

**TO:** Dan Atchison, City Attorney  
Legal Department

**THROUGH:** Peter Fernandez, PE, Director  
Public Works Director

**THROUGH:** Robert Chandler, PE, Assistant Director  
Public Works Department

**THROUGH:** Kevin Hottmann, PE, City Traffic Engineer  
Public Works Department

**FROM:** Tony C. Martin, PE, Assistant City Traffic Engineer  
Public Works Department

**DATE:** March 27, 2020

**SUBJECT:** **PacTrust Traffic Impact Analysis Discussion**

*Salem Revised Code* CHAPTER 803 – STREETS AND RIGHT-OF-WAY IMPROVEMENTS

Sec. 803.015. - Traffic Impact Analysis.

- (a) Purpose. The purpose of a traffic impact analysis is to ensure that a development generating a significant amount of traffic provides the facilities necessary to accommodate the traffic impacts of the proposed development.
- (b) Applicability. An applicant shall provide a traffic impact analysis if one of the following conditions exists:
- (1) The development will generate 200 or more daily vehicle trips onto a local street or alley, or 1,000 daily vehicle trips onto a Collector, Minor Arterial, Major Arterial, or Parkway. Trips shall be calculated using the adopted Institute of Transportation Engineer's Trip Generation Manual. For developments involving a land division, the trips shall be calculated based on the proposed development that will occur on all lots that will be created by the land division.

**The proposed development generates in excess of 1,000 daily trips and has access to a Parkway, Major Arterial and a Collector. This criterion is met.**

- (2) The increased traffic resulting from the development will contribute to documented traffic problems, based on current accident rates, traffic volumes or speeds, and identified locations where pedestrian and/or bicyclist safety is a concern.

**There are no documented traffic problems based on current accident rates, traffic volumes or speeds, and no identified locations where there is a pedestrian and/or bicyclist safety concern.**

- (3) City has performed or reviewed traffic engineering analyses that indicate approval of the development will result in levels of service of the street system that do not meet adopted level of service standards.

**A 2007 Comprehensive Plan Change and Zone Change (CPC/ZC) provided an analysis that shows the level of service at the identified intersections can be mitigated to meet the adopted level of service standards.**

- (c) Improvements may be required. On-site and off-site public or private improvements necessary to address the impacts identified in the traffic impact analysis may be required as conditions of development approval. Improvements include, but are not limited to, street and intersection improvements, sidewalks, bike lanes, traffic control signs and signals, parking regulation, access controls, driveway approach location and design, and street lighting.

**The 2007 CPC/ZC identified all the required improvements to mitigate the traffic generated from a “shopping center” that could be developed on this site.**

- (d) Exception. An exception to the requirement for a traffic impact analysis may be granted for development that generates more than the trips specified in subsection (b)(1) of this section if the Director determines the traffic impact analysis is not necessary to satisfy the purposes set forth in subsection (a) of this section.

**The Director has determined that SRC 803.015(d) applies in this case, even though the criterion in SRC 803-015(b)(1) is met. The improvements to accommodate the traffic impacts from the proposed development were identified in their Traffic Impact Analysis (TIA) and conditioned to this property as part of the 2007 Comprehensive Plan Change and Zone Change (CPC/ZC)].**

The applicant requested a scope of work for an updated TIA to ensure the proposed use's traffic generation was within the bounds of the 2007 CPC/ZC. The City and the applicant's traffic engineer scoped the same intersections that were evaluated in the 2007 CPC/ZC to ensure a fair comparison using the same peak traffic hours (PM PEAK). The intersection of Commercial Street SE and Kuebler Boulevard SE was not included in the 2018 analysis because the City had a Capitol Improvement Project that rebuilt the intersection and added right-turn lanes and double left-turn lanes on all approaches. There is no additional mitigation required at this intersection.

Consistent with Section 6.33 of the City of Salem Administrative Rule 109, Division 6, “Street Design Standards” this analysis evaluated the projected year of opening of the development because the use is allowed under existing zoning. The traffic data used was collected within two years of submittal consistent with the 2007 CPC/ZC case; the analysis evaluated only the PM peak hour traffic.

The TIA that was submitted also considered and evaluated in-process traffic from other development proposals that are approved or contemplated to be operational at the day of opening to show a reasonable worst case. This is NOT a requirement of Section 6.33. The City had made it clear that a traffic signal would not be supported for the main site driveway onto 27<sup>th</sup> Street SE. The new TIA was used to evaluate the operations at the proposed driveway to 27<sup>th</sup> Street SE, and determine options other than a traffic signal that could serve the developments traffic. The analysis showed the most appropriate traffic control at the driveway to 27<sup>th</sup> Street SE is a roundabout. It provides good traffic operations and serves both properties on the east and west sides of 27<sup>th</sup> Street SE.

The 2007 CPC/ZC evaluated a “shopping center” and identified a list of improvements to fully mitigate the full build-out of this site in the planning horizon year. Nearly all the required mitigations have been constructed. Any outstanding improvements identified in the 2007 analysis will be conditioned with this development and constructed prior to occupancy.

The City’s position is the TIA that was submitted in 2018 was to verify that the traffic generated by the proposed development did not exceed volumes that were approved in the 2007 CPC/ZC and to analyze the driveway access to 27<sup>th</sup> Street SE.

cc: File