



555 Liberty Street SE / Room 325 • PO Box 14300, Salem, OR 97309-0325 • Phone 503-588-6211 • Fax 503-588-6025

December 8, 2023

Si necesita ayuda para comprender esta información, por favor llame 503-588-6211.

NOTICE OF FINAL DECISION: Ordinance No. 15-23: Amendment to the Salem Transportation System Plan to reclassify Landaggard Drive NW to a local street and extend Colorado Drive NW east as a collector street to connect with Doaks Ferry Road NW.

YOU ARE HEREBY NOTIFIED that the City Council of the City of Salem adopted Ordinance No. 15-23 at the December 4, 2023, session. Ordinance No. 15-23 amends Salem Revised Code 64.005 to incorporate amendments to the Salem Transportation System Plan relating to Landaggard Drive NW and Colorado Drive NW.

Any person with standing may appeal the City Council's decision by filing a "Notice of Intent to Appeal" with the Land Use Board of Appeals, 775 Summer St NE, Suite 330, Salem OR 97301-1283, **not later than 21 days after December 8, 2023**. Anyone with questions regarding filing an appeal with the Oregon Land Use Board of Appeals should contact an attorney.

The complete case file is available for review at the Public Works Department, 555 Liberty St SE, Room 325, Salem OR 97301. If you have any further questions, you may contact the City of Salem Public Works Transportation Planning at 503-588-6211.

A handwritten signature in blue ink that reads "Julie Hanson".

Julie Hanson

Transportation Planning Manager

Attached: Ordinance No. 15-23

Transportation Operations, Utility Operations, and Engineering
1457 23rd St SE, Salem, OR
Mailing Address: PO Box 14300, Salem, OR 97309-1457
Phone 503-588-6270 • Fax 503-588-6480

Willow Lake Water Pollution Control Facility
5915 Windsor Island Road N, Keizer, OR
Mailing Address: PO Box 14300, Salem, OR 97309-5915
Phone 503-588-6380 • Fax 503-588-6387

1 **ENGROSSED ORDINANCE BILL NO. 15-23**

2 AN ENGROSSED ORDINANCE RELATING TO AMENDING THE SALEM
3 TRANSPORTATION SYSTEM PLAN; A COMPONENT OF THE SALEM AREA
4 COMPREHENSIVE PLAN; AND AMENDING SRC 64.005

5 *The City of Salem ordains as follows:*

6 **Section 1. Findings.** *Salem Revised Code (SRC) 64.020(f)(2) establishes the criteria under*
7 *which a minor comprehensive plan amendment may be made:*

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

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

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

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

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

25 **Finding:** *The Public Works Design Standards provide for a maximum eight percent grade*
26 *for collector streets. City Council approved an alternative street standard of up to twelve*
27 *percent for the new collector street in the consolidated land use decision for the six-lot*
28 *subdivision for Titan Hill Estates and Titan Hill Apartments. While the extension of*
29 *Colorado Drive NW as a collector street meets the applicable criteria, a collector street grade*
30

1 exceeding eight percent is not supportive of the goal of serving the mobility and multimodal
2 travel needs of all abilities.

3 The loop connection to Doaks Ferry Road NW would perform the same function as the
4 planned connection to Orchard Heights Road NW through Landaggard Drive NW. The
5 Colorado Way NW extension to Doaks Ferry Road NW would fulfill the same function of
6 providing a connected street network. Area travel distances would be roughly equivalent and
7 traffic heading towards the traffic signal at Doaks Ferry Road NW and Orchard Heights Road
8 NW intersection would benefit with the Doaks Ferry Road NW connection occurring as a
9 right turn, instead of a left turn onto Orchard Heights Road NW. The amendment satisfies
10 Transportation Goals 2 and 4 in the *Salem Area Comprehensive Plan*:

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

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

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

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

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

29 Traffic on area roads increases toward the urban area located to the east. Connecting to
30 Doaks Ferry Road NW allows the highest-volume portion of this route to be constructed to

1 the City’s collector standard with bicycle lanes and sidewalks, rather than relying on a
2 segment of Landaggard Drive NW that was built to a rural standard. Traffic heading toward
3 the traffic signal will benefit from the Doaks Ferry Road NW connection occurring as a right
4 turn instead of a left turn onto Orchard Heights Road along a downhill segment at a school
5 entrance. For these reasons, the amendment satisfies this criterion.

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

8 **Goal 1: Citizen Involvement**

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

11 **Goal 2: Land Use Planning**

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

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

1 **Finding:** The proposed change to the collector street alignment does not eliminate the
2 requirement for future development on the surrounding property to meet the requirements of
3 SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), SRC Chapter
4 808 (Preservation of Trees and Vegetation), SRC Chapter 71 (Stormwater), and SRC Chapter
5 230 (Historic Preservation). Additionally, the right-of-way required for a collector street is
6 the same as what is required for a local street (60 feet). If the collector street alignment is not
7 changed, a local street would be constructed in the same location. Stormwater treatment will
8 be required for the additional roadway width constructed to incorporate bike lanes as part of
9 the extension of Colorado Drive NW to Doaks Ferry Road NW. The amendment satisfies this
10 criterion.

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

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

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

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

25 **Goal 8: Recreational Needs**

26 **Finding:** The Salem Comprehensive Parks System Master Plan was adopted on May 13,
27 2013. The Comprehensive Parks System Master Plan does not identify any proposed parks in
28 the area of the proposed TSP amendment. Straub Nature Park is located across Doaks Ferry
29 from the realigned collector street. The new alignment will provide an access route for
30

1 people to access this existing park. The proposed amendment therefore conforms with this
2 goal.

3 **Goal 9: Economic Development**

4 **Finding:** The proposed TSP amendment supports the goals included in the Salem Area
5 Comprehensive Policies Plan to develop and maintain an integrated, equitable multimodal
6 transportation network. The property surrounding the proposed TSP amendment is
7 designated for residential development in the Comprehensive Plan. The extension of
8 Colorado Drive NW to connect to Doaks Ferry Road NW as a collector street will provide an
9 opportunity for a future local street connection to the south to serve property designated for
10 mixed-use development located in the northwest quadrant of the intersection of Doaks Ferry
11 Road NW and Orchard Heights Road NW. The mixed-use designation allows a wide range
12 of commercial uses, including retail sales, personal services, and offices. Therefore, the
13 proposed amendment conforms with this goal.

14 **Goal 10: Housing**

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

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

25 **Finding:** The proposed amendment supports the timely, orderly and efficient arrangement of
26 public facilities to support urban development. The realignment of the collector street
27 proposed in this amendment continues to support the planned development of water,
28 wastewater, and stormwater facilities to serve urban development consistent with the
29 comprehensive plan designations. The proposed amendment therefore conforms with this
30 goal.

1 **Goal 12: Transportation**

2 **Finding:** The transportation goal, to provide and encourage a safe, convenient and economic
3 transportation system, is implemented by Oregon Administrative Rules 660-012. This
4 proposed amendment is considered an interim update per OAR 660-012-0012(2)(b) because
5 it is not a major update and notice will be submitted prior to June 30, 2027. Therefore, the
6 amendment is not required to bring the entire transportation system plan in compliance with
7 all applicable regulations. Interim updates must comply with the applicable requirements in
8 OAR 660-012. The proposed collector street alignment includes pedestrian facilities as
9 required by OAR 660-012-0510, bicycle facilities as required by OAR 660-012-0610, and
10 supports the network of collector streets required by OAR 660-012-0810. Therefore this
11 amendment conforms with Goal 12 as implemented by OAR 660-012.

12 **Goal 13: Energy and Conservation**

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

20 **Goal 14: Urbanization**

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

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

27
28 **Section 2.** The *Salem Transportation System Plan*, Street System Element, Bicycle System
29 Element, and Pedestrian System Element are hereby amended as set forth in “Exhibit 1,” which
30 is attached hereto and incorporated herein by reference.

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

2 *Salem Transportation System Plan* means that certain document of that title adopted by
3 Ordinance No. 64-98, enacted August 24, 1998; and amended by Ordinance 9-2000, enacted
4 February 14, 2000; Ordinance No. 27-2001, enacted May 14, 2001; Ordinance No. 2-05, enacted
5 January 25, 2005; Ordinance No. 11-05, enacted March 28, 2005; Ordinance No. 85-07, enacted
6 July 9, 2007; Ordinance No. 119-07, enacted November 5, 2007; Ordinance No. 12-10, enacted
7 April 26, 2010; Ordinance No. 20-12, enacted December 10, 2012; Ordinance No. 6-14, enacted
8 May 27, 2014; Ordinance No. 1-16, enacted February 8, 2016; Ordinance No. 4-18, enacted
9 August 13, 2018; Ordinance No. 18-19, enacted January 13, 2020, ~~and~~ Ordinance No. 11-22,
10 enacted August 24, 2022; and Ordinance No. 15-23, enacted December 4, 2023.

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

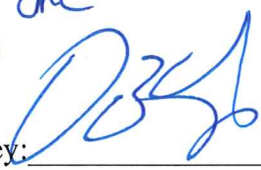
- 14 (a) Renumber sections and parts of sections of the ordinance;
- 15 (b) Rearrange sections;
- 16 (c) Change reference numbers to agree with renumbered chapters, sections, or other parts;
- 17 (d) Delete references to repealed sections;
- 18 (e) Substitute the property subsection, section, or chapter, or other division numbers;
- 19 (f) Change capitalization and spelling for the purpose of uniformity;
- 20 (g) Add headings for purposes of grouping like sections together for ease of reference; and
- 21 (h) Correct manifest clerical, grammatical, or typographical errors.

22 PASSED by the City Council this 4th day of December, 2023.

23 ATTEST:

24 

25 City Recorder

26 Approved by City Attorney: 

27
28
29
30 Checked by: Julie Warncke

EXHIBIT 1 TO ENGROSSED ORDINANCE BILL NO. 15-23**Salem Transportation System Plan, Street System Element, City of Salem Street System, West Salem, Recommended Improvements****New Streets and Extensions of Existing Streets (Low Priority), page 3-31:**

Colorado Drive NW Extension (South terminus of Colorado Drive NW to ~~Orchard Heights~~ Doaks Ferry Road NW)

This will extend the current streets that follow the bowl-shaped contour topography north of Orchard Heights Road NW and west of Doaks Ferry Road NW to create a ~~loop road~~ collector street that connects to and north of Orchard Heights Road NW to Doaks Ferry Road NW. The ~~loop road~~ collector street will be comprised of Grice Hill Drive NW, ~~Vickery Lane NW,~~ and Colorado Drive NW, and possibly Landaggard Drive NW. This will be a new collector, which will curve around to connect back to Orchard Heights Road NW.

Table 3-7, Low Priority Street Improvement Projects, Location, page 3-69:

South terminus of Colorado Drive NW to ~~Orchard Heights Road NW~~ Doaks Ferry Road NW

Table 3-7, Low Priority Street Improvement Projects, Full Project Description, page 3-69:

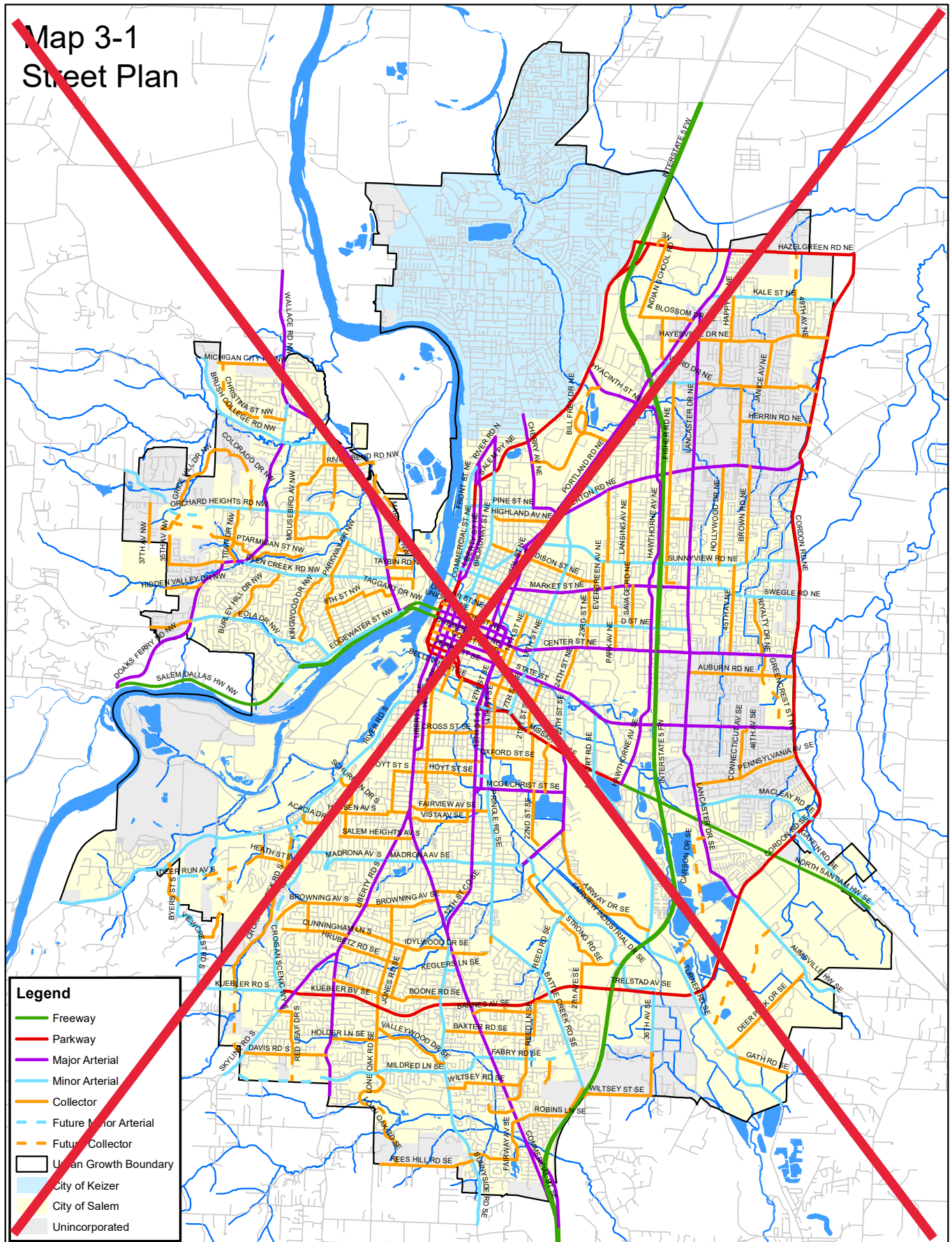
Extend street to complete a ~~loop road~~ collector street that connects to and north of Orchard Heights Road NW and west of to Doaks Ferry Road NW, comprised of Grice Hill Drive NW, ~~Vickery Lane NW,~~ and Colorado Drive NW, and possibly Landaggard Drive NW.

Proposed Amendments to Maps

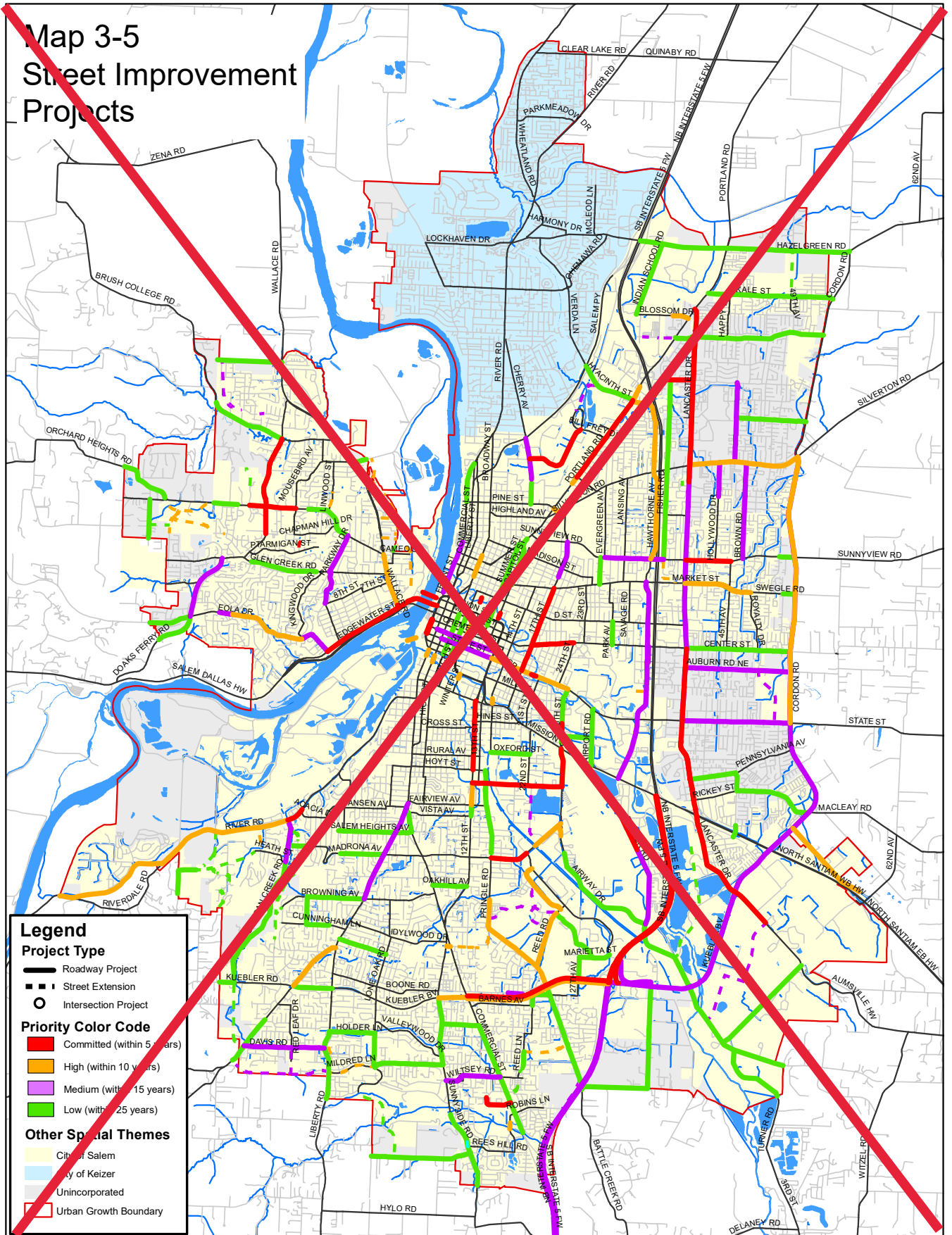
Remove and replace the following maps (attached):

- 3-1: Street Plan
- 3-5: Street Improvement Projects
- 3-6: Street Improvement Projects – West Salem
- 7-5: Bicycle Network – West Salem
- 7-10: Bicycle Project Prioritization – West Salem
- 8-7: Pedestrian Network – West Salem
- 8-12: Pedestrian Project Prioritization – West Salem

but outside of Salem, giving a total of 840 miles of roadways. Table 3-2 shows the amount of mileage by street classification in the Salem Urban Area.



Map 3-5 Street Improvement Projects

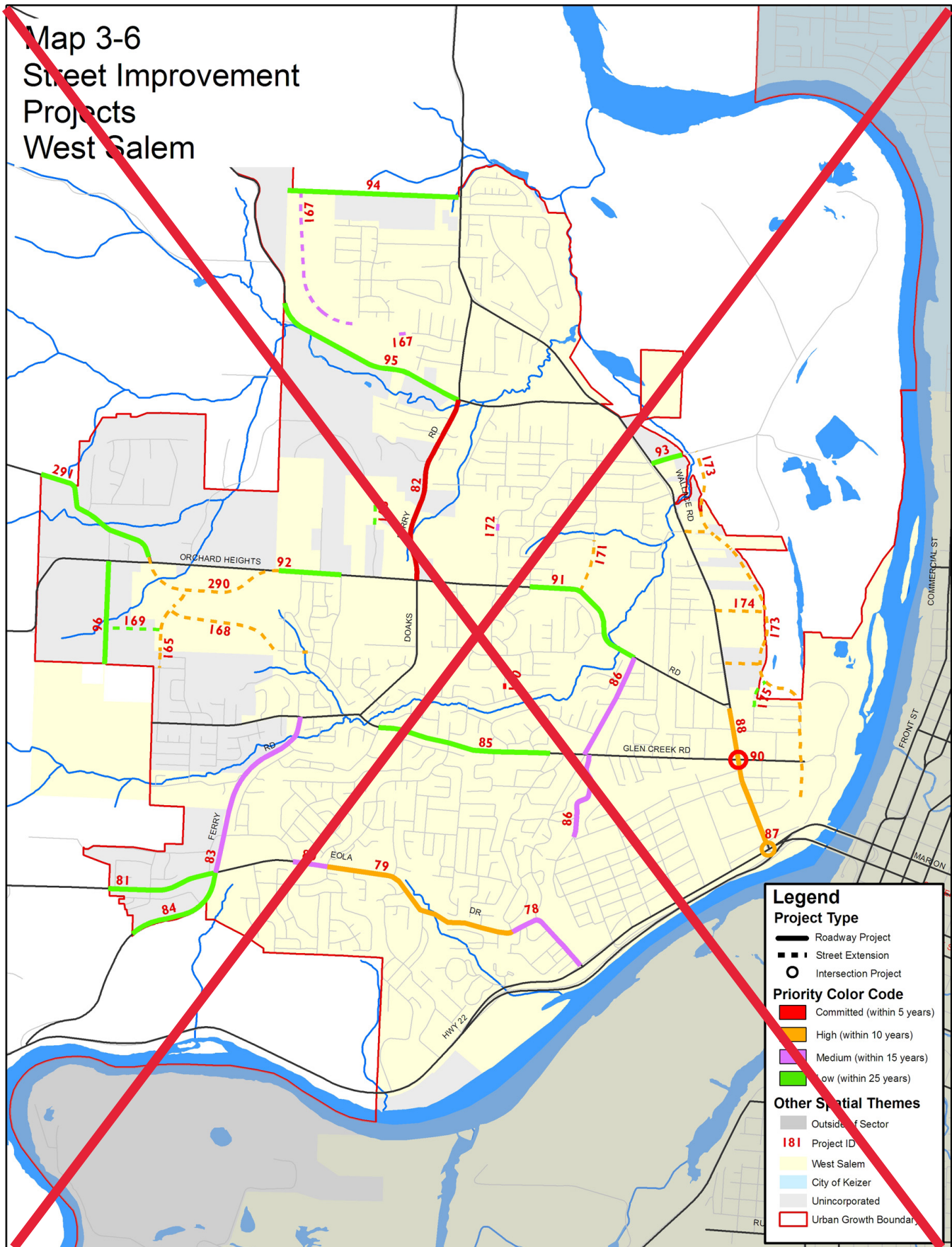


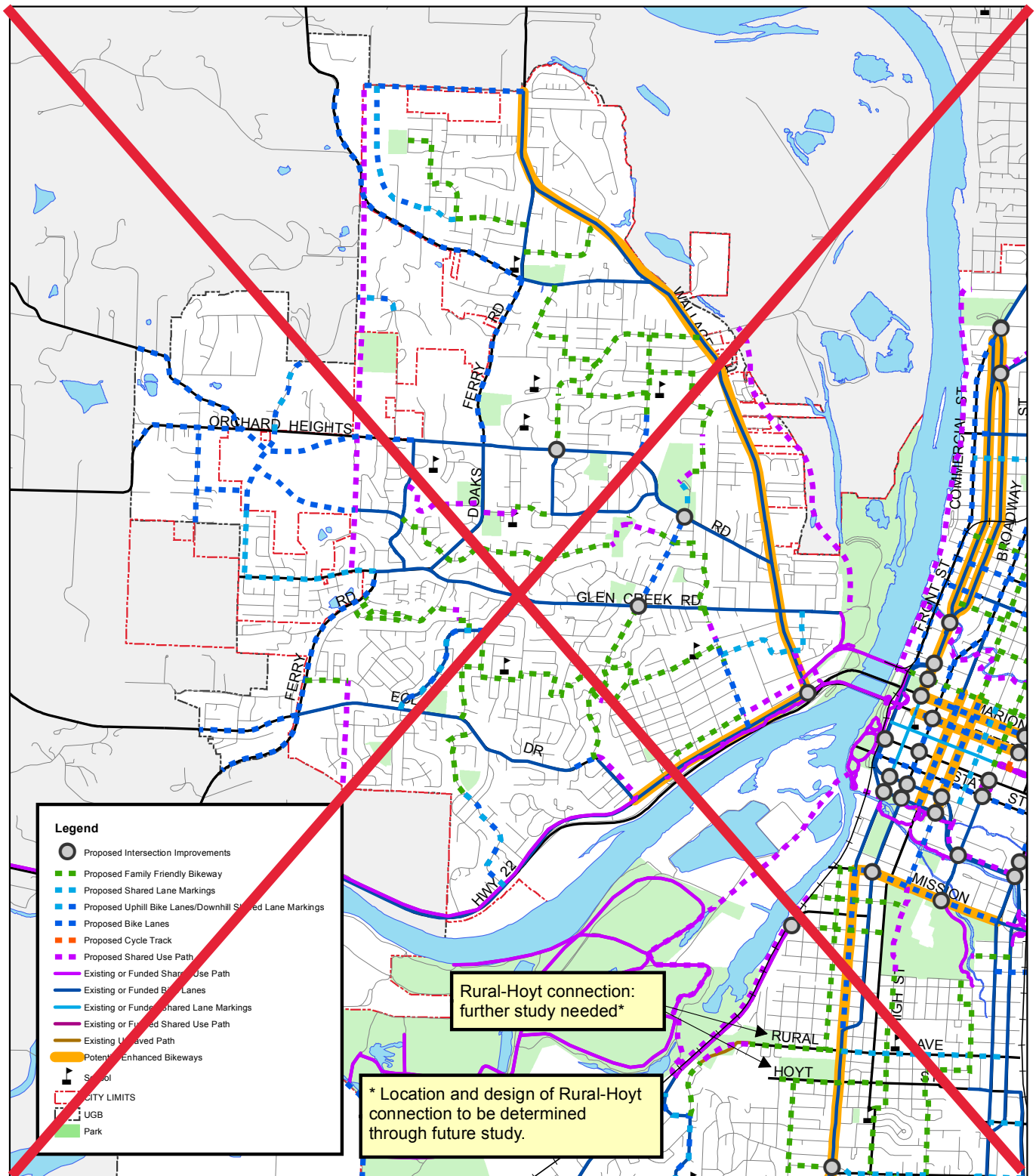
Document Path: N:\MAIN\Products\MXD\Salem Transportation Plan\TSP Proposed\2018\Map3-5_Greencrest.mxd

Date: 10/8/2019

While this tool has not been implemented in Salem as of 2006, it is being actively pursued jointly by the Public Works Department Transportation Services Division and Police Department Patrol Division. Additional tools available to increase safety on residential streets are described in the

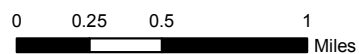
10. When resources are available, a raised landscaped median should be constructed between Edgewater Street NW and Orchard Heights Road NW, with appropriate locations for openings and turn lanes. The median will serve to enhance the gateway character of



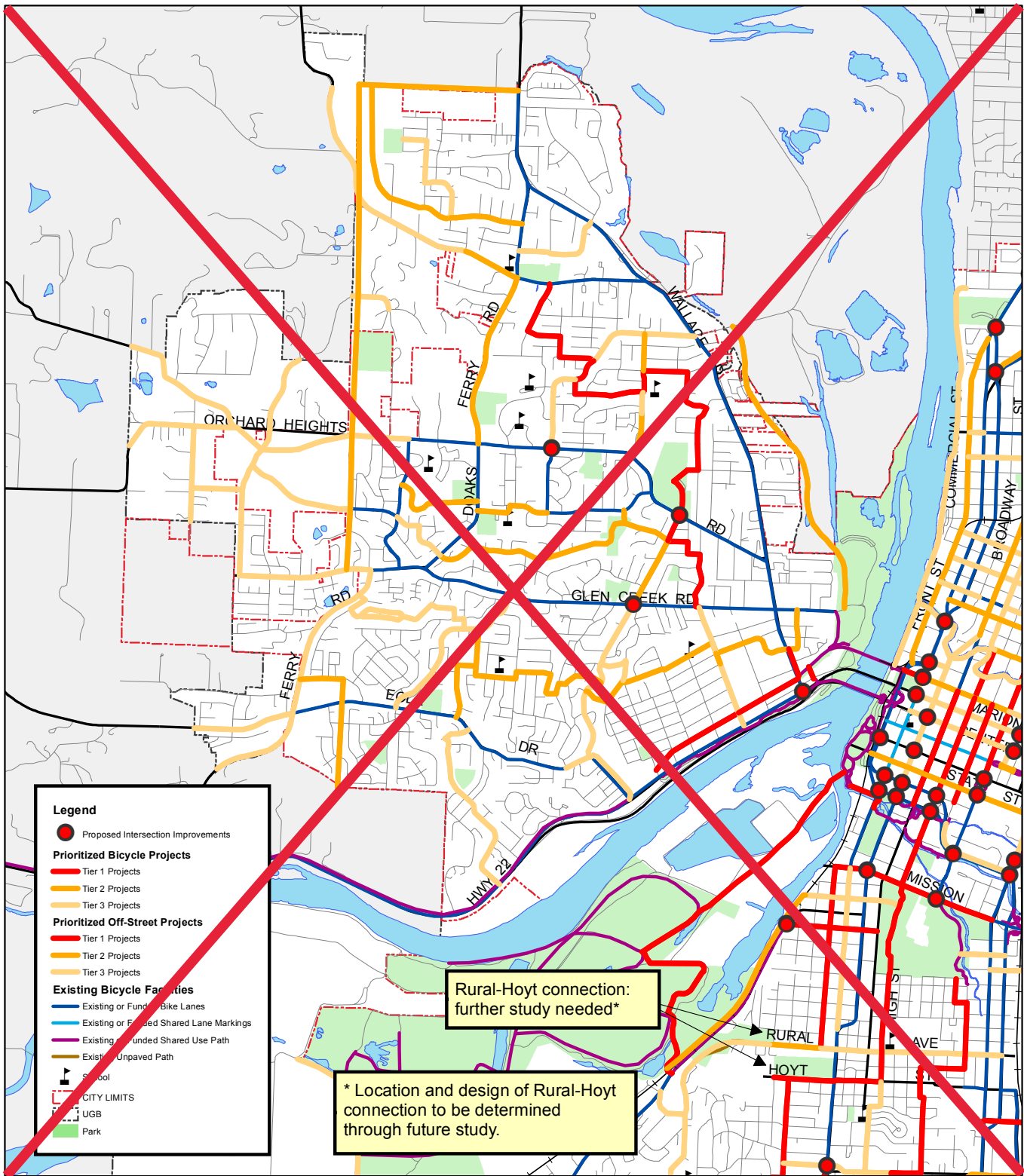


Map 7-5: Bicycle Network - West Salem

Salem Transportation System Plan Bicycle System Element

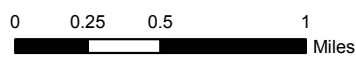


Disclaimer: The alignment of proposed facilities is shown at a conceptual level only. Final alignment and design will be determined through further analysis.

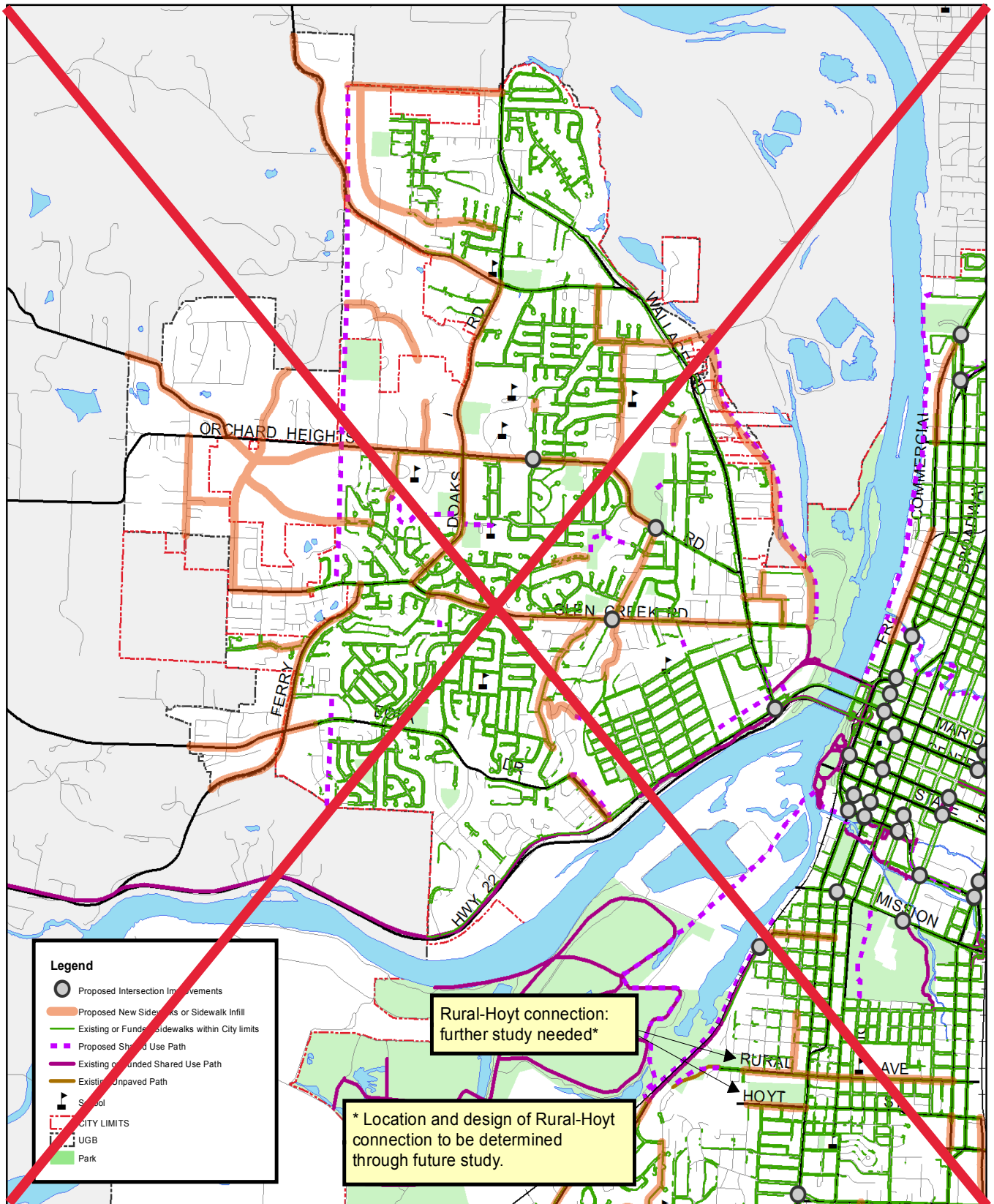


Map 7-10: Bicycle Project Prioritization- West Salem

Salem Transportation System Plan Bicycle System Element

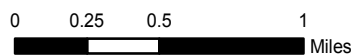


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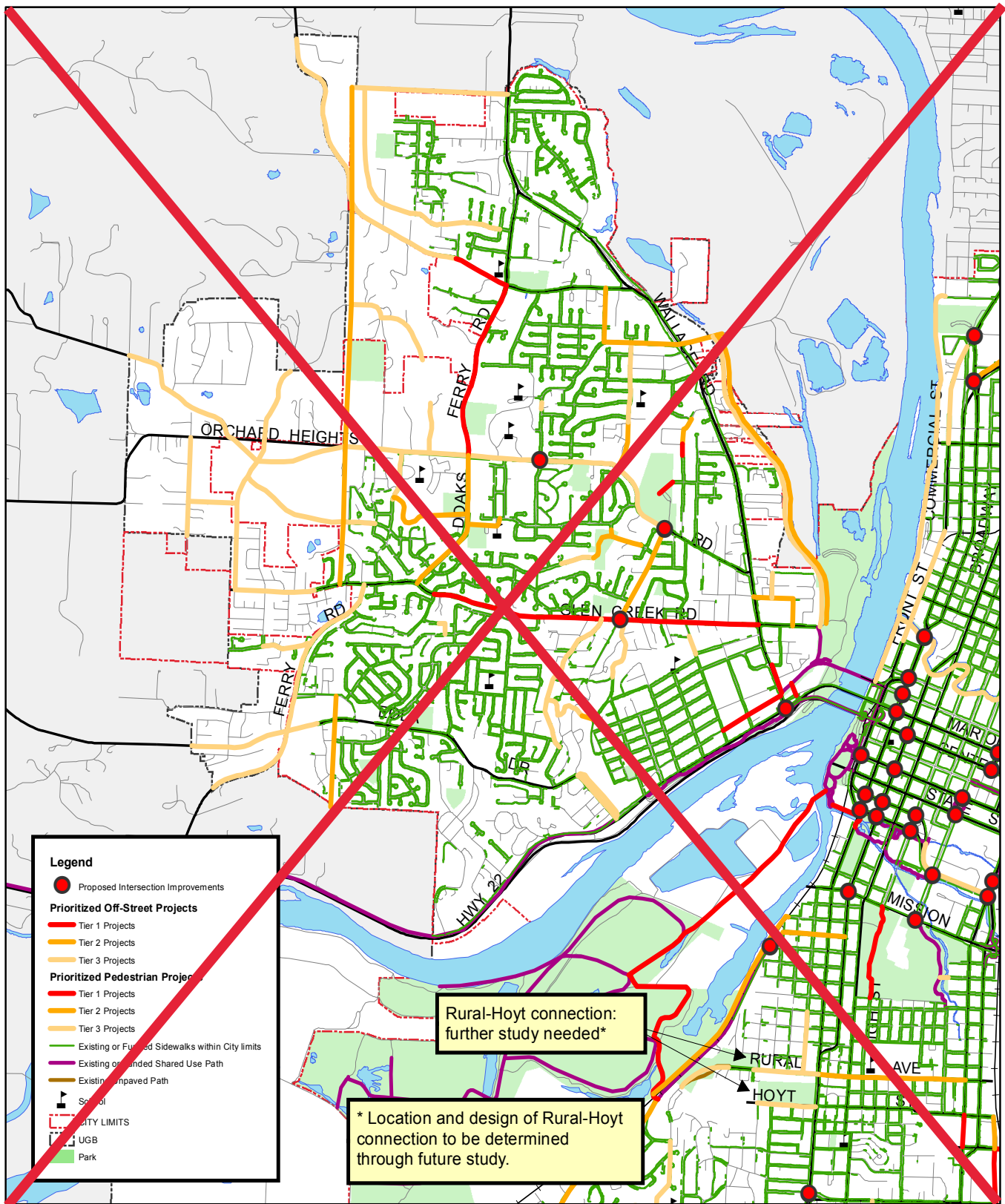


Map 8-7: Pedestrian Network - West Salem

Salem Transportation System Plan Pedestrian System Element

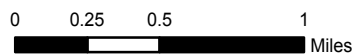


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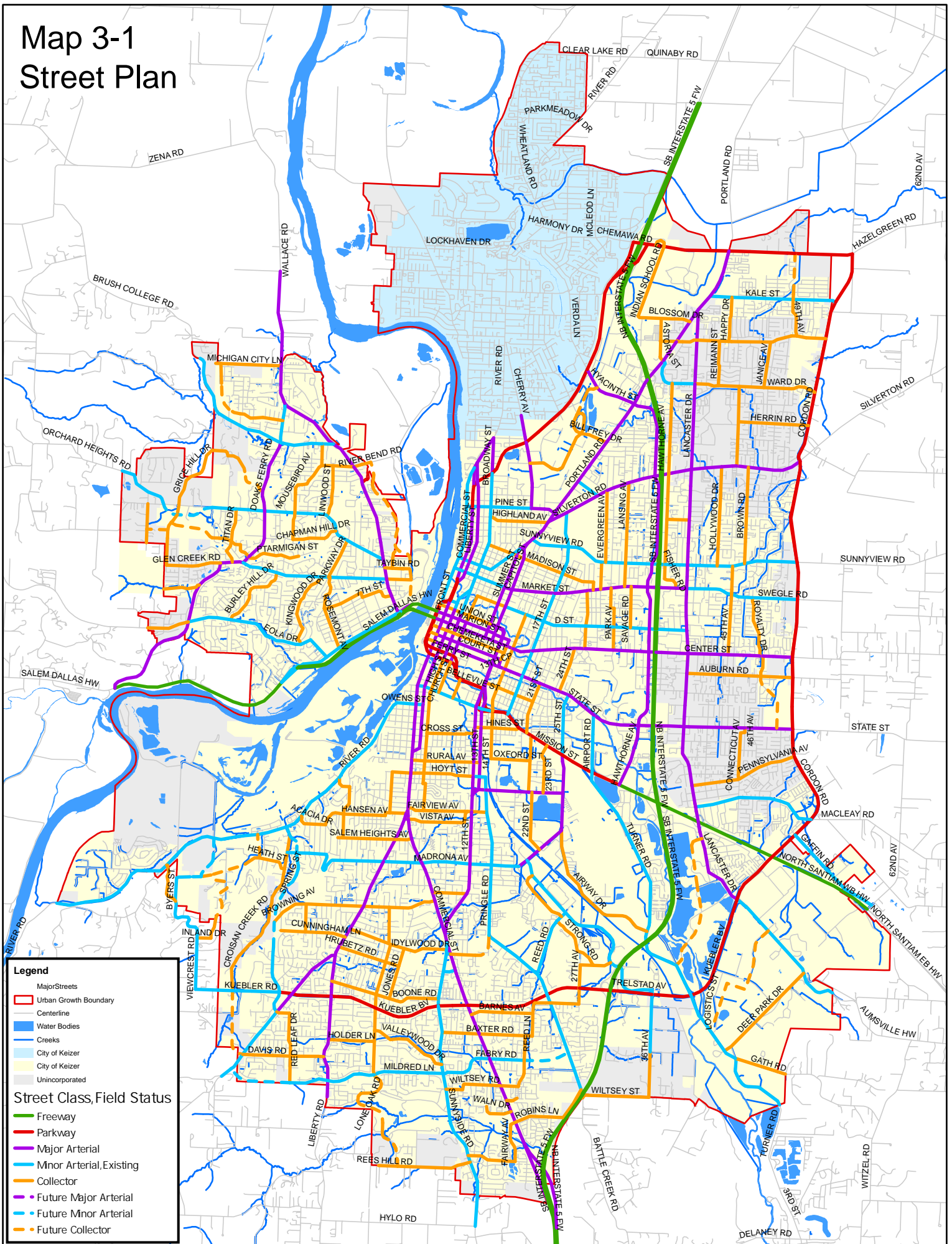
Map 8-12: Pedestrian Project Prioritization - West Salem

Salem Transportation System Plan Pedestrian System Element

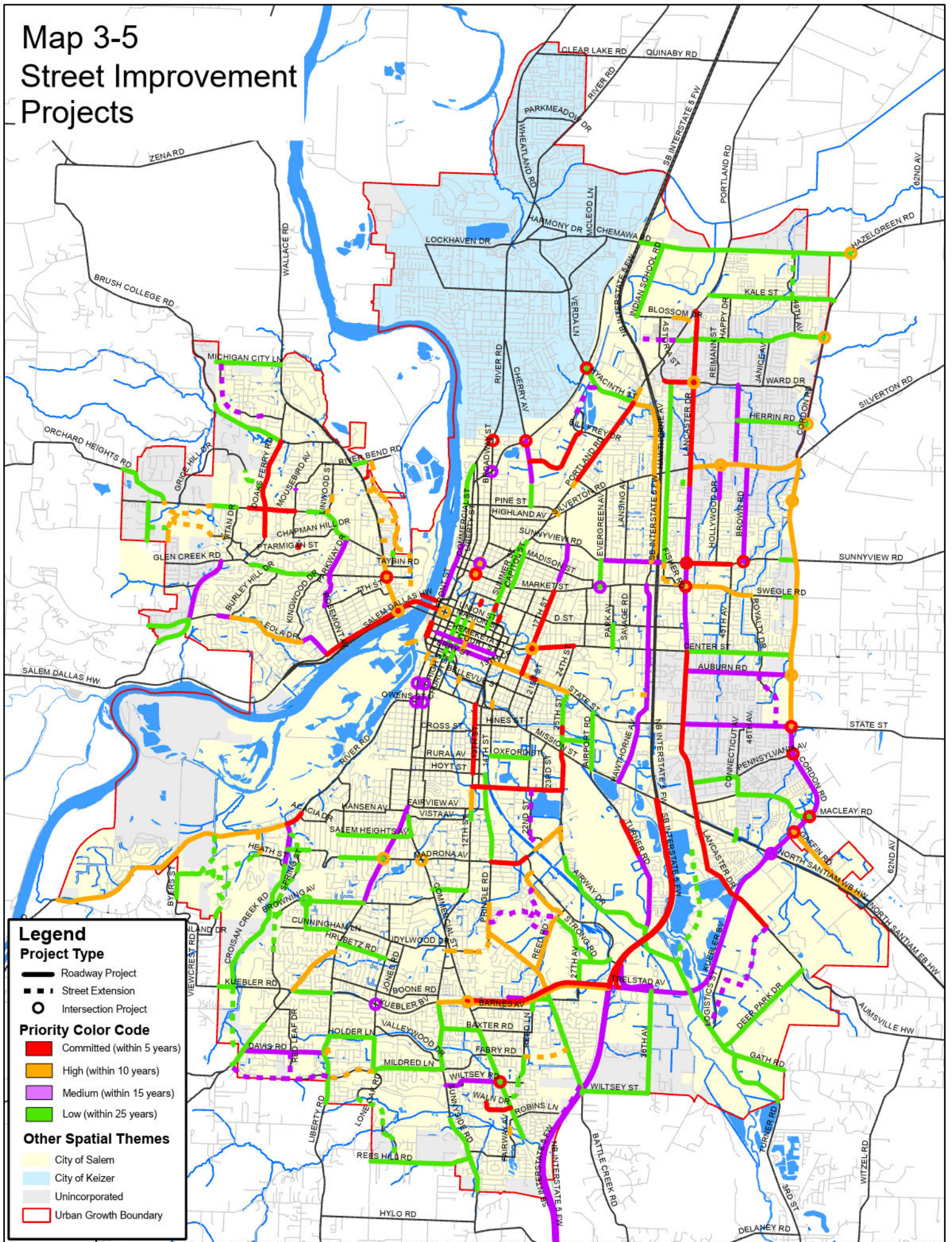


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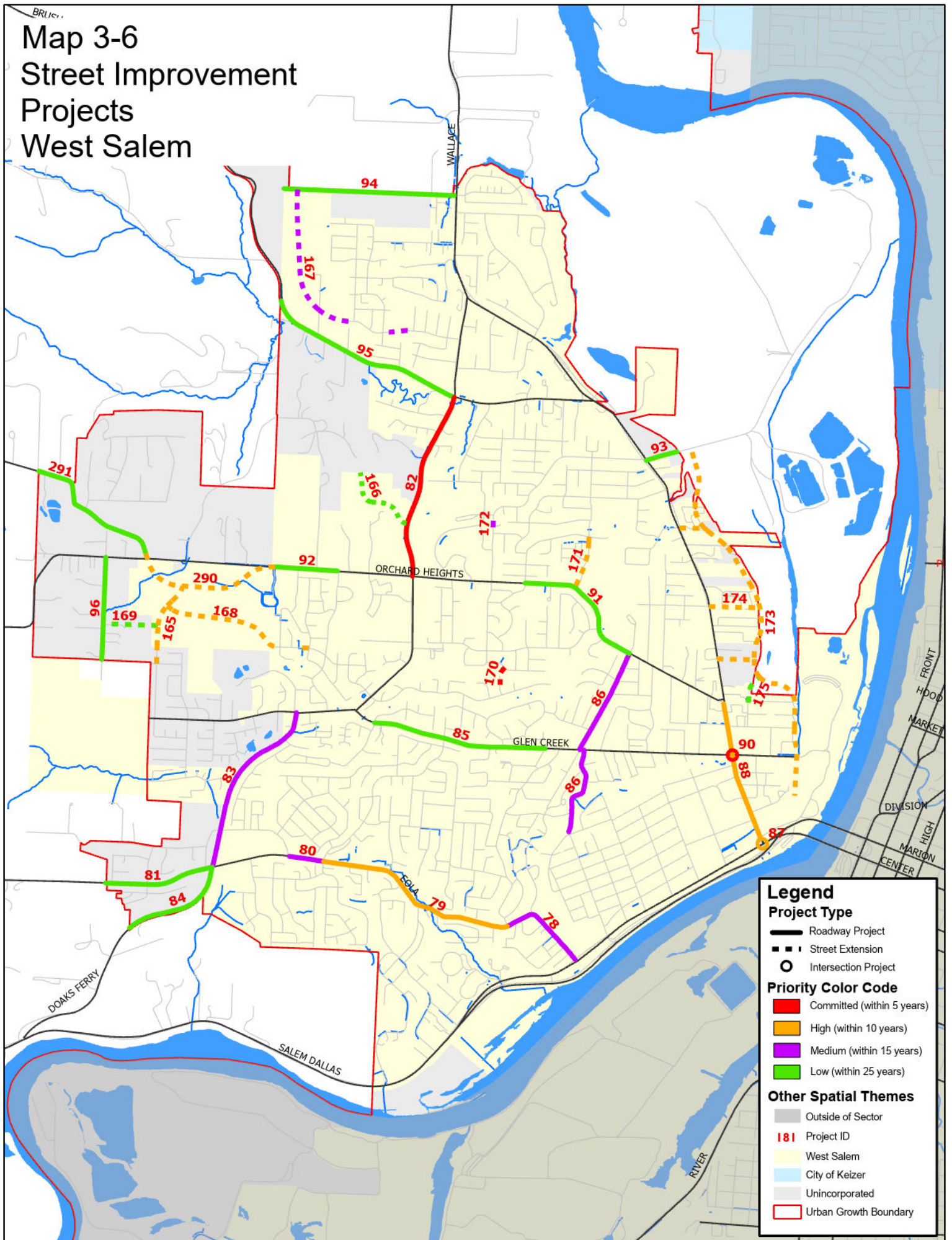
Map 3-1 Street Plan

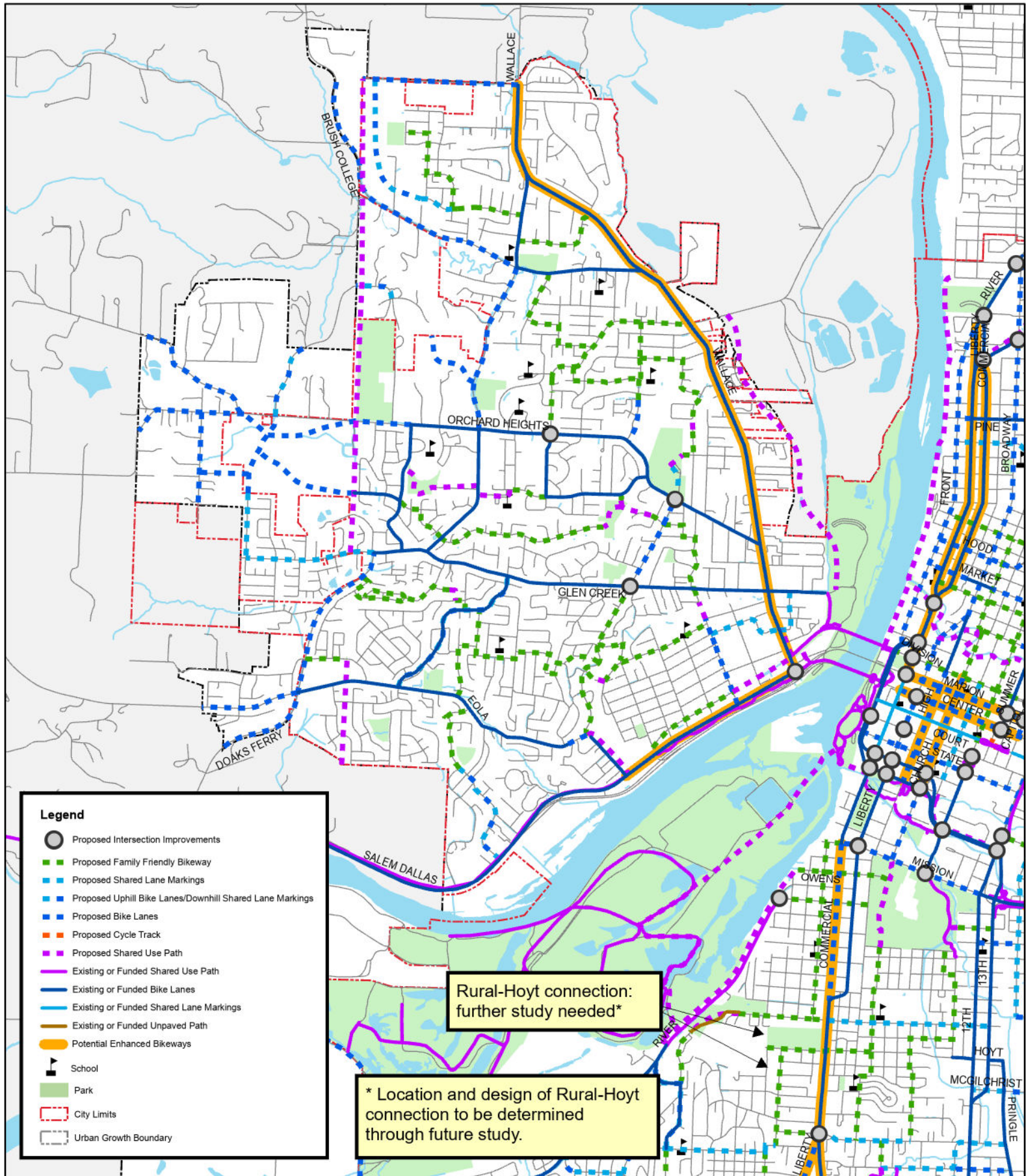


Map 3-5 Street Improvement Projects



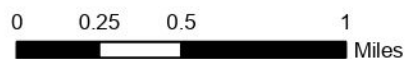
Map 3-6 Street Improvement Projects West Salem



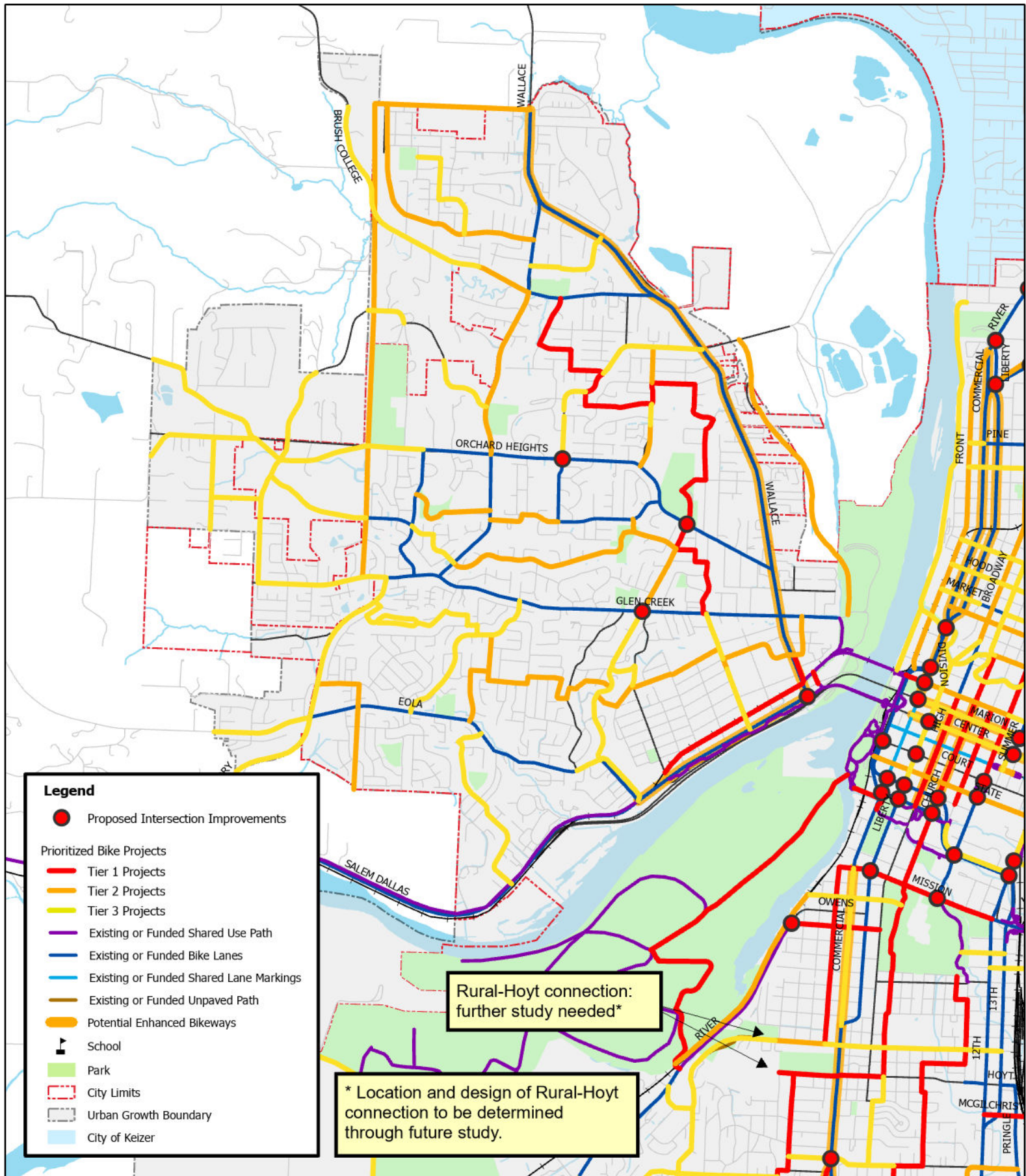


Map 7-5: Bicycle Network - West Salem

Salem Transportation System Plan Bicycle System Element

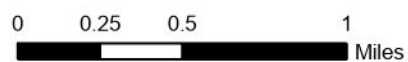


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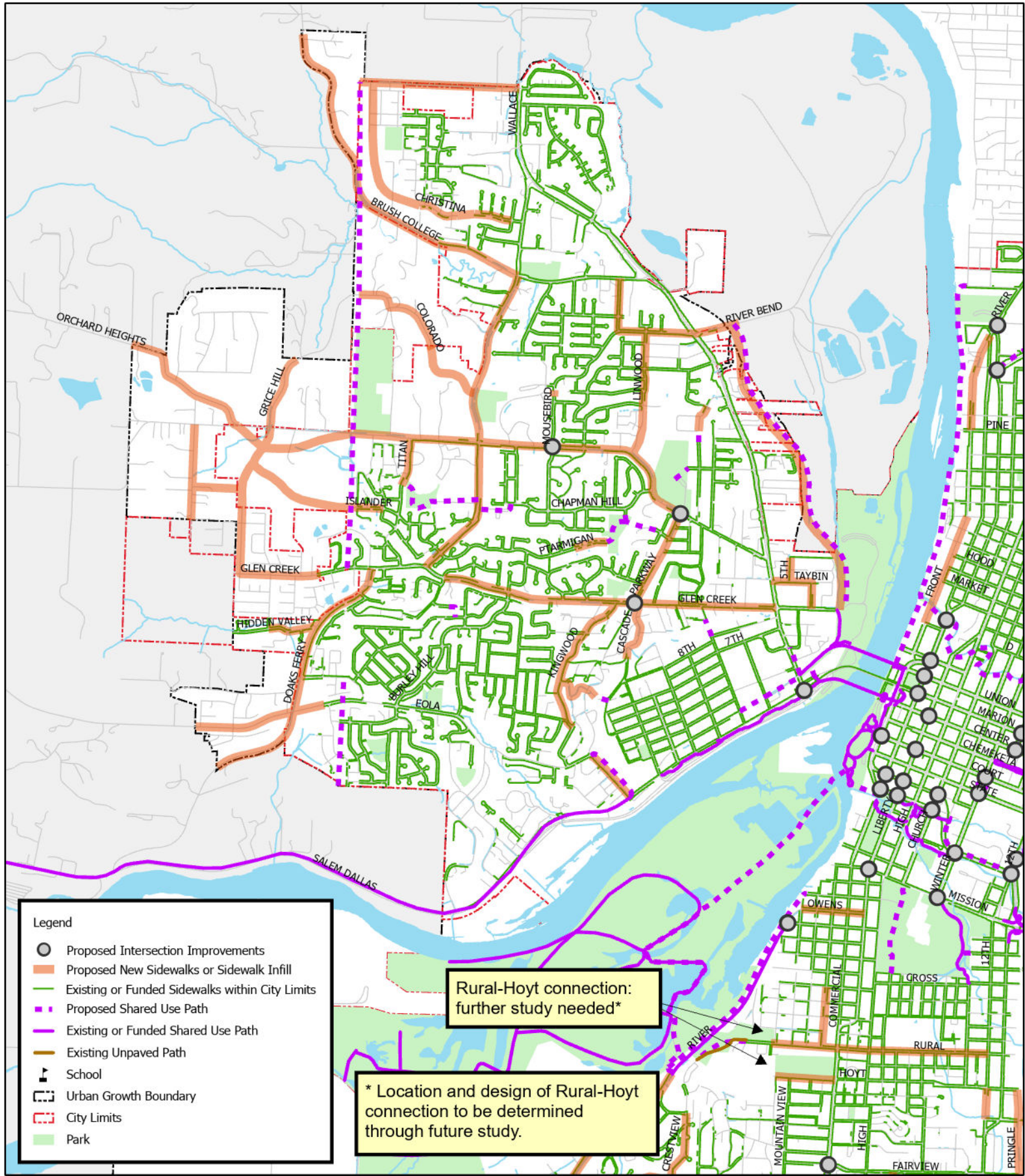


Map 7-10: Bicycle Project Prioritization- West Salem

Salem Transportation System Plan Bicycle System Element

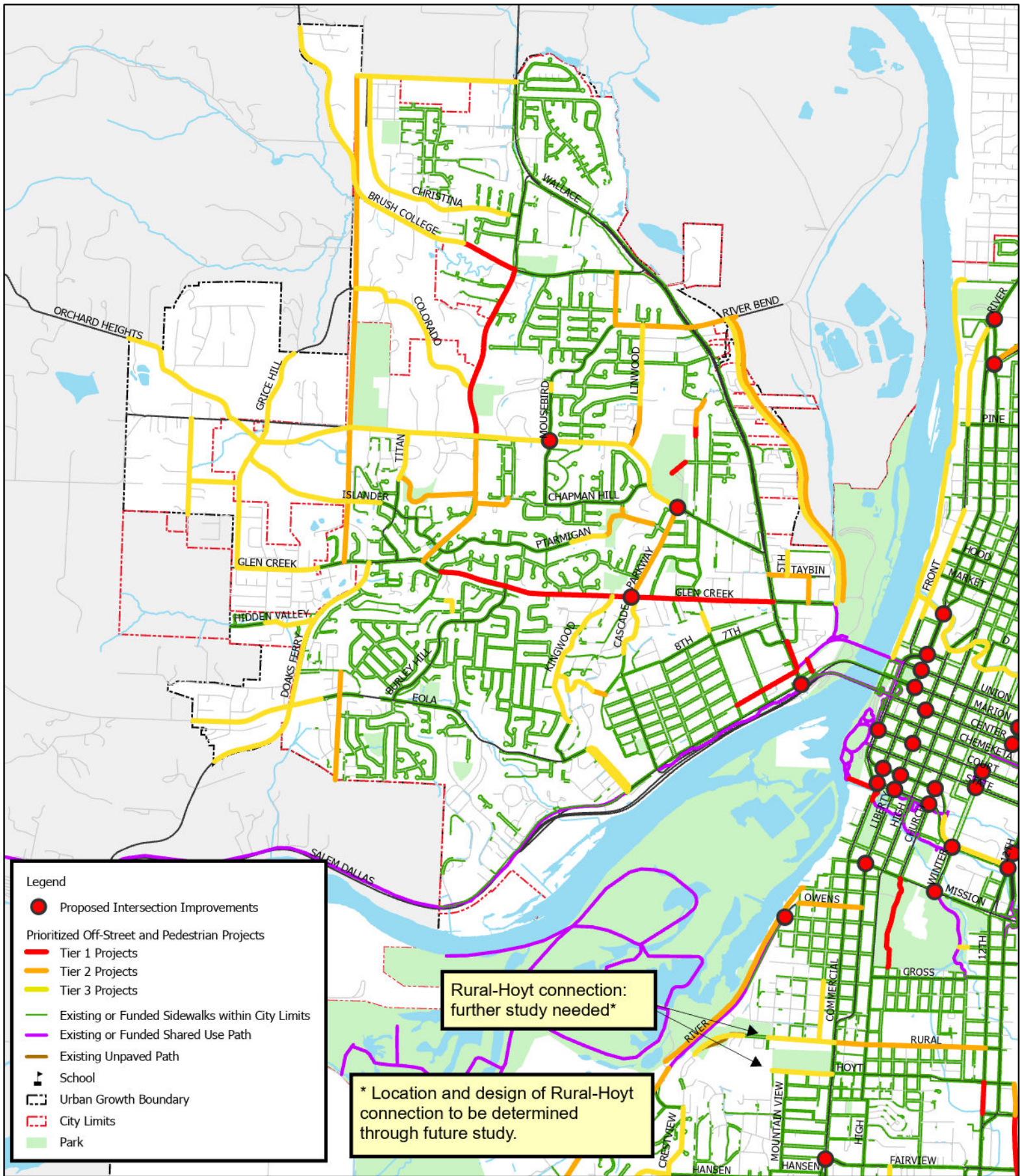


Disclaimer: The alignment of proposed facilities is shown at a conceptual level only. Final alignment and design will be determined through further analysis.



Map 8-7: Pedestrian Network - West Salem





Map 8-12: Pedestrian Project Prioritization - West Salem

