



# PLAN IMPLEMENTATION

## Need for Implementation

Once developed, a plan is still just a collection of words and good intentions. It has no effectiveness unless its goals, objectives, and policies are adopted as a foundation for decision making. Its recommended projects and programs will not be constructed unless designed and financed. In essence, a plan is only as good as the actions taken to implement it.

## Legal Basis of the *Salem Transportation System Plan*

Implementing the *Salem Transportation System Plan* begins with the adoption of the plan as a support document of the *Salem Area Comprehensive Plan*. The *Salem Transportation System Plan* is adopted by City Council as a Detailed Plan of the *Salem Revised Code*. State Administrative Rule (OAR 660-11-045) requires portions of the *Salem Transportation System Plan* to be adopted as part of the City's *Public Facilities Plan*, an element of the *Salem Area Comprehensive Plan*; and, therefore, have the same effect as provisions of the Comprehensive Plan.

Adopted neighborhood plans and the *Salem Transportation System Plan* are to be consistent, thereby avoiding conflicts between citywide needs and neighborhood interests. When new studies or neighborhood plans develop recommendations that would improve upon the *Salem Transportation System Plan*, the Plan can be amended to reflect those changes. Amendments to the Plan require a public hearing and vote of approval by City Council.

## Policy Foundation for Decision Making

The *Salem Transportation System Plan* provides the policy foundation for City decision makers, advisory bodies, and citizens. The goals, objectives, and policies of the Plan are to be considered in all decision-making processes mandated by State law, acknowledged plans, and land use regulations. Specifically, the Plan is to guide decisions involving:

- **The Function and Location of Streets**

The Plan describes, through the use of maps and descriptions, the classification or function of all public streets within the Salem Urban Area. It also describes the approximate alignment of all streets and extensions of existing streets.

- **Land Use Development**

The Plan contains policies and recommendations that require new development to provide adequate accessibility for all travel modes within its development, or in coordination with existing and new developments. Street design guidelines contained in the Plan allow for adequate right-of-way dedication. The Plan also contains recommended land use alternatives that support walking, bicycling, and transit ridership. This is a Major Facility Plan, as defined in the Urban Growth Management Program of the *Salem Revised Code* (SRC Chapter 66). As such, it is one component in the process that guides the development of new street system elements as development occurs.

- **Transportation Programs**

This Plan identifies measures and programs that should be undertaken to increase mobility for all travel modes, reduce congestion, and improve air quality. A major focus of these programs is to reduce our community's reliance on the single-occupant automobile, especially for work commute trips.



- **Capital Investments**

The project and program recommendations contained within the Plan form the basis from which projects are placed into the *Capital Improvement Program*, *Regional Transportation Improvement Program*, and annual City budgets. The projects and programs awaiting funding in the *Capital Improvement Program* must be consistent with the needs identified in the *Salem Transportation System Plan*.

- **Funding Priorities**

The projects and programs recommended in the Plan are prioritized based on need and general time frame. These priorities should be considered when preparing funding scenarios and bond measures. It is understood that priorities may change over time, and other factors need to be considered when preparing funding and construction priorities.

## **Relationship with the *Capital Improvement Program***

The *Capital Improvement Program* (CIP) is a five-year implementation plan for the City's capital construction projects. The CIP is also the central reference document for all unfunded public capital infrastructure projects identified from adopted master plans. The major transportation-related projects contained in the CIP shall be derived from the projects and needs identified in the *Salem Transportation System Plan*. All transportation projects contained in the CIP, whether major or minor, must be consistent with the goals, objectives, policies, and needs identified in the *Salem Transportation System Plan*. While open to neighborhood and citizen input, the formation of each edition of the CIP should not result in a parallel transportation planning process.

## **Relationship with Land Use Actions and Development Review**

In accordance with requirements contained in the State Transportation Planning Rule and the *Salem Revised Code*, the adopted goals, objectives, policies, projects, and maps of the *Salem Transportation System Plan* must be considered and applied toward the review and approval of specified land use actions and development applications. This means that applications submitted for such actions as Comprehensive Plan Map amendments, zone changes, conditional use permits, subdivision review, and land partitions need to include findings that show how the application is in conformance with the tenets of the *Salem Transportation System Plan*. City staff need to review these findings for conformity.

## **Component of Regional and Statewide Transportation Plans**

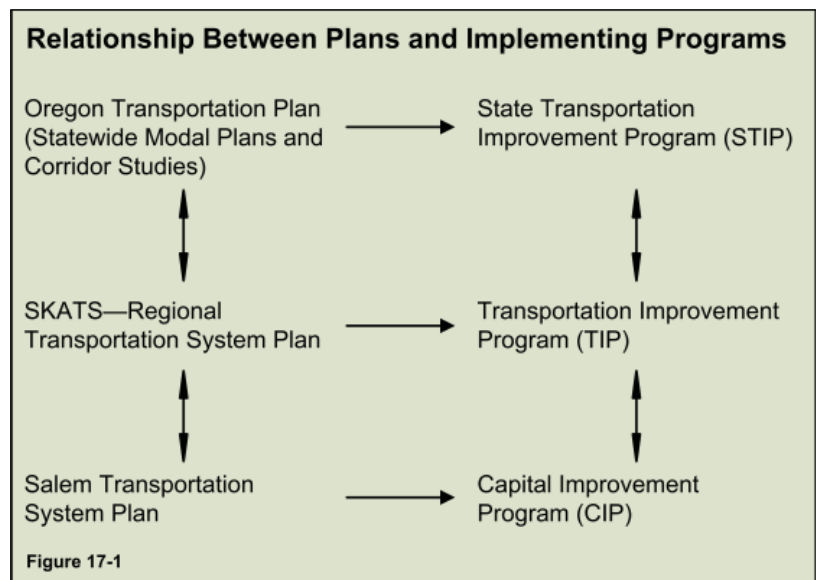
The *Salem Transportation System Plan* has been developed in concert with recent revisions to the transportation plans of neighboring jurisdictions. These jurisdictions include: City of Keizer, Marion County, Polk County, and the Salem Area Mass Transit District. Upon their completion, the entire region will have a uniformly consistent array of transportation plans. The glue that holds all of the local transportation plans together is the recently adopted *Regional Transportation System Plan*, produced by the Salem-Keizer Area Transportation Study. Because of the required conformity between the *Salem Transportation System Plan* and the *Regional Transportation System Plan*, City Council will adopt the Regional Plan after it adopts the Salem Plan. The City Council will also have to vote approval of the transportation system plans of the individual jurisdictions within the region. Likewise, the affected jurisdictions will have to approve the Salem Plan.



## Transportation Improvement Programs

Just as the CIP is an implementing document for the *Salem Transportation System Plan*, the *Transportation Improvement Program* (TIP) is the implementing mechanism for the *Regional Transportation System Plan*. The TIP contains all projects of regional significance from each of the region’s local jurisdictions. Projects requiring the participation of State or Federal funds must be included in the TIP. All projects of regional significance must also be evaluated for conformity with State and Federal air quality standards. Project priorities and the assignment of Federal funds are reviewed by the Policy Committee of the Salem-Keizer Area Transportation Study, which consists of elected officials from each participating local jurisdiction, and the Oregon Department of Transportation. The TIP is updated annually. Projects and programs identified in the *Salem Transportation System Plan* will constitute a significant portion of the TIP.

State highways play a significant role in the Salem street system. Projects that are identified in the TIP on State highways, and other projects or programs requiring State or Federal funding, must be included in the State Transportation Improvement Program (STIP). The STIP is the implementation mechanism of the Oregon Transportation Plan, Statewide Modal Plans, and Corridor Studies. It is through the STIP document that capital projects and transportation programs are prioritized and funded. The STIP is updated every two years to reflect changing statewide needs. There are several projects and programs contained in the *Salem Transportation System Plan* that will also be included in current and future STIPs.



## Other Implementation Mechanisms

In addition to the CIP, the tenets of the *Salem Transportation System Plan* will be implemented through various transportation-related sections of the *Salem Revised Code*. The *City of Salem Design Standards* will be used as a basis for the design of all capital construction projects. Administrative procedures will be implemented through the *City of Salem Department of Public Works Departmental Policies*. All three of these documents will be reviewed and revised for conformity after adoption of the *Salem Transportation System Plan*.

## Amending the Salem Transportation System Plan

With the detailed elements of the 25-year plan and the broader principles contained in the long-range strategy, the *Salem Transportation System Plan* is designed to be relevant for a long time. However, like all plans, over time circumstances change, assumptions become modified, and new priorities are developed. Even small changes in a plan can make a printed document obsolete. The *Salem Transportation System Plan* is designed to be a “living document,” where changes can be incorporated over time without difficulty.



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## AMENDMENT PROCESS

It is recommended that proposed amendments to the *Salem Transportation System Plan* be considered during the fall of each year. This will allow amendments to be adopted prior to the preparation process of the next year's edition of the *CIP* and City budget. Amending the Plan on an annual basis provides for an organized, thoughtful process, and avoids piecemeal changes to the Plan.

## Goal, Objectives, and Policies

The City of Salem shall have the following goal, objectives, and policies to implement the *Salem Transportation System Plan*:

**GOAL: To implement the adopted goals, objectives, policies, projects, and programs of the Salem Transportation System Plan.**

### Objective No. 1

To provide a legal basis and foundation for decision making in transportation-related issues.

#### Policy 1.1 Policy Foundation for Decision Making

The *Salem Transportation System Plan* shall be used as the legal basis and policy foundation for all City decision makers, advisory bodies, and citizens in issues related to transportation. The goals, objectives, policies, principles, maps, and recommended projects shall be considered in all decision-making processes that impact, or are impacted by, the transportation system, as required by law.

#### Policy 1.2 Specific Guidance

The *Salem Transportation System Plan* shall be used to:

1. Describe the classification or function of all public streets within the Salem Urban Area. It shall be used to describe the approximate alignment of all new collector and arterial streets, including selected local streets, and extensions of existing streets. Policies found in the Plan shall be used to develop connective local street circulation patterns.
2. Require, as provided by law, new development to provide adequate accessibility for all travel modes within its development and in coordination with existing and other new developments. Street design guidelines contained in the Plan are to be used to secure adequate amounts of public rights-of-way.
3. Identify measures and programs that should be undertaken to increase mobility for all travel modes.
4. Form the basis from which projects are placed into the City's CIP and other regional and statewide transportation improvement programs.
5. Establish funding and project construction priorities when preparing funding scenarios and City General Obligation Bond sales.



6. Evaluate proposed petition- and City-initiated right-of-way vacations based upon the criteria set forth in Policy 2.10 of the Street System Element of the Plan.

### **Policy 1.3 Standard Policy Citation Protocol**

For the purposes of consistency, the following protocol should be used when citing specific policies in the Plan:

Salem TSP, <Element>, <Policy>, <Sub-policy>, <page #>.

### **Objective No. 2**

Serve as the basis for placing projects and programs into transportation improvement programs.

### **Policy 2.1 Relationship with CIP**

The Salem CIP shall derive its projects from those projects and needs identified in the *Salem Transportation System Plan*. All transportation projects contained in the CIP must be consistent with the goals, objectives, policies, and needs identified in the *Salem Transportation System Plan*.

### **Policy 2.2 Other Transportation Improvement Programs**

Those projects and programs contained in the *Salem Transportation System Plan* of regional or statewide significance, or requiring the use of State or Federal funding, shall be included in the *Regional Transportation Improvement Program* and *Statewide Transportation Improvement Program*.

### **Objective No. 3**

Consideration in all pertinent land use actions and development reviews.

### **Policy 3.1 Land Use Actions and Development Review**

The goals, objectives, policies, standards, and maps contained in *Salem Transportation System Plan*, and its implementing ordinances, shall be considered and applied towards the review and approval of all land use actions and development applications. Applications need to contain findings that show how the proposed land use action or development is in conformity with the *Salem Transportation System Plan*.

### **Policy 3.2 Relationship to Other City Standards**

The *Salem Transportation System Plan* shall be used as the basis for other implementing standards and ordinances. The *City of Salem Design Standards* and *City of Salem Standard Construction Specifications* shall be the basis for the design of all capital construction projects. Administrative procedures shall be implemented through the *City of Salem Public Works Departmental Policies*. These documents must be consistent with the adopted tenets of the *Salem Transportation System Plan*.



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## Objective No. 4

A regularly updated and current transportation plan, amended to reflect changing circumstances and opportunities.

### Policy 4.1 Amending the Plan

The following process shall be used to amend the *Salem Transportation System Plan*:

1. Amendment proposals are initiated by persons, neighborhood associations, City staff, Planning Commission, or City Council.
2. City staff will review the proposed amendments as to intent, impact on the overall transportation system, fiscal impact, feasibility, and conformity with the plans of other local jurisdictions, *Regional Transportation System Plan*, and statewide plans and regulations.
3. If the proposed amendment is considered area-specific, as opposed to citywide, City staff may present the proposed amendment to the affected neighborhood association(s) prior to presentation to the Planning Commission.
4. The proposed amendments presented to the Salem Planning Commission will have a public hearing and will be attended by a recommendation.
5. The proposed amendments will then be presented to the Salem City Council for a public hearing and potential adoption during a prescribed time period every two years beginning in 2002.
6. Individual amendments to the Salem TSP may be entertained between the biennial process if the issue is of an urgent nature or represents a unique opportunity that cannot be postponed until the planned amendment process takes place.

### Policy 4.2 Using Performance Measures to Evaluate Plan's Effectiveness

In support of the Plan amendment process, the City shall periodically compile information to be analyzed to measure the performance of the City's transportation system and evaluate the effectiveness of the Plan's policies, programs, and projects. The information gathered will focus on measuring progress towards the following citywide indicators: mobility, accessibility, safety, livability, and infrastructure performance. A complete list of measures is found in Table 17-1.



**Table 17-1 Performance Measures**

<b>Performance Indicator</b>	<b>Measure</b>
Mobility	Average travel time for work trips
	Average peak period speeds on arterial streets
	Average peak period travel times on arterial streets
	Total hours of delay for peak travel periods
Accessibility	Mode share for commute trips by all travel modes
	Mode share for all trips by all travel modes
	Percent of population living within ¼ mile of a transit route
	Total daily transit revenue hours of service
Safety	Fatalities in Salem per million vehicle miles traveled
	Injury crashes in Salem per million vehicle miles traveled
	Property damage crashes per million vehicle miles traveled
	Crashes by travel mode
Livability	Total vehicle miles traveled (VMT)
	Vehicle miles traveled per capita
	Estimated amount of nonresidential off-street parking
Infrastructure Performance	Condition of street pavement
	Miles of bicycle lanes
	Miles of sidewalks
	Number of transit shelters

