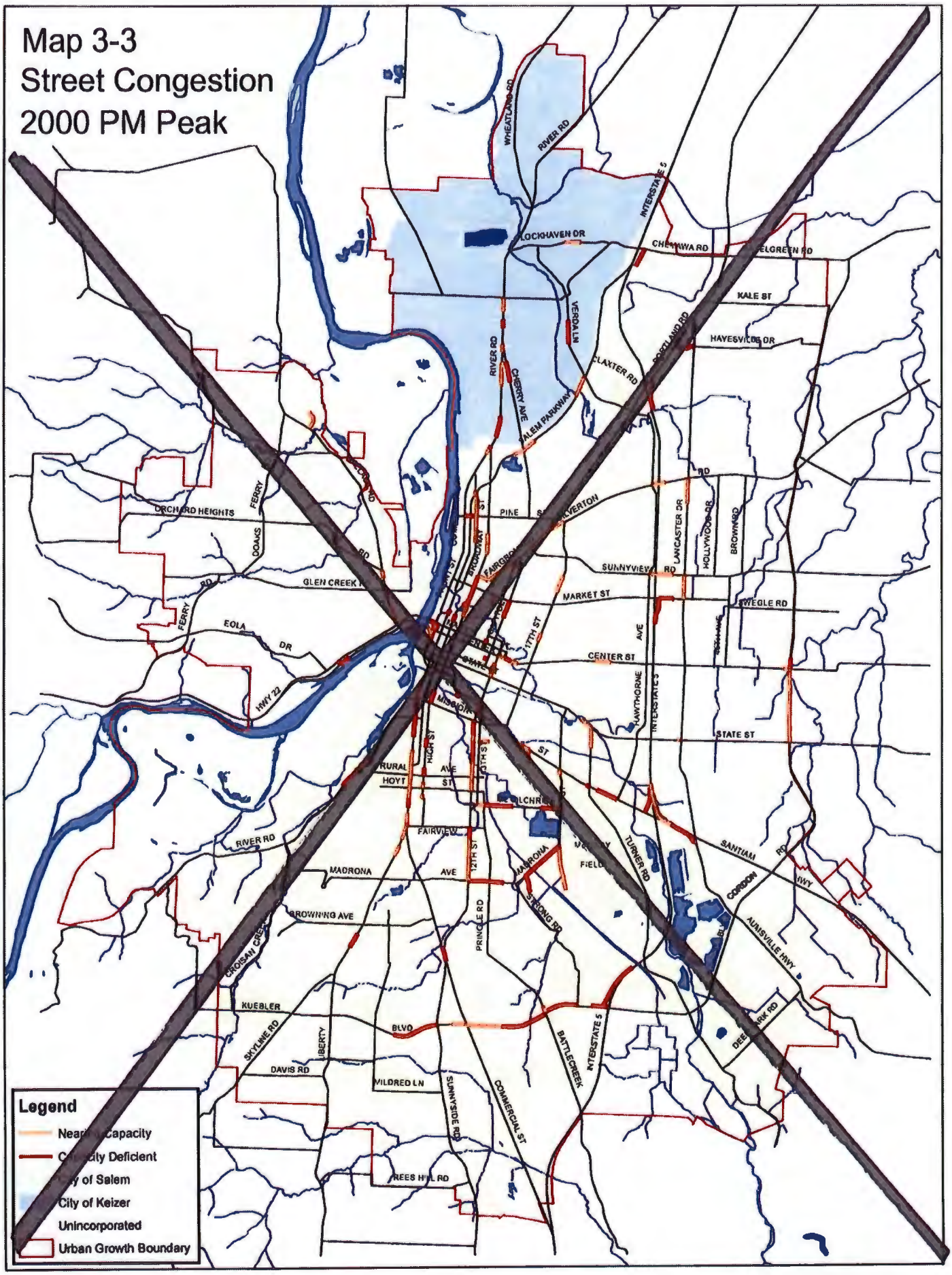
The projects listed above will accommodate the needs of trucks in their design. While some projects are listed as high priority freight-movement improvements, they may not be listed in the Street System Element with the same priority. The priority given to the projects in this Element should be factored into the funding and time frame priorities given projects as a whole.

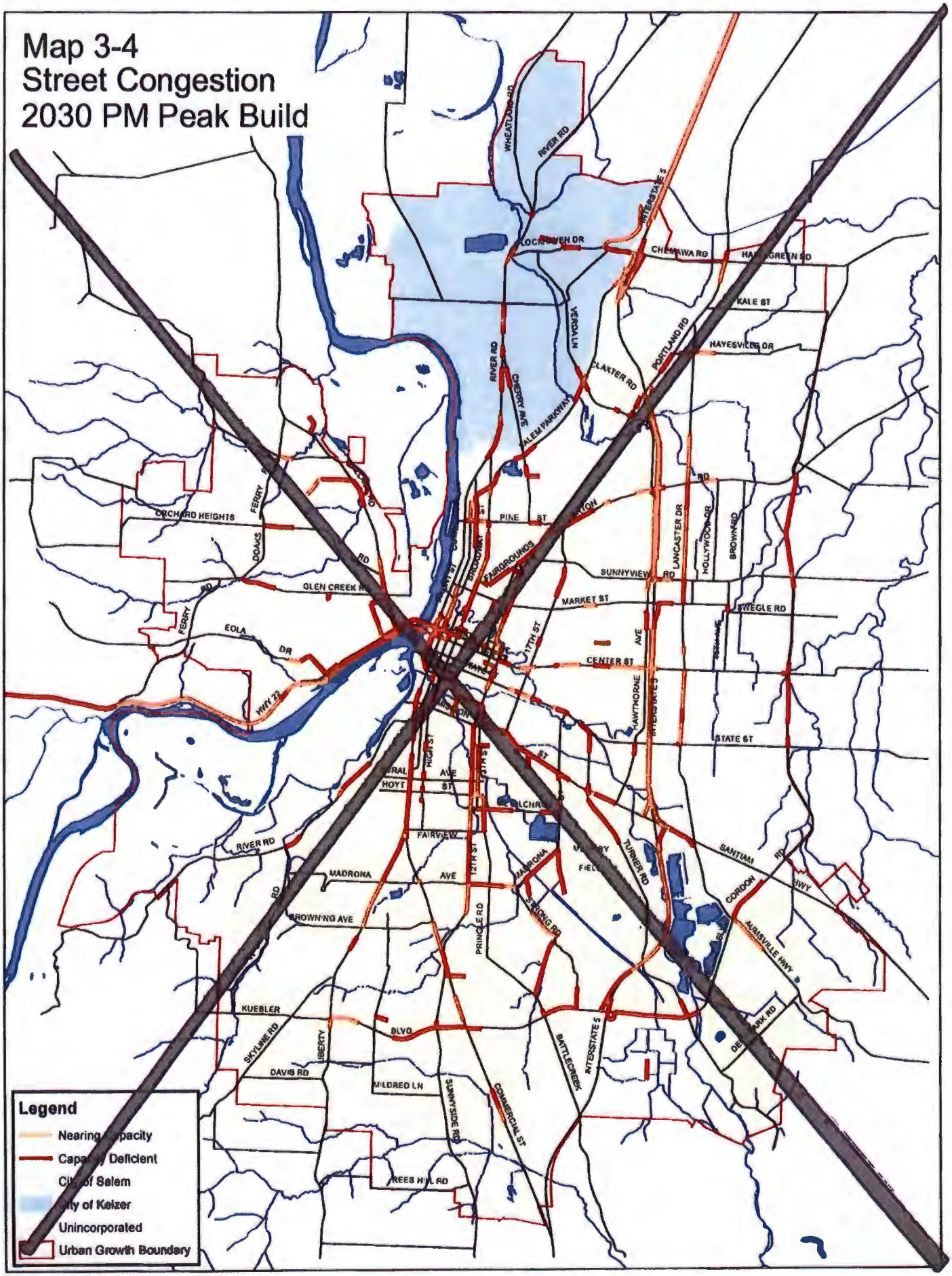
Salem Transportation System Plan
Proposed Amendments to Maps
January 2016

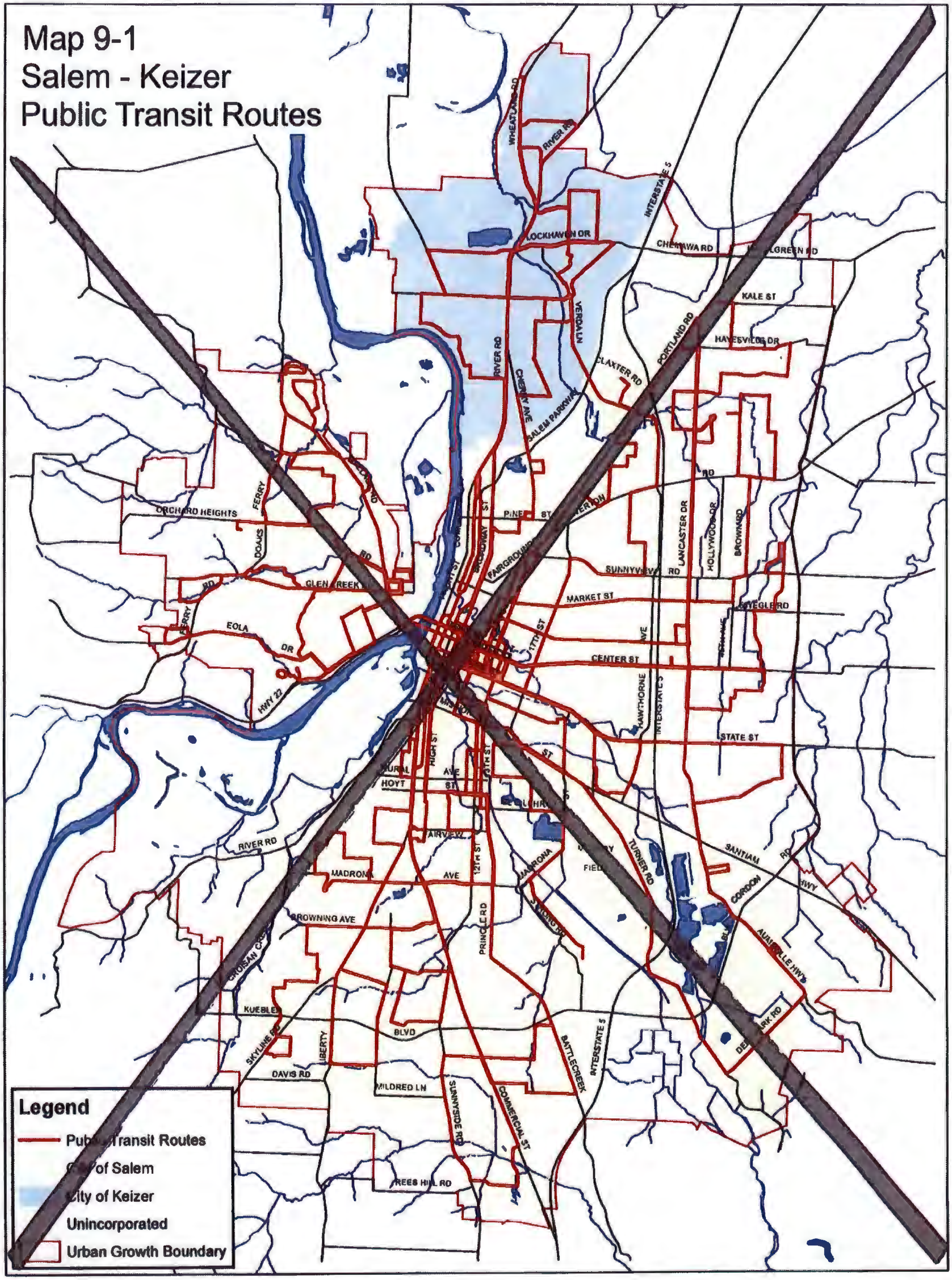
Remove and replace the following maps (attached):

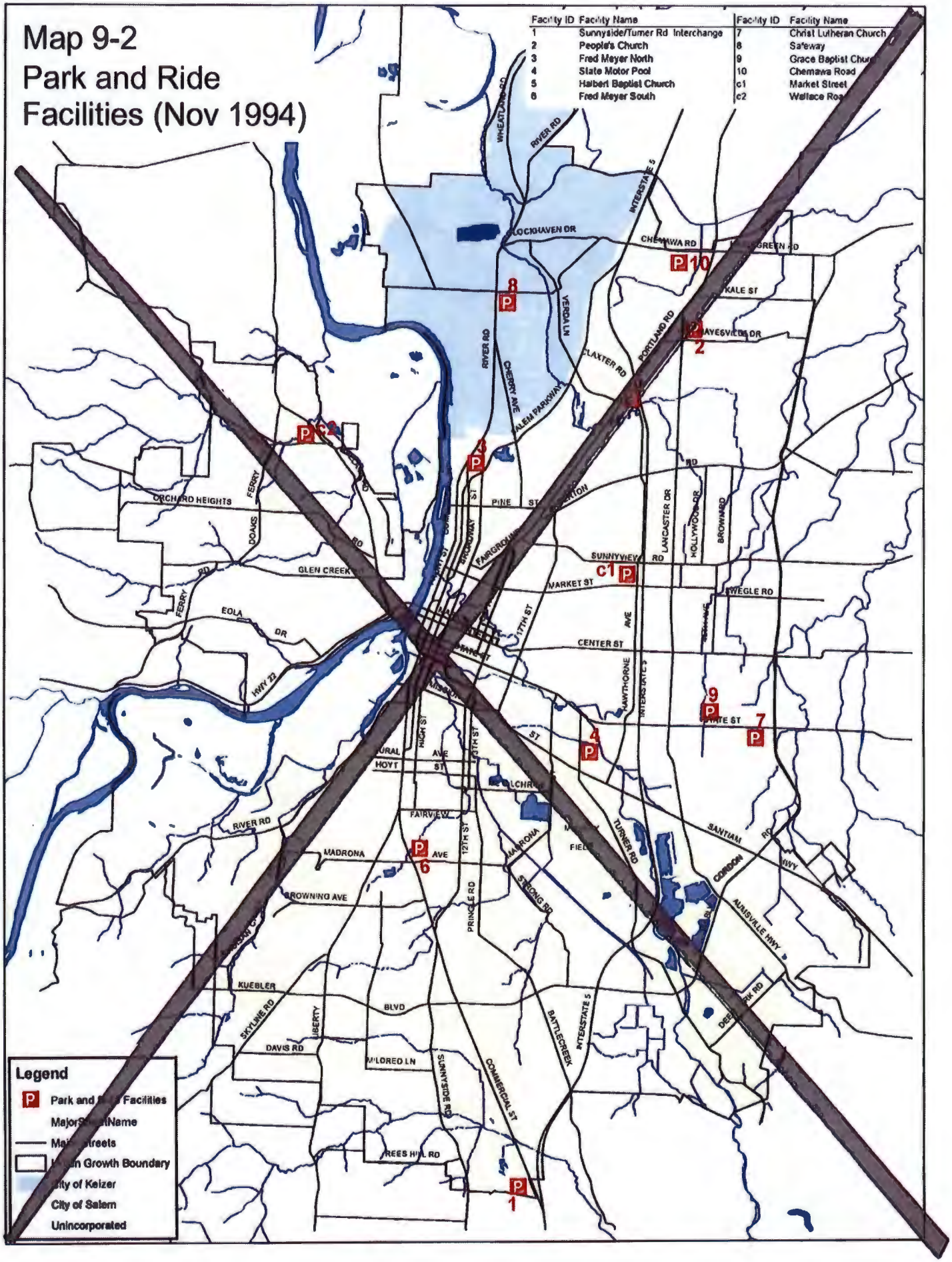
- Map 3-1, Street Plan
- Map 3-3, Street Congestion, 2000 PM Peak
- Map 3-4, Street Congestion, 2030 PM Peak Build
- Map 9-1, Salem – Keizer Public Transit Routes
- Map 9-2, Park and Ride Facilities
- Map 12-1, Passenger Travel Facilities

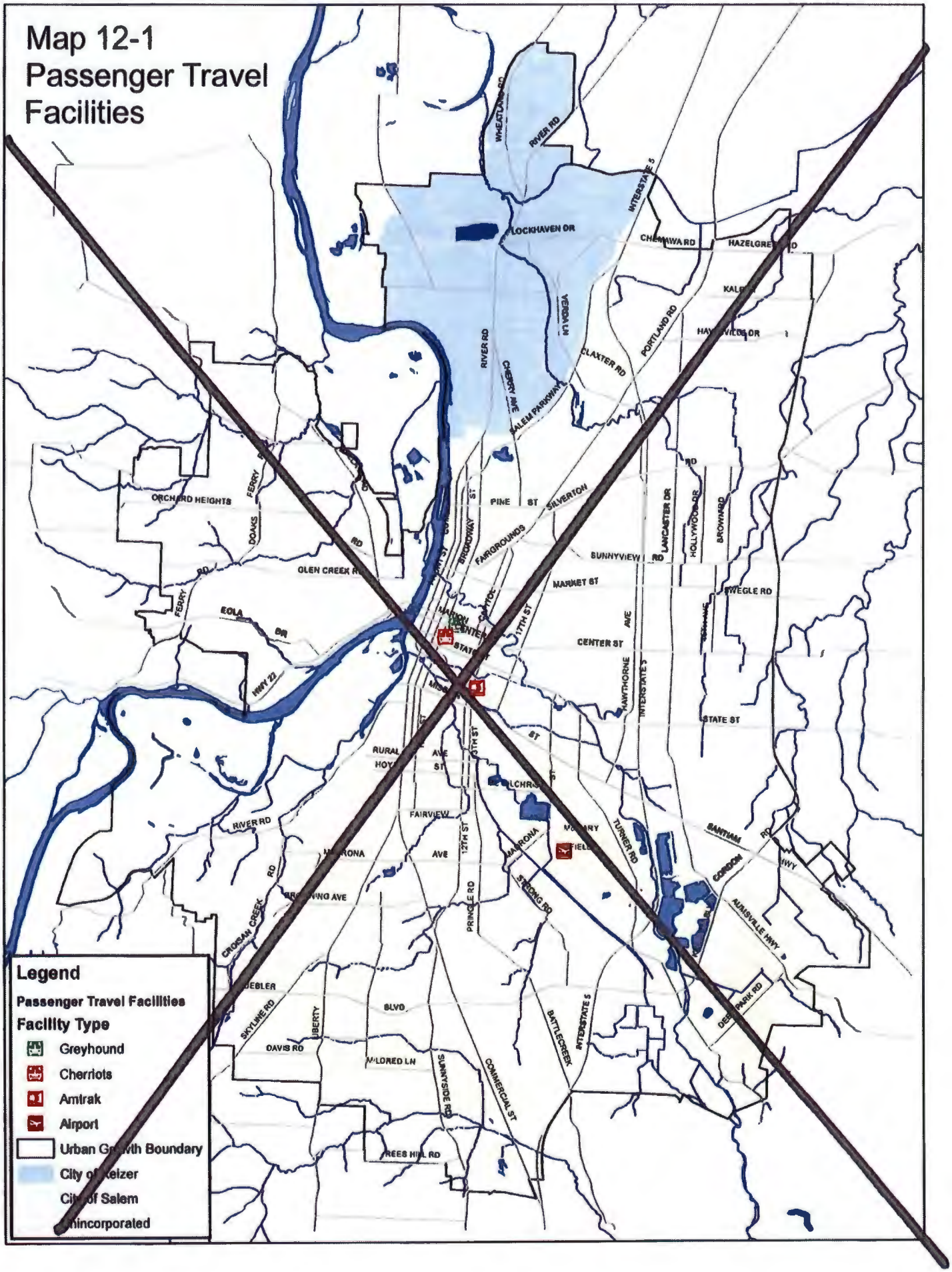

Map 3-1
Street Plan
Legend
Freeway
Parkway
Major Arterial
Minor Arterial
Collector
Future Minor Arterial
Future Collector
Urban Growth Boundary
City of Keizer
City of Salem
Unincorporated

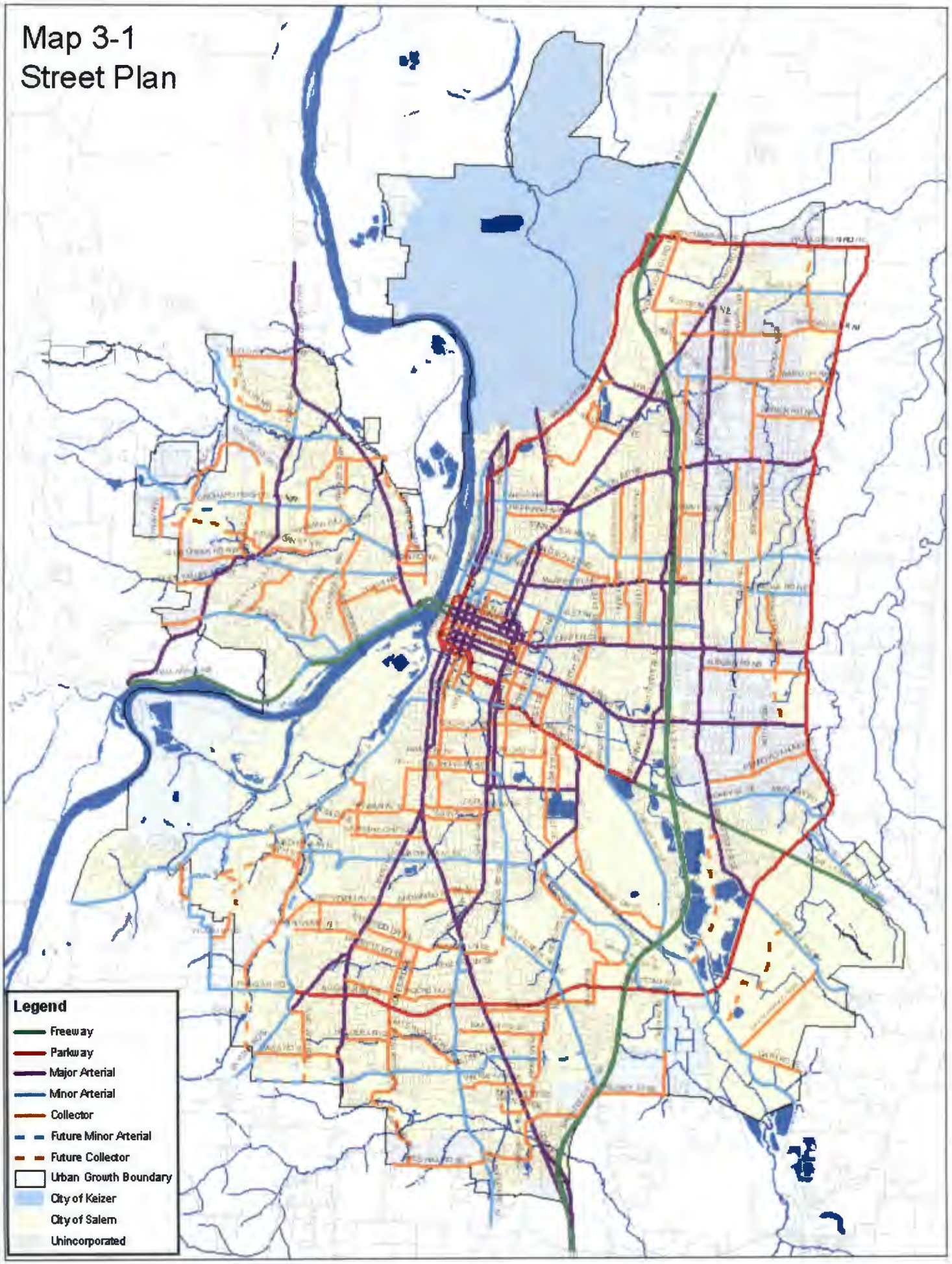

Map 3-3
Street Congestion
2000 PM Peak
Legend
Near Capacity
Capacity Deficient
City of Salem
City of Keizer
Unincorporated
Urban Growth Boundary
RIVER RD
WHEATLAND RD
INTERSTATE 5
LOCKHAVEN DR
CHEMAWA RD
KALE ST
HAYESVILLE DR
PORTLAND RD
CLAXTER RD
VERDA LN
CHERRY AVE
SALEM PARKWAY
ORCHARD HEIGHTS
FERRY
DOAKS
GLEN CREEK RD
EOLA DR
HWY 22
PINE ST
SILVERTON RD
LANCASTER DR
HOLLYWOOD DR
BROWNING
SUNNYVIEW RD
MARKET ST
WEGLE RD
17TH ST
CENTER ST
HAWTHORNE AVE
INTERSTATE 5
STATE ST
HIGH ST
12TH ST
RURAL AVE
HOYT ST
FAIRVIEW
MADRONA AVE
TURNER RD
SANTIAM HWY
GORDON RD
AUMSVILLE HWY
STRONG RD
PRINGLE RD
BROWNING AVE
CROSMAN CREEK
KUEBLER BLVD
SKYLINE RD
LIBERTY
DAVIS RD
WILDRED LN
SUNNYSIDE RD
COMMERCIAL ST
BATTLECREEK
INTERSTATE 5
REES HILL RD

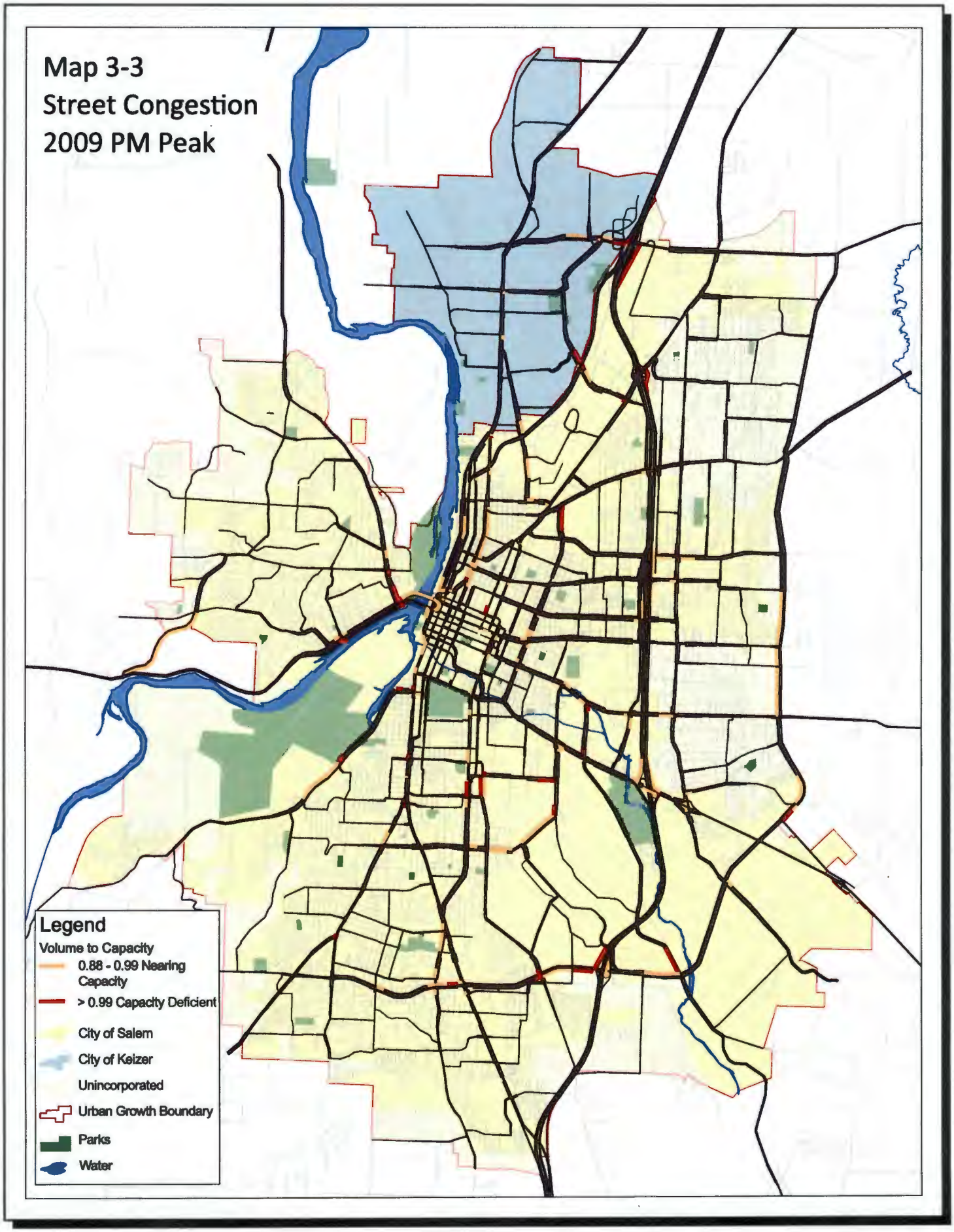

Map 3-4
Street Congestion
2030 PM Peak Build
Legend
Nearing Capacity
Capacity Deficient
City of Salem
City of Keizer
Unincorporated
Urban Growth Boundary
RIVER RD
WHEATLAND RD
INTERSTATE 5
CHEMAWA RD
KALE ST
HAYESVILLE DR
PORTLAND RD
CLANTER RD
VERDA LN
CHERRY AVE
SALEM PARKWAY
ORCHARD HEIGHTS
FERRY
DOAKS
GLEN CREEK RD
EOLA DR
HWY 22
PINE ST
FAIRGROUNDS
SUNNYVIEW RD
LANCASTER DR
HOLLYWOOD DR
BROWNING
MARKET ST
TWEGLE RD
17TH ST
CENTER ST
HAWTHORNE AVE
STATE ST
HOYT ST
FAIRVIEW
MADRONA AVE
12TH ST
TURNER RD
SANTIAM HWY
CORDON
AUMSVILLE HWY
BROWNING AVE
PRINGLE RD
KUEBLER BLVD
SKYLINE RD
LIBERTY
DAVIS RD
MILDRED LN
SUNNYSIDE RD
COMMERCIAL ST
BATTLECREEK
REES HILL RD

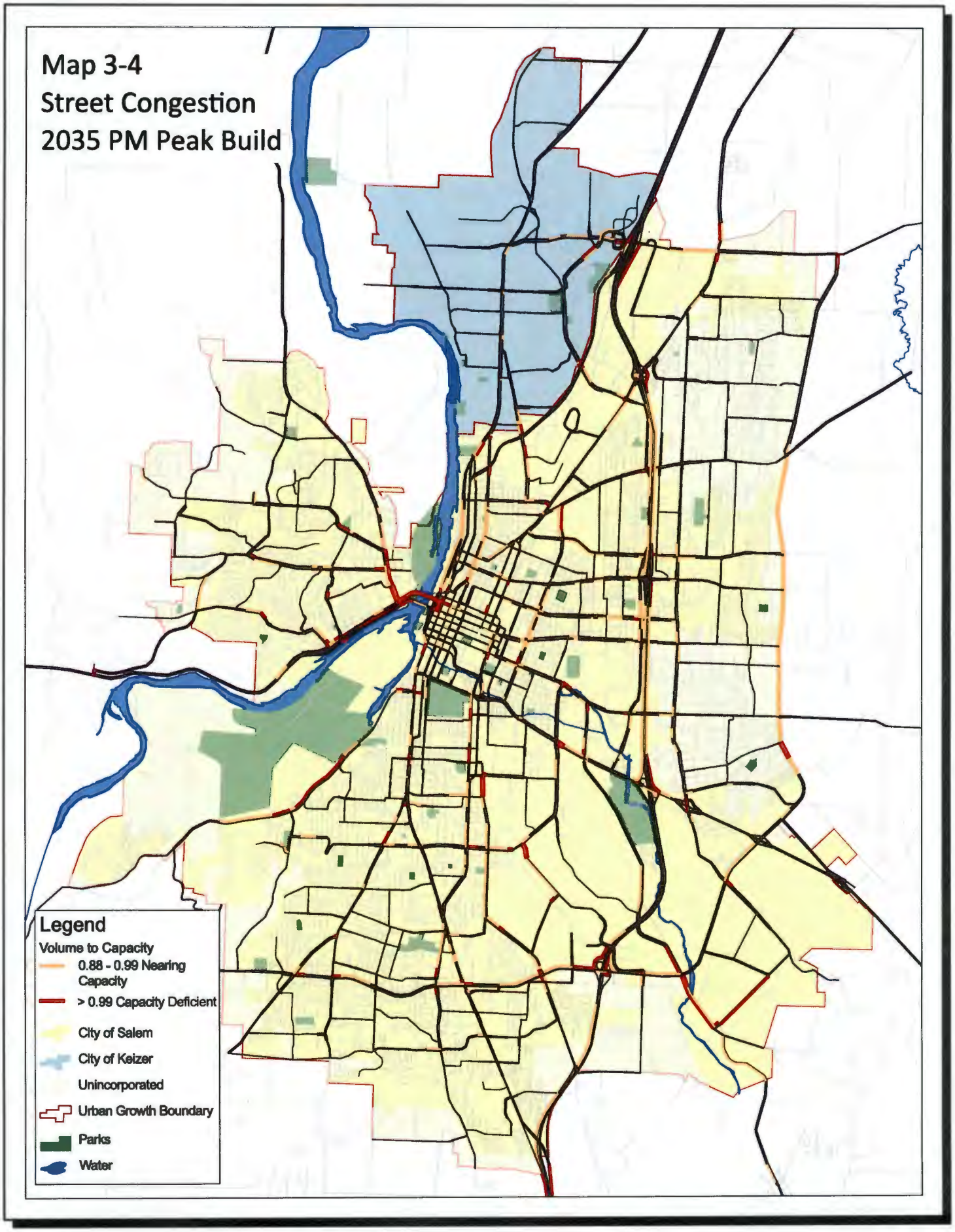

Map 9-1
Salem - Keizer
Public Transit Routes
WHEATLAND RD
RIVER RD
INTERSTATE 5
LOCKHAVEN DR
CHEMAWA RD
KALE ST
VERDA LN
PORTLAND RD
HAYESVILLE DR
CLAXTER RD
RIVER RD
CHERRY AVE
SALEM PARKWAY
ORCHARD HEIGHTS
FERRY
DOAKS
PINE
LANCASTER DR
HOLLYWOOD DR
BROWNING
FAIRGROUNDS
SUNNYVIEW
RD
GLEN CREEK
MARKET ST
RD
FERRY
EOLA
DR
17TH ST
CENTER ST
HWY 22
HAWTHORNE
INTERSTATE 5
STATE ST
HIGH ST
AVE
HOYT
ST
FAIRVIEW
RIVER RD
12TH ST
SANTIAM
MADRONA
AVE
TURNER RD
CORDON
HWY
BROWNING AVE
PRINGLE RD
KUEBLER
BLVD
SKYLINE RD
LIBERTY
INTERSTATE 5
BATTLECREEK
DAVIS RD
MILDRED LN
SUNNYSIDE RD
COMMERCIAL ST
REES HILL RD
Legend
Unincorporated
Urban Growth Boundary


Map 9-2
Park and Ride
Facilities (Nov 1994)
Facility ID Facility Name
1 Sunnyside/Turner Rd Interchange
2 People's Church
3 Fred Meyer North
4 State Motor Pool
5 Halbert Baptist Church
6 Fred Meyer South
Facility ID Facility Name
7 Christ Lutheran Church
8 Safeway
9 Grace Baptist Chur
10 Chemawa Road
c1 Market Street
c2 Wallace Ro
Legend
Park and Ride Facilities
Major Street Name
Major Streets
Urban Growth Boundary
City of Keizer
City of Salem
Unincorporated
RIVER RD
WHEATLAND RD
INTERSTATE 5
LOCKHAVEN DR
CHEMAWA RD
KALE ST
PORTLAND RD
CLAXTER RD
CHERRY AVE
SALEM PARKWAY
VERDA LN
ORCHARD HEIGHTS
FERRY
OAKS
GLEN CREEK
EOLA
DR
HWY 22
PINE ST
BROADWAY
FAIRGROUNDS
SUNNYVIEW RD
LANCASTER DR
HOLLYWOOD DR
BROWARD
MARKET ST
SWEGLE RD
CENTER ST
17TH ST
AVE
HAWTHORNE
INTERSTATE 5
WHITE ST
HOYT ST
12TH ST
FAIRVIEW
MADRONA
AVE
BROWNING AVE
PRINGLE RD
STRONG RD
TURNER RD
SANTIAM
HWY
CORDON
ALMSVILLE HWY
KUEBLER
BLVD
SKYLINE RD
LIBERTY
DAVIS RD
SUNNYSIDE RD
COMMERCIAL ST
BATTLECREEK
INTERSTATE 5
REES HILL RD
P 1
P 2
P 3
P 4
P 5
P 6
P 7
P 8
P 9
P 10
P c1
P c2

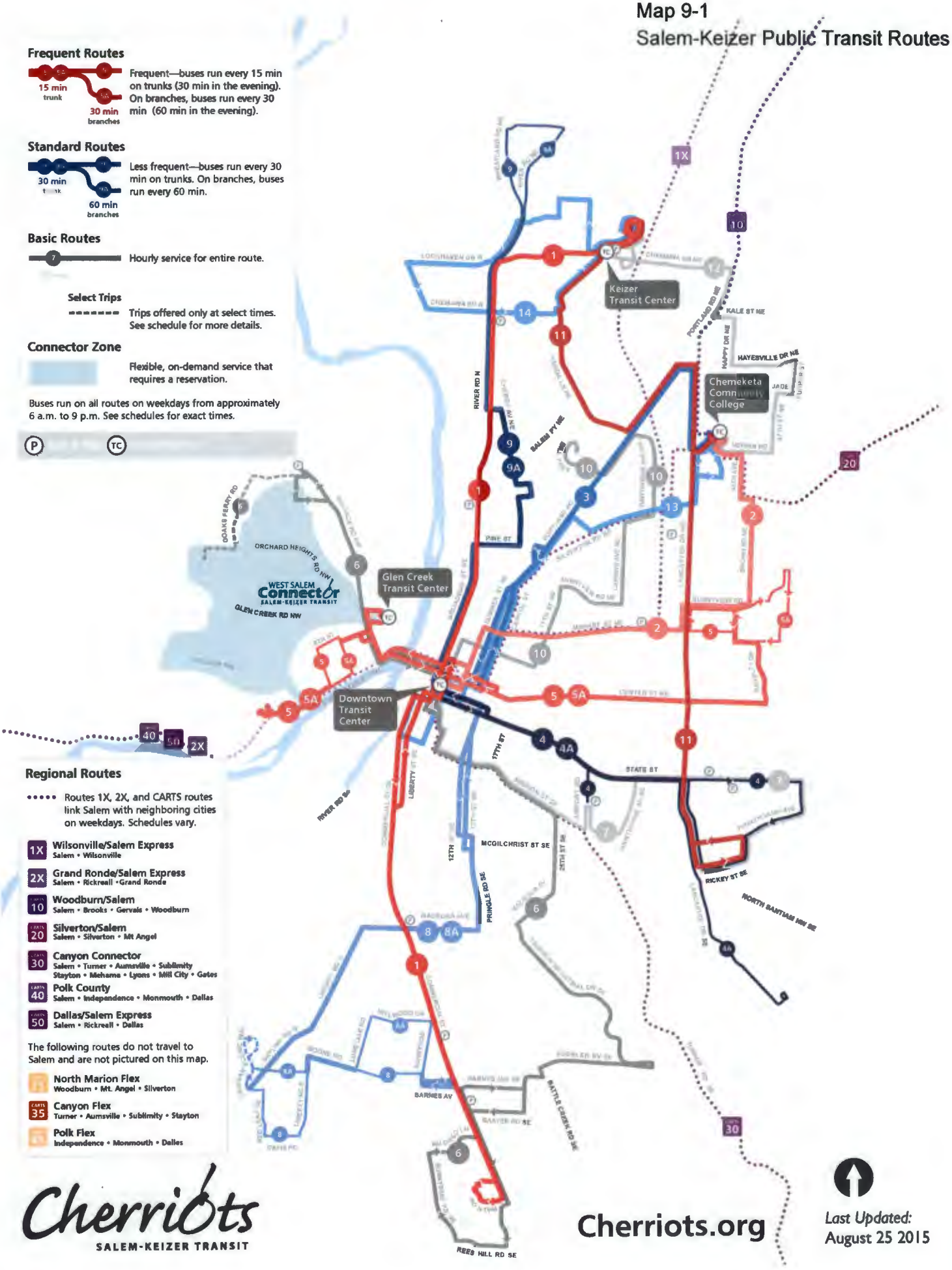

Map 12-1
Passenger Travel Facilities
Legend
Passenger Travel Facilities
Facility Type
Greyhound
Cherriots
Amtrak
Airport
Urban Growth Boundary
City of Keizer
City of Salem
Unincorporated
LOCKHAVEN DR
RIVER RD
INTERSTATE 5
CHEMAWA RD
PORTLAND RD
CLAXTER RD
CHERRY AVE
SALEM PARKWAY
VERDA LN
ORCHARD HEIGHTS
FERRY ST
OAKS RD
GLEN CREEK RD
EOLA DR
HWY 22
PINE ST
SILVERTON
BROADWAY ST
FAIRGROUNDS
SUNNYVIEW RD
LANCASTER DR
HOLLYWOOD DR
BROWN RD
MARKET ST
17TH ST
CENTER ST
HAWTHORNE AVE
STATE ST
TURNER RD
SANTIAM HWY
GOLF DR
AUMSVILLE HWY
RURAL AVE
13TH ST
FAIRVIEW AVE
12TH ST
PRINGLE RD
STRONG RD
CROSAN CREEK
SKYLINE RD
LIBERTY
DAVIS RD
SUNNYSIDE RD
COMMERCIAL ST
BATTLECREEK
DEER PARK RD
TREES HILL RD


Map 3-1
Street Plan
Legend
Freeway
Parkway
Major Arterial
Minor Arterial
Collector
Future Minor Arterial
Future Collector
Urban Growth Boundary
City of Keizer
City of Salem
Unincorporated

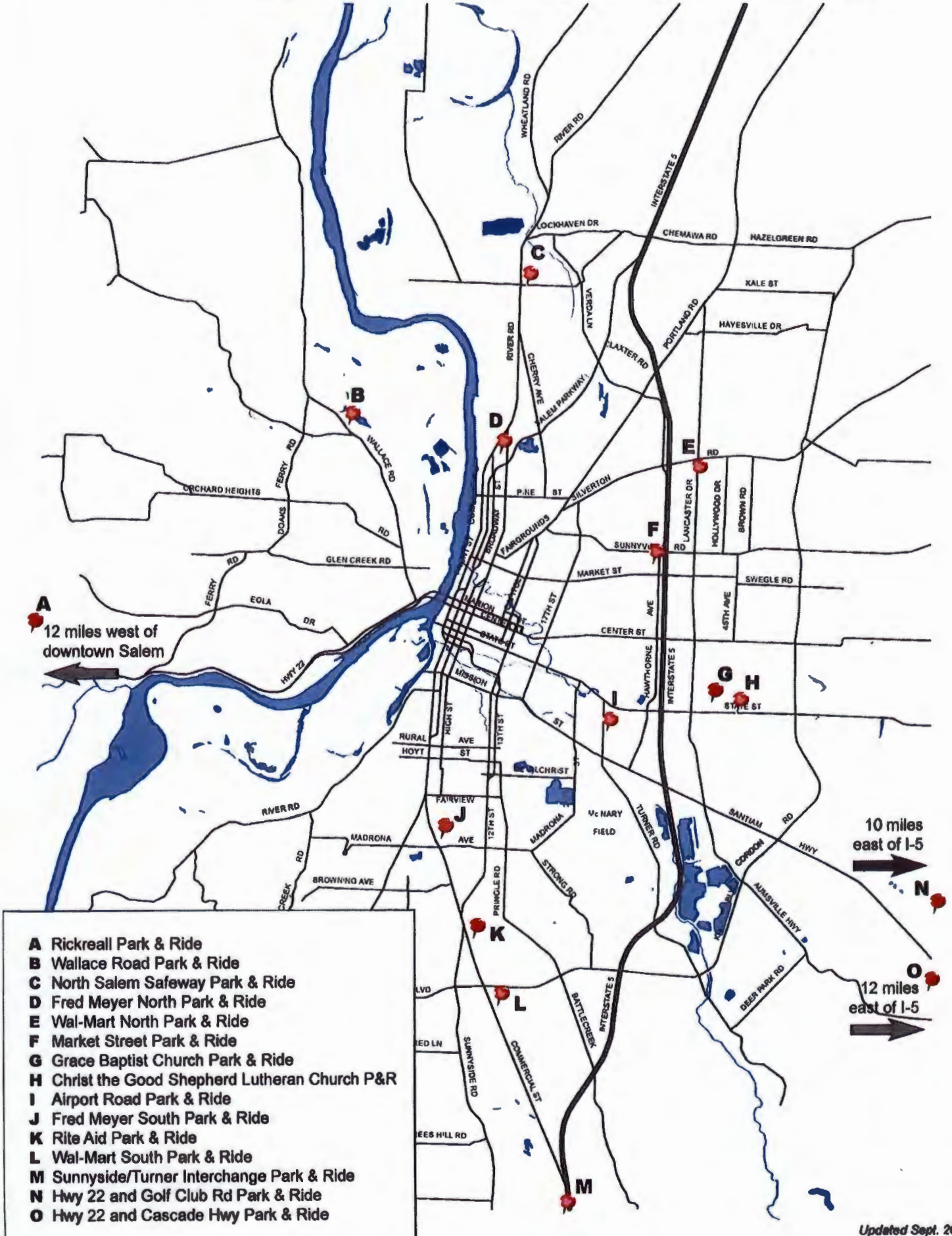

Map 3-3
Street Congestion
2009 PM Peak
Legend
Volume to Capacity
0.88 - 0.99 Nearing Capacity
> 0.99 Capacity Deficient
City of Salem
City of Keizer
Unincorporated
Urban Growth Boundary
Parks
Water


Map 3-4
Street Congestion
2035 PM Peak Build
Legend
Volume to Capacity
0.88 - 0.99 Nearing Capacity
> 0.99 Capacity Deficient
City of Salem
City of Keizer
Unincorporated
Urban Growth Boundary
Parks
Water

Map 9-1
Salem-Keizer Public Transit Routes



Park & Ride Lots in the Salem-Keizer Area Map 9-2



- **A** Rickreall Park & Ride
- **B** Wallace Road Park & Ride
- **C** North Salem Safeway Park & Ride
- **D** Fred Meyer North Park & Ride
- **E** Wal-Mart North Park & Ride
- **F** Market Street Park & Ride
- **G** Grace Baptist Church Park & Ride
- **H** Christ the Good Shepherd Lutheran Church P&R
- **I** Airport Road Park & Ride
- **J** Fred Meyer South Park & Ride
- **K** Rite Aid Park & Ride
- **L** Wal-Mart South Park & Ride
- **M** Sunnyside/Turner Interchange Park & Ride
- **N** Hwy 22 and Golf Club Rd Park & Ride
- **O** Hwy 22 and Cascade Hwy Park & Ride

Updated Sept. 2012


Map 12-1
Passenger Travel
Facilities
MARKET ST
STATE ST
Legend
Facility Type
Airport
Amtrak
Cherriots
Greyhound
City of Salem

FUTURE REPORT: JANUARY 11, 2016

FOR CITY COUNCIL MEETING OF: January 25, 2016
AGENDA ITEM NO.: 7.1(a)
February 8, 2016
7.2(a)

TO: **MAYOR AND CITY COUNCIL**

THROUGH: **STEVE POWERS, CITY MANAGER**

FROM: **PETER FERNANDEZ, PE, PUBLIC WORKS DIRECTOR**

SUBJECT: **AMENDMENTS TO THE *SALEM TRANSPORTATION SYSTEM PLAN***

ISSUE:

Shall the City Council conduct first ordinance reading of Ordinance Bill No. 1-16, which amends the *Salem Transportation System Plan*, and advance it to second reading for enactment?

RECOMMENDATION:

Conduct first ordinance reading of Ordinance Bill No. 1-16, which amends the *Salem Transportation System Plan*, and advance it to second reading for enactment.

BACKGROUND:

The *Salem Transportation System Plan* (Salem TSP) is the City's master plan for transportation programs and infrastructure serving all modes of travel. It is reviewed and amended on a periodic basis to reflect changes in circumstances, assumptions, and priorities. Most recently, City Council adopted amendments in May 2014.

The proposed amendments are primarily housekeeping. They include:

1. Updates to the introduction (regulatory context, population and employment forecasts, and travel characteristics);

2. Updates to existing conditions in various modal elements; and

3. Recommendations to support the Chemawa-I-5 Interchange Area Management Plan (a regional project conducted with the Oregon Department of Transportation (ODOT), the City of Keizer, and Marion County).

This package of proposed amendments includes changes to the following elements of the Salem TSP: Introduction, Street System, Transit System, Transportation Demand Management, Intercity Passenger Transportation, and Freight Movement. Most of the changes are textual edits; however, there are a few minor policy and map amendments. Staff is planning on presenting a package of more substantive amendments focused on changes to the capital project lists and priorities in the future.

FACTS AND FINDINGS:

Overview of Proposed Amendments

These amendments to the Salem TSP were initiated by the City Council as a major amendment to the Comprehensive Plan by adoption of Resolution 2015-37 on August 31, 2015 (Agenda Item 3.2(b)). The proposed amendments, which are attached to Ordinance Bill No. 1-16 as Exhibit 2, include changes to the following sections of the Salem TSP:

1. Introduction

    - Update population and employment projections to 2035, consistent with the Regional Transportation Systems Plan;

    - Update regulatory context; and

    - Update text describing travel characteristics and land use framework consistent with the Salem Comprehensive Plan and the Regional Transportation Systems Plan.

2. Street System Element

    - Update text and maps regarding street system performance to reflect the most recent traffic model developed and maintained by the Mid-Willamette Valley Council of Governments;

    - Reclassify Barnes Road SE (Commercial Street SE to Stroh Lane SE) from a local street to a collector street; and

    - Add new language discussing Interchange Area Management Plans, including City coordination with ODOT in the area of interchanges with I-5, in particular the Chemawa/I-5 Interchange.

3. Transit System Element

    - Update this element, which was last updated in 2005, to reflect current and proposed operations and policies.

4. Transportation Demand Management and Freight Movement Elements

    - Update these elements, which have not been updated since original adoption in 1998, to reflect current conditions.

    - Updates to the Transportation Demand Management Element reflect the 2005 transfer of the regional rideshare program from the City of Salem to the Salem Area Mass Transit District. The City continues to support

transportation demand management, but no longer has the lead role in administering the regional program.

5. Intercity Passenger Transportation Element

- Update this element, which has not been updated since its original adoption in 1998, to reflect current conditions; and

- Expand this element to address commuter travel.

Public Involvement

An email with information on the proposed amendments was sent to Neighborhood Association Chairs and Traffic Chairs on October 8, 2015, with an offer to present at neighborhood meetings in November. This same information was included in the Neighborhood Association E-Blast sent October 9, 2015. Staff made a presentation to Northeast Neighbors on November 3, 2015. In addition, staff shared the proposed amendment to the functional classification of Barnes Road SE with the South Gateway Neighborhood Association on September 10, 2015.

Amendments to the Street System Element pertaining to the Chemawa Interchange Area Management Plan were developed as a result of a planning project led by ODOT. Project recommendations were informed by an extensive public involvement process. Public involvement included interviews, a Stakeholder Advisory Committee, briefings to interested groups, a project website, newsletters and podcasts, and open houses. Most of this public involvement took place in 2008 and 2009. Consideration of these amendments was delayed to coordinate with the City of Keizer adoption, which occurred in 2014.

Amendments to the Transit System and Transportation Demand Management Elements were coordinated with the Salem Area Mass Transit District. Staff from ODOT provided review and input on the Freight Movement and Intercity and Commuter Passenger Travel Elements.

The Planning Commission held a public hearing on the proposed amendments on December 15, 2015. Mailed and published notice of the public hearing was provided in accordance with SRC 300.1110. One person testified at the Planning Commission public hearing. The Planning Commission recommended approval of the amendments with the addition of language in the Introduction to clarify the relationship of the Salem TSP to the Regional Transportation Systems Plan as it pertains to financial constraint (See Attachment). Clarifying language was added on pages 2 and 5 of Ordinance Bill No. 1-16, Exhibit 2.

Amendment Criteria and Findings

The Salem TSP is a component of the Salem Comprehensive Plan per SRC 64.015. The procedure and criteria for amending the Comprehensive Plan are established in SRC 64.020. The proposed amendments are considered Major Comprehensive Plan Amendments. The criteria for approving a Major Comprehensive Plan Amendment are:

- That the amendment is in the best interest of the public health, safety, and welfare of the City, and

- The amendment conforms to the applicable Statewide Planning Goals and administrative rules adopted by the Department of Land Conservation and Development.

The proposed amendments are consistent with the criteria found in SRC 64.020 as detailed in Ordinance Bill No. 1-16, Exhibit 1, Findings.

Alternatives
The City Council may:

1. Advance Ordinance Bill 1-16 to second reading for enactment (Staff Recommendation);

2. Refer the proposal back to the Planning Commission;

3. Abandon the proposal, or

4. Hold a public hearing before the City Council.

Robert D. Chandler, PhD, PE
Assistant Public Works Director

Attachment: Planning Commission Notice of Recommendation
Wards All
January 5, 2016

Si necesita ayuda para comprender esta información, por favor llame 503-588-6173.

NOTICE OF RECOMMENDATION

PLANNING DIVISION
555 LIBERTY ST. SE, RM 305
SALEM, OREGON 97301
PHONE: 503-588-6173
FAX: 503-588-6005

CITY OF Salem AT YOUR SERVICE

RECOMMENDATION OF THE PLANNING COMMISSION
Salem Transportation System Plan Amendments

WHEREAS, on August 31, 2015, amendments to the *Salem Transportation System Plan* were initiated by the Salem City Council to the Introduction and the Street System, Transit System, Transportation Demand Management, Freight Movement, and Intercity Passenger Travel Elements; and

WHEREAS, after due notice, a public hearing on the proposed code amendments was held before the Planning Commission on December 15, 2015, at which time witnesses were heard and testimony received; and

WHEREAS, the Planning Commission having carefully considered the entire record of this proceeding, including the testimony presented at the hearing, and after due deliberation and being fully advised; NOW THEREFORE

BE IT RESOLVED BY THE PLANNING COMMISSION OF THE CITY OF SALEM, OREGON:

Section 1. FINDINGS:

The Planning Commission hereby adopts as its findings of fact the staff report on this matter dated December 15, 2015, herewith attached and by this reference incorporated herein.

Section 2. ORDER:

Based upon the foregoing findings and conclusions, the Planning Commission RECOMMENDS the City Council adopt amendments to the *Salem Transportation System Plan* as presented in Attachment 1 of the December 15, 2015 staff report with corrections noted in the staff presentation and directed staff to add language in the Introduction to clarify the purpose of the *Salem Transportation System Plan* and the *Regional Transportation Plan* as to the financial constraints of the *Salem Transportation System Plan.*

PLANNING COMMISSION VOTE

YES 8 NO 0 ABSENT 1 (Pollock)

Rich Fry, President
Salem Planning Commission

Pursuant to SRC 300.1110(h) the City Council may proceed with adoption of an ordinance, hold a public hearing to receive additional evidence and testimony, refer the proposal back to the Planning Commission for additional deliberation, or abandon the proposal.

The City Council will make a final decision on the proposal. The appeal of the Council decision would be to the Oregon Land Use Board of Appeals. The appeal period is 21 days from the mailing date of the Council decision.

The case file and copies of the staff report are available upon request at Room 325, Civic Center, during City business hours, 8:00 a.m. to 5:00 p.m. Contact Julie Warncke, Case Manager, at 503-588-6211 or jwarncke@cityofsalem.net to review the case file.