

ORDINANCE BILL NO. 15-23

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.** Salem Revised Code (SRC) 64.020(f)(2) establishes the criteria under which a minor comprehensive plan amendment may be made:

(A) The amendment does not significantly change or amend key principles or policies in the comprehensive plan;

**Finding:** The Salem Transportation System Plan (TSP), Street System Element, Policy 1.5, System of Collector Streets, states, “The City’s street system shall contain a network of collector streets that serve to connect local traffic to and from the arterial system.” According to the TSP, Street System Element Table 3-1, City of Salem Street Classification and Basic Design Guidelines, a collector street primarily distributes traffic between neighborhoods, activity centers, and the arterial street system while also providing property access. The loop extension to Doaks Ferry Road NW maintains that collector street connection that was previously served by Landaggard Drive NW. Area travel distances will be roughly equivalent. The route to the signalized Doaks Ferry Road NW/Orchard Heights Road NW intersection will be nearly identical. For these reasons the amendment satisfies this criterion.

(B) The amendment does not require substantial changes to plan language to maintain internal plan consistency;

**Finding:** The amendment requires minor changes to seven maps, one paragraph of text, and one table. Substantial changes are not needed and the amendment satisfies this criterion.

(C) The amendment does not require significant factual or policy analysis;

**Finding:** The loop connection to Doaks Ferry Road NW would perform the same function as the planned connection to Orchard Heights Road NW through Landaggard Drive NW. The Colorado Way NW extension to Doaks Ferry Road NW would fulfill the same function of providing a connected street network. Area travel distances would be roughly equivalent and traffic heading towards the traffic signal at Doaks Ferry Road NW and Orchard Heights Road

1 NW intersection would benefit with the Doaks Ferry Road NW connection occurring as a  
2 right turn, instead of a left turn onto Orchard Heights Road NW. The amendment satisfies  
3 Transportation Goals 2 and 4 in the *Salem Area Comprehensive Plan*:

4 “T.2. Complete Streets Goal: Provide a comprehensive system of streets and highways  
5 that serves the mobility and multimodal travel needs of persons of all ages, abilities, and  
6 circumstances in the Salem Urban Area. Ensure that the street system supports a diversity  
7 of transportation modes for all kinds of trips, including commuting, shopping, going to  
8 school, and recreating. Increase the resiliency of the transportation system to help ensure  
9 continued service and reduce risks to people following seismic events and other hazards.”

10 “T.4. Local Connectivity Goal: Provide an interconnected local street system that allows  
11 for dispersal of traffic, encourages a mix of travel modes, reduces the length of trips, and  
12 increases opportunities for people to walk and bike.”

13 The realigned collector street will be developed with sidewalks and bike lanes thereby  
14 supporting mobility and multimodal travel needs. Maintaining Landaggard Drive NW as a  
15 local street, together with the construction of a new collector street alignment, supports the  
16 goal of local connectivity. The amendment satisfies this criterion.

17 (D) *The amendment is in the public interest of the public health, safety, and welfare of the City;*

18 **Finding:** Comprehensive Transportation Policy 15, Transportation Safety, states: “Local  
19 governments within the Salem Urban Area shall make as a high priority the planning, design,  
20 construction, and operation of a safe transportation system for all modes of travel including  
21 minimizing conflicts between different travel modes.”

22 Traffic on area roads increases toward the urban area located to the east. Connecting to  
23 Doaks Ferry Road NW allows the highest-volume portion of this route to be constructed to  
24 the City’s collector standard with bicycle lanes and sidewalks, rather than relying on a  
25 segment of Landaggard Drive NW that was built to a rural standard. Traffic heading toward  
26 the traffic signal will benefit from the Doaks Ferry Road NW connection occurring as a right  
27 turn instead of a left turn onto Orchard Heights Road along a downhill segment at a school  
28 entrance. For these reasons, the amendment satisfies this criterion.

29 (E) *The amendment conforms to the applicable statewide planning goals and applicable  
30 administrative rules adopted by the Department of Land Conservation and Development.*

1           **Goal 1: Citizen Involvement**

2           **Finding:** The amendment process complies with Goal 1 because residents were provided  
3 opportunities for input as required by SRC 300.1110. The amendment satisfies this criterion.

4           **Goal 2: Land Use Planning**

5           **Finding:** The Salem Area Comprehensive Policies Plan includes the following goal  
6 statement: “Develop and maintain an integrated, equitable multimodal transportation network  
7 that promotes safe, convenient, efficient travel for every user and contributes directly to the  
8 health, economic vitality and equality of life of all residents, especially the most vulnerable,  
9 and the broader community.” The Salem TSP is a component of the Salem Area  
10 Comprehensive Plan and is the document that contains goals, objectives, policies, plan maps,  
11 and project lists to guide provision of transportation facilities and services in the Salem area.  
12 The amendments proposed support the overall goal to develop and maintain an integrated,  
13 equitable multimodal transportation network that promotes safe, convenient, and efficient  
14 travel for every user. Shifting the alignment of the collector street to connect to Doaks Ferry  
15 Road NW instead of Orchard Heights NW improves safety by moving the majority of the  
16 new traffic away from the high school entrance and directing the highest-volume portion of  
17 this route to a new street that will be constructed to the City’s collector standard with bicycle  
18 lanes and sidewalks, rather than relying on a segment of Landaggard Drive NW that was  
19 built to a rural standard. Traffic heading toward the traffic signal will benefit from the Doaks  
20 Ferry Road NW connection occurring as a right turn instead of a left turn onto Orchard  
21 Heights Road along a downhill segment at a school entrance. The amendment satisfies this  
22 criterion.

23           **Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces**

24           **Finding:** The proposed change to the collector street alignment does not eliminate the  
25 requirement for future development on the surrounding property to meet the requirements of  
26 SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), SRC Chapter  
27 808 (Preservation of Trees and Vegetation), SRC Chapter 71 (Stormwater), and SRC Chapter  
28 230 (Historic Preservation). Additionally, the right-of-way required for a collector street is  
29 the same as what is required for a local street (60 feet). If the collector street alignment is not  
30 changed, a local street would be constructed in the same location. Stormwater treatment will

1 be required for the additional roadway width constructed to incorporate bike lanes as part of  
2 the extension of Colorado Drive NW to Doaks Ferry Road NW. The amendment satisfies this  
3 criterion.

4 **Goal 6: Air, Water and Land Resources Quality**

5 **Finding:** The proposed amendment to shift the collector street alignment does not eliminate  
6 the requirement for future development of the surrounding property to meet the requirements  
7 of SRC Chapter 808 (Preservation of Trees and Vegetation), SRC Chapter 809 (Wetlands),  
8 SRC Chapter 601 (Floodplain Overlay Zone), SRC 71 Chapter (Stormwater), and SRC  
9 Chapter 810 (Landslide Hazards). These existing regulations aim to protect the quality of air,  
10 water, and land resources. The proposed amendment therefore conforms with this goal.

11 **Goal 7: Areas Subject to Natural Disasters and Hazards**

12 **Finding:** The proposed amendment to the TSP does not eliminate requirements for future  
13 development on surrounding properties to meet the requirements of SRC Chapter 808  
14 (Preservation of Trees and Vegetation), SRC Chapter 809 (Wetlands), SRC Chapter 601  
15 (Floodplain Overlay Zone), SRC Chapter 810 (Landslide Hazards), and SRC Chapter 71  
16 (Stormwater). These existing regulations aim to avoid or minimize risks to people and  
17 property from natural hazards. The proposed amendment therefore conforms with this goal.

18 **Goal 8: Recreational Needs**

19 **Finding:** The Salem Comprehensive Parks System Master Plan was adopted on May 13,  
20 2013. The Comprehensive Parks System Master Plan does not identify any proposed parks in  
21 the area of the proposed TSP amendment. Straub Nature Park is located across Doaks Ferry  
22 from the realigned collector street. The new alignment will provide an access route for  
23 people to access this existing park. The proposed amendment therefore conforms with this  
24 goal.

25 **Goal 9: Economic Development**

26 **Finding:** The proposed TSP amendment supports the goals included in the Salem Area  
27 Comprehensive Policies Plan to develop and maintain an integrated, equitable multimodal  
28 transportation network. The property surrounding the proposed TSP amendment is  
29 designated for residential development in the Comprehensive Plan. The extension of  
30 Colorado Drive NW to connect to Doaks Ferry Road NW as a collector street will provide an

1 opportunity for a future local street connection to the south to serve property designated for  
2 mixed-use development located in the northwest quadrant of the intersection of Doaks Ferry  
3 Road NW and Orchard Heights Road NW. The mixed-use designation allows a wide range  
4 of commercial uses, including retail sales, personal services, and offices. Therefore, the  
5 proposed amendment conforms with this goal.

6 **Goal 10: Housing**

7 **Finding:** The proposed amendment to the TSP supports development of an integrated,  
8 equitable multimodal transportation network. The shift in alignment supports development of  
9 the surrounding property that is designated and zoned for multi-family development. This  
10 change in the collector street alignment supports multi-family development by moving the  
11 majority of the new traffic away from the high school entrance and directing the highest-  
12 volume portion of this route to a new street that will be constructed to the City's collector  
13 standard with bicycle lanes and sidewalks, rather than relying on a segment of Landaggard  
14 Drive NW that was built to a rural standard. The proposed amendment therefore conforms  
15 with this goal.

16 **Goal 11: Public Facilities and Services**

17 **Finding:** The proposed amendment supports the timely, orderly and efficient arrangement of  
18 public facilities to support urban development. The realignment of the collector street  
19 proposed in this amendment continues to support the planned development of water,  
20 wastewater, and stormwater facilities to serve urban development consistent with the  
21 comprehensive plan designations. The proposed amendment therefore conforms with this  
22 goal.

23 **Goal 12: Transportation**

24 **Finding:** The transportation goal, to provide and encourage a safe, convenient and economic  
25 transportation system, is implemented by Oregon Administrative Rules 660-012. This  
26 proposed amendment is considered an interim update per OAR 660-012-0012(2)(b) because  
27 it is not a major update and notice will be submitted prior to June 30, 2027. Therefore, the  
28 amendment is not required to bring the entire transportation system plan in compliance with  
29 all applicable regulations. Interim updates must comply with the applicable requirements in  
30 OAR 660-012. The proposed collector street alignment includes pedestrian facilities as

1 required by OAR 660-012-0510, bicycle facilities as required by OAR 660-012-0610, and  
2 supports the network of collector streets required by OAR 660-012-0810. Therefore this  
3 amendment conforms with Goal 12 as implemented by OAR 660-012.

4 **Goal 13: Energy and Conservation**

5 **Finding:** The proposed amendment supports the City’s Complete Streets Goal (Salem Area  
6 Comprehensive Policies Plan), to “Provide a comprehensive system of streets and highways  
7 that serves the mobility and multimodal travel needs of persons of all ages, abilities, and  
8 circumstances in the Salem Urban Area.” The provision of a collector street with bike lanes  
9 and sidewalks supports multimodal travel needs of residents in this area that is planned for  
10 high density, multi-family development. Therefore, the proposed amendment conforms with  
11 this goal.

12 **Goal 14: Urbanization**

13 **Finding:** The proposed amendment is consistent with Goal 14 because it supports  
14 development of an integrated, equitable multimodal transportation network within the Salem  
15 UGB.

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

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20 **Section 2.** *The Salem Transportation System Plan*, Street System Element, Bicycle System  
21 Element, and Pedestrian System Element are hereby amended as set forth in “Exhibit 1,” which  
22 is attached hereto and incorporated herein by reference.

23 **Section 3.** SRC 64.005 is amended to read as follows:

24 *Salem Transportation System Plan* means that certain document of that title adopted by  
25 Ordinance No. 64-98, enacted August 24, 1998; and amended by Ordinance 9-2000, enacted  
26 February 14, 2000; Ordinance No. 27-2001, enacted May 14, 2001; Ordinance No. 2-05, enacted  
27 January 25, 2005; Ordinance No. 11-05, enacted March 28, 2005; Ordinance No. 85-07, enacted  
28 July 9, 2007; Ordinance No. 119-07, enacted November 5, 2007; Ordinance No. 12-10, enacted  
29 April 26, 2010; Ordinance No. 20-12, enacted December 10, 2012; Ordinance No. 6-14, enacted  
30 May 27, 2014; Ordinance No. 1-16, enacted February 8, 2016; Ordinance No. 4-18, enacted

1 August 13, 2018; Ordinance No. 18-19, enacted January 13, 2020, ~~and~~ Ordinance No. 11-22,  
2 enacted August 24, 2022; and Ordinance No. XX-23, enacted *[insert date]*.

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

- 6 (a) Renumber sections and parts of sections of the ordinance;
- 7 (b) Rearrange sections;
- 8 (c) Change reference numbers to agree with renumbered chapters, sections, or other parts;
- 9 (d) Delete references to repealed sections;
- 10 (e) Substitute the property subsection, section, or chapter, or other division numbers;
- 11 (f) Change capitalization and spelling for the purpose of uniformity;
- 12 (g) Add headings for purposes of grouping like sections together for ease of reference; and
- 13 (h) Correct manifest clerical, grammatical, or typographical errors.

14  
15 PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

16 ATTEST:

17 City Recorder

18 Approved by City Attorney: \_\_\_\_\_

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21 Checked by: Julie Warncke  
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