



SALEM TRANSPORTATION SYSTEM PLAN ELEMENTS

Guiding Principles of the 25-year Plan

PLAN HORIZON

The *Salem Transportation System Plan* works primarily on a 25-year planning horizon, taking us to the Year 2030. The Long-range Transportation Strategy of the Plan contains a long-range transportation planning strategy that extends beyond the 25-year horizon. There are several reasons for having a 25-year planning horizon for detailed planning:

- A horizon of 25 years is considered a reasonable amount of time to reliably forecast trends in population, employment, and development;
- Allows for the time required to plan, design, and construct capital improvements;
- Provides for programming of future funds for implementation of programs and construction of capital improvements;
- Gives decision-making bodies a set of policies and standards for guiding the growth of the community over time, especially when responding to development applications; and
- It is the time frame required by the State Transportation Planning Rule and Federal planning guidelines.

PLAN ELEMENTS

In addition to a set of comprehensive transportation policies, there are 13 elements to the *Salem Transportation System Plan*:

Street System	Intercity Passenger Travel
Local Street Connectivity	Transportation Demand Management
Transportation System Management	Parking Management
Neighborhood Traffic Management	Freight Movement
Bicycle System	Transportation System Maintenance
Pedestrian System	Transportation Finance
Transit System	

PLAN ASSUMPTIONS

Every plan must be based on a set of assumptions. The assumptions that form the basis of the *Salem Transportation System Plan* deal with the methods used to develop information; parameters used to make decisions; and the general philosophy of how to approach problems and regulatory guidelines.



POPULATION, EMPLOYMENT DATA

The *Salem Transportation System Plan* is based on the population estimates produced by the Salem-Keizer Area Transportation Study (SKATS). SKATS develops these estimates for use in the region's traffic model. Data used to develop the estimates comes from the Oregon Office of Economic Analysis, the Portland State University Center for Population Research, and forecasts prepared as part of local planning efforts. Other population information is provided directly from U.S. Census data. Employment estimates are provided from a variety of sources and compiled into a regional forecast produced by SKATS. Estimates and forecasts for population and employment are contained in the Introduction of this document.

LAND USE ASSUMPTIONS

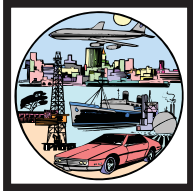
The *Salem Transportation System Plan* is based on the land use designations found in the currently adopted *Salem Area Comprehensive Plan*. The Plan is also based on the continuation and static delineation of the existing Salem-Keizer Urban Growth Boundary. The amount of developable land is based on the inventory provided by the Salem Community Development Department, found in the Introduction. The rate of land development for the Plan is based on the absorption rates used in the current regional traffic analysis model produced by SKATS. It is assumed that opportunities for redevelopment of land within the current Urban Service Area (USA) and infill development will increase as land supply decreases within the Urban Growth Boundary (UGB), especially towards the latter half of the 25-year planning horizon.

TRAVEL DEMAND ASSUMPTIONS

It is assumed that the citizens and businesses of Salem will follow the same general travel behavior experienced elsewhere within the Salem-Keizer region. Travel demand forecasts are based on those derived from the regional traffic analysis model produced by SKATS. The travel demand used to identify deficiencies in the transportation system over the next 25 years is based on the continuation of current trends in driving behavior. Travel demand based on total or partial compliance with the vehicle-miles-traveled (VMT) per capita reduction requirement of the State Transportation Planning Rule is not used as a base forecast to identify deficiencies. Although an analysis completed by SKATS indicates that many, if not all, of the projects identified in both the *Regional Transportation System Plan* and *Salem Transportation System Plan* are needed even with a 5 percent reduction in VMT per capita.

TRAFFIC DEMAND AND MODAL SHARE

Although the *Salem Transportation System Plan* stresses increased mobility for all travel modes, the Plan takes a conservative approach in estimating vehicle traffic demand. Street system planning is based on the assumption that current trends will continue into the future as discussed in the Introduction. It is expected that with increased availability of bicycle facilities, sidewalks, transit service, carpooling, and other travel demand management measures, that the number of people using these modes will increase. It is an objective of this Plan for the Salem Urban Area to achieve a minimum of a 9 percent increase in work trips, a total of 25 percent, using modes other than the single-occupant vehicle (SOV) by 2015. While this may seem like a small goal, its accomplishment will be contrary to current trends, which show continued gains in SOV travel. If this objective is met, it may delay the need for specific projects to be constructed in the time frame identified in the Plan.



GENERAL PHILOSOPHY

The *Salem Transportation System Plan* follows the general philosophy that it is the responsibility of the community to provide increased mobility opportunities for all travel modes. As a comprehensive system of multimodal facilities is developed, more choices for travel will be available for people and services, thereby reducing reliance on any single mode of travel. This Plan does not attempt to make people change their auto-oriented travel behavior without first providing safe and convenient travel alternatives.

This Plan takes an incremental approach to planning for capital improvements, the philosophy being that improvements should attempt to solve identified safety problems first or simultaneously with system capacity improvements. Improvement projects must be multimodal whenever possible. Capacity improvements should be designed to solve identified deficiencies in the least impactful manner possible. Improvements should be timed to when they are needed, avoiding the surplus provision of infrastructure.

REGULATORY COMPLIANCE

Despite today's increasingly complex regulatory environment, the *Salem Transportation System Plan* attempts to comply with every aspect of Federal, State, and local laws, statutes, codes, and administrative rules.

Comprehensive Transportation Policies

The *Salem Area Comprehensive Plan* contains a chapter that has a comprehensive transportation goal and several supportive policies. The main emphasis of the comprehensive goal and policies is to guide City transportation-related decisions with a firm policy background in such areas as: overall system design, growth management, multimodalism, regional mobility, connectivity, circulation, efficiency, safety, accessibility, economic development, neighborhood liveability, aesthetics, and citizen involvement. The goal and policies reflect an emphasis put on reducing our reliance on the SOV.

The following goal and policies, where different, are to replace those currently contained in Section IV.J. of the *Salem Area Comprehensive Plan* document:

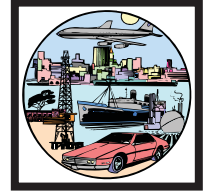
I. TRANSPORTATION

GOAL: To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.

POLICIES:

Salem Transportation System Plan

1. The *Salem Transportation System Plan* shall contain goals, objectives, policies, plan maps, and project lists that will guide the provision of transportation facilities and services for the Salem Urban Area. Local governments shall cooperatively develop the *Salem Transportation System Plan* to serve as the transportation planning component of the *Salem Area Comprehensive Plan*. The *Salem Transportation System Plan* should contain the following plan elements:



- | | |
|----------------------------------|-----------------------------------|
| Street System | Intercity Passenger Travel |
| Local Street Connectivity | Transportation Demand Management |
| Transportation System Management | Parking Management |
| Neighborhood Traffic Management | Freight Movement |
| Bicycle System | Transportation System Maintenance |
| Pedestrian System | Transportation Finance |
| Transit System | |

The City of Salem *Airport Master Plan* shall be adopted as a separate planning document.

2. The *Salem Transportation System Plan* shall be updated, as necessary, to remain consistent with other City of Salem, regional, and statewide plans.

Regional Mobility

3. A balanced system of transportation facilities and services shall be designed to meet the regional travel patterns and mobility needs of residents, businesses, and industries.

Multimodal Transportation System

4. The transportation system for the Salem Urban Area shall consist of an integrated network of facilities and services for a variety of motorized and nonmotorized travel modes.

Connectivity and Circulation

5. The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Supportive of Land Use Plan Designations and Development Patterns

6. The provision of transportation facilities and services shall reflect and support land use designations and development patterns as identified in the *Salem Area Comprehensive Plan*. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand, residential densities, retail, and employment centers.
7. Local governments shall develop integrated land use and transportation plans that help improve livability by promoting changes in land use patterns and the transportation system that makes it more convenient for people to walk, bicycle, use transit, and drive less to meet their daily needs.
8. Local governments shall encourage the expansion of transit services throughout and beyond the Salem Urban Area, especially to areas of increased residential densities, major commercial concentrations, and large institutional and employment centers.

Growth Management

9. The construction of transportation facilities shall be timed to coincide with community needs, and shall be implemented in such a way as to minimize impacts on existing development.



10. Improvements to the transportation system, in addition to those in or abutting a development, may be required as a condition of approval of subdivisions and other intensifications of land use.
11. To mitigate traffic impacts placed on areawide transportation facilities by new development, Transportation System Development Charges, as defined by *Oregon Revised Statutes* and local government ordinances, may be collected.

Decreased Reliance on the SOV

12. Local governments within the Salem Urban Area shall develop multimodal plans, services, and programs that decrease reliance on the SOV as the dominant means of travel.

System Efficiency

13. The implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be evaluated as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before widening projects are constructed.
14. The *Salem Transportation System Plan* shall identify methods that citizens can use to commute to work and decrease overall traffic demand on the transportation system. Such methods include transit ridership, telecommuting, carpooling, vanpooling, flexible work schedules, walking, and bicycling.

Transportation Safety

15. Local governments within the Salem Urban Area shall make as a high priority the planning, design, construction, and operation of a safe transportation system for all modes of travel including minimizing conflicts between different travel modes.

Public Safety

16. The rapid and safe movement of fire, medical, and police vehicles shall be an integral part of the design and operation of the transportation system.

Accessibility for People with Disabilities

17. The transportation system shall be designed with consideration of the needs of people with disabilities by meeting the requirements set forth in the Americans With Disabilities Act.

Economic Development

18. Supportive of the mobility needs of businesses and industries, the transportation system shall consist of the infrastructure necessary for the safe and efficient movement of goods, services, and people throughout the Salem Urban Area. The *Salem Transportation System Plan* shall include consideration of the area's rail, aviation, inland marine, pipeline, and truck movement network. The Plan shall include ways to facilitate the intermodal transfer of freight in the area.
19. The *Salem Transportation System Plan* shall identify methods that employers can use to better facilitate the commute of their employees, encourage employees to use alternative travel modes other than the SOV, and decrease their needs for off-street parking.



Neighborhood Liveability

20. Transportation facilities shall be designed and constructed to minimize noise; energy consumption; neighborhood disruption; economic losses to the private or public economy, and social, environmental, and institutional disruptions; and to encourage the use of public transit, bikeways, and walkways.

Aesthetics and Landscaping

21. Aesthetics and landscaping shall be considered in the design of the transportation system. Within the physical and financial constraints of the project, landscaping, and where appropriate, public art, shall be included in the design of the transportation facility. Various landscaping designs, plants, and materials shall be utilized by local governments, private entities, or individuals to enhance the liveability of the area.
22. Major gateway points into the city enhance the impression of the area's beauty and vitality. The *Salem Transportation System Plan* shall identify major gateway points into the city of Salem.

Citizen Involvement

See Section B, General Development, Policy 1. Citizen Involvement of the Salem Area Comprehensive Plan.

Intergovernmental Coordination and Consistency

23. Local governments within the Salem Urban Area shall coordinate their transportation planning and construction efforts with those of the SKATS, the State of Oregon Department of Transportation, the Salem Area Mass Transit District, and each other. Local transportation plans will be consistent with those developed at the regional and State level. The *Regional Transportation System Plan* shall be adopted as a detailed plan of the *Salem Revised Code*.

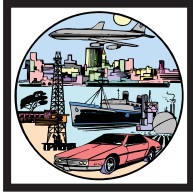
Environment

24. The City shall take proactive measures to reduce the environmental impacts from transportation programs and projects by ensuring that environmental resources are identified and evaluated for impacts early in the planning stage. Design, construction, and maintenance activities should avoid, minimize, or mitigate adverse environmental impacts. Where appropriate, the City shall look for cooperative opportunities with other public and private organizations to enhance the natural environment as a component of transportation projects and maintenance activities.

Airport Compatibility

The scope of the Salem Transportation System Plan does not cover Airport and Land Use Policies. The following are a restatement of previous Comprehensive Plan airport policies:

25. Land Uses around McNary Airport shall be required to provide an environment compatible with the airport and its operation and which will not be adversely affected by noise and safety problems. Appropriate development regulations shall be adopted as the City of Salem identifies suitable technical and procedural measures.
26. Because of the potential hazards to airborne aircraft, land uses beneath designated approach surfaces within 10,000 feet of the end of McNary Field runways shall not create water impoundments accessible by waterfowl.



27. Commercial uses and other uses that result in concentrations of people shall be prohibited within the clear zones of the runways at McNary Field, to avoid danger to the public safety by potential aircraft accidents.

