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 20-year plan that contains policy language and detailed descriptions of transportation system investments that will take our community to 2035. 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 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 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 turn-outs 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, 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 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

Federal Surface Transportation Acts

Current Federal surface transportation legislation affects the Salem Transportation System Plan in relation to projects using Federal funding and the 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 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.

**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 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, 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 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 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.

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 is a major step in implementing the policies and standards found in the Plan.

Salem—The Community

GEOGRAPHY

Salem, the capital 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 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
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 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. 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. 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).

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

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<tr>
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<tbody>
<tr>
<td>Salem portion UGB</td>
<td>171,072</td>
<td>193,640</td>
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<td>East Salem</td>
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<th>Salem-Keizer UGB Employment Forecast</th>
<th>2010</th>
<th>2035</th>
<th>Annual Percent Growth</th>
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<tr>
<td>Salem portion UGB</td>
<td>94,894</td>
<td>130,594</td>
<td>1.50%</td>
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<tr>
<td>Keizer portion UGB</td>
<td>5,403</td>
<td>8,209</td>
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<tr>
<td>Total UGB</td>
<td>100,297</td>
<td>138,803</td>
<td>1.54%</td>
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</tbody>
</table>

These estimates were developed by SKATS with input from local jurisdictions. They are consistent with the most recently adopted coordinated population projections by Marion and Polk Counties.

### 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 *Salem Transportation System Plan* bases its planned investments on the land use framework established in the Comprehensive Plan.

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.