



**TO:** Eunice Kim, City of Salem

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**SUBJECT:** Existing Plans Audit

**DATE:** November 19, 2018

Fregonese Associates has conducted an audit of existing City of Salem planning documents and studies, as provided by the client. The purpose of this review was to determine whether Envision Tomorrow indicators can measure progress towards previously-established community priorities, as stated in the goals, policies, and performance measures of the existing plans. This review also aims to identify potential indicators that reflect previously-established community priorities but that are not included in the list of indicators provided by Fregonese Associates.

This memo is not an exhaustive list of all of Salem's planning priorities. Instead, it focuses on plan goals, policies, and performance measures related to the built environment, and for which a quantitative analysis could be produced.

## Comprehensive Plan

### Comprehensive Policies Plan (Amended 2015)

Envision Tomorrow indicators are available to assess many of the goals established in Salem's Comprehensive Plan:

**Residential Development Goal:** To promote a variety of housing opportunities for all income levels and an adequate supply of developable land to support such housing.

- Available indicator – Housing mix
- Available indicator – Housing affordability
- Available indicator – Housing tenure
- Available indicator – Housing distribution by income
- Available indicator – Average rent/sale price
- Available indicator – Housing by building type

**Mixed-Use Development Goal:** To provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses, to create economic and social vitality.

- Available indicator – Number of households in mixed-use or transit-oriented development areas
- Available indicator – Complete neighborhoods

**Commercial Development Goal:** To promote development of commercial office buildings for a range of employment uses, especially in downtown, mixed-use districts, and commercially-oriented urban renewal areas.

- Available indicator – Employment mix

**Economic Development Goal:** Strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability.

- Available indicator – Number of new jobs
- Available indicator – Employment mix
- Available indicator – Jobs/housing balance
- Available indicator – Average wage

**Industrial Development Goal:** To encourage and promote industrial development which strengthens the economic base of the community by increasing traded-sector employment, especially in sectors that pay higher-than-average wages, and minimizes air and water pollution.

- Available indicator – Employment mix
- Available indicator – Average wage

**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.

- Available indicator – Walk and transit friendliness
- Available indicator – Access to frequent transit
- Available indicator – Intersection density
- Available indicator – Road safety
- Available indicators – Total household daily auto, walking, biking, and transit trips
- Available indicator – Daily household VMT

**Open Space, Parks and Recreation Goal:** To provide for the recreation needs of the Salem urban area through the acquisition and development of adequate parks and recreation facilities

- Available indicator – Amount of open space
- Available indicators – Proximity to parks and trails and proximity to open space
- Available indicator – Parks per capita
- Available indicator – Regional trail miles
- Available indicator – Park congestion (equitable distribution of parks)

**Scenic and Historic Areas, Natural Resources and Hazards Goal:** To conserve open space, protect natural, historic, cultural and scenic resources, and to protect life and property from natural disasters and hazards.

- Available indicator – Impervious cover
- Available indicator – Acres of development in sensitive areas
- Available indicator – Acres of development in floodplain
- Available indicator – Amount of open space

- Available indicator – Proximity to open space

### Comprehensive Park System Master Plan Update (2013)

**Policy 1.1** The City shall provide equitable park services to all city residents.

- Available indicator – Parks congestion (equitable distribution of parks)

**Policy 1.2** Parks shall be equitably distributed. Locations shall be determined geographically and within the context of allowed development densities.

- Available indicator – Proximity to parks

**Policy 4.1** The City shall provide a system of improvements to meet the needs of the current and future population with the park acreage planning goal of seven acres per 1,000 residents: 2.25 acres of neighborhood, 2.25 acres of community and 2.5 acres of urban park land. Acreage standards for linear parks/trails, special use facilities, historic sites, and natural areas are not established.

- Available indicator – Parks per capita

### Stormwater Master Plan (2000)

While there are indicators available to measure development in floodplains and other sensitive areas, there are currently no Envision Tomorrow indicators directly related to stormwater management. The project team may wish to discuss the feasibility of creating a custom indicator to measure the goals of this plan.

- Available indicator – Development within floodplains

### Salem Wastewater Management Master Plan (Amended 2007)

Envision Tomorrow has several wastewater-related indicators.

- Available indicator – Linear feet of sewage pipe
- Available indicator – Waste water production by household
- Available indicator – Industrial access to water/sewer

### Salem Water System Master Plan (1994)

Water use and conservation can be measured through a number of indicators.

- Available indicator – Linear feet of water lines
- Available indicator – Landscaping water use
- Available indicator – Internal water consumption by household
- Available indicator – Industrial access to sewer/water

### Salem Transportation System Master Plan (Amended 2016)

Envision Tomorrow indicators can assess many of the goals in the Transportation System Master Plan and measure progress towards a number of performance measures.

**Street System Element Objective No. 2** Design City streets in a manner that maximizes the utility of public rights-of way, is appropriate to their functional role, and provides for multiple travel modes, while

minimizing their impact on the character and livability of surrounding neighborhoods and business districts.

- Available indicator – Total miles of new roads
- Available indicator – Walk and transit friendliness
- Available indicator – Access to frequent transit
- Available indicator – Intersection density

**Street System Element Objective No. 3** Promote traffic safety by working to reduce the number of reported motor vehicle accidents per capita in Salem, as measured in 1995, by 10 percent by the Year 2015.

- Available indicator – Traffic/pedestrian accidents

**Bicycle System Element Objective No. 2** Increase citywide journey to work (U.S. Census) bicycling mode share to 3 percent by 2020 and 5 percent by 2030 (2008 baseline is 1.6 percent based on 2006-2008 American Community Service data).

- Available indicator – Mode split – need to run transportation model
- Available indicator – Total household daily biking trips

**Pedestrian System Element Objective No. 2** Increase citywide journey to work walking mode share (U.S. Census) to 7 percent by 2020, and 11 percent by 2030.

- Available indicator – Bicycle and pedestrian use
- Available indicator – Total household daily walking trips

**Pedestrian System Element Objective No. 3** The City of Salem shall encourage education services and promote safe pedestrian travel in order to reduce the number of accidents involving pedestrians by 50 percent and aim for zero fatalities by 2030.

- Available indicator – Traffic accidents by injury/fatality

**Transit System Element Objective No. 1** Ensure that transit services are accessible to Salem Urban Area residences and businesses.

- Available indicator – Walk and transit friendliness
- Available indicator – Access to frequent transit
- Available indicator – Household and jobs within designated urban areas

**Transit System Element Objective No. 3** To mitigate a portion of the traffic pressures expected by regional growth, increase overall daily transit ridership in the Salem Urban Area to the point that at least 25 percent of all work commute trips are completed using transit or travel modes other than the single-occupant vehicle.

- Available indicators – Total household daily transit trips

**Transportation Demand Management Element Objective No. 1** The City shall work towards reducing per capita vehicle-miles-traveled in the Salem Urban Area by assisting individuals in choosing alternative travel modes.

- Available indicator – Daily household VMT

## Salem Housing Needs Analysis (2014)

The key finding of the Housing Need Analysis is that Salem has a projected deficit of 207 acres of land for multifamily housing (2,897 dwelling units). Salem also has a projected surplus of 1,975 acres of land for single-family detached housing (9,131 dwelling units.)

Many Envision Tomorrow indicators can be used to compare scenario results with the future housing needs projected in the Housing Needs Analysis.

- Available indicator – Net new growth
- Available indicator – Net housing density
- Available indicator – Housing mix
- Available indicator – Housing affordability
- Available indicator – Housing tenure
- Available indicator – Housing distribution by income
- Available indicator – Average rent/sale price
- Available indicator – Housing by building type

## Salem Economic Opportunities Analysis (2014)

The key finding of the Economic Opportunities Analysis is that Salem has a projected deficit of 271 acres of commercial land for the 2015 to 2035 period. The deficit is about 60 percent for office and commercial services (170 acres) and 40 percent for retail (about 100 acres). There is enough industrial land to accommodate projected employment growth to 2035, with about 900 more acres than the forecast need.

Many Envision Tomorrow indicators can be used to compare scenario results with the employment land needs projected in the Economic Opportunities Analysis.

- **Potential custom indicator** – New jobs by type in specific areas such as Downtown Salem
- Available indicator – Conversion of industrial land to commercial land

## Salem’s Community Energy Strategy (2010)

**Goal 1:** Improve energy efficiency in buildings community-wide.

- Available indicator – Building carbon emissions
- Available indicator – Building energy use

**Goal 2:** Increase renewable energy used or produced by Salem residents and businesses, while decreasing total energy consumption.

- Available indicator – Building energy use
  - Note – Envision Tomorrow does not differentiate between non-renewable and renewable energy use. The project team may wish to discuss this further.

**Goal 3:** Create and support a viable and diverse transportation network that focuses on moving people.

- Available indicator – Walk and transit friendliness
- Available indicator – Access to frequent transit
- Available indicator – Intersection density
- Available indicators – Total household daily auto, walking, biking, and transit trips
- Available indicator – Daily household VMT

## Willamette River Greenway Plan (1979)

**Goal:** To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River.

**Goal:** To increase riverfront development opportunities for a combination of urban uses that take advantage of the scenic, natural and recreational qualities of the riverfront.

Envision Tomorrow can measure many indicators within a set geographic area, such as the Willamette Greenway. Potential indicators to measure within the Greenway could include the following:

- **Potential custom indicator:** Number of households within x distance to Willamette Greenway/public river access
- **Potential custom indicator:** Existing/new acres of open space or parks within Willamette Greenway
- **Potential custom indicator:** Existing/new developed acres within Willamette Greenway

## Salem Fire Department Standards of Cover (2018)

- **Potential custom indicator:** If there is a road network capable of being run in ESRI's network analyst and the City of Salem is able to identify locations of all future police, fire, and EMS, Envision Tomorrow could estimate response times, but the reliability of the information would be in question due to multiple assumptions.

### Recommended First-Due Response Time Goal

The first response unit capable of initiating effective incident intervention shall arrive at a priority fire or special operations incident within 5 minutes 20 seconds from notification of response personnel, 90 percent of the time.

*Current performance: Within 5 minutes 20 seconds 61.1 percent of the time*

The first response unit capable of initiating effective incident intervention shall arrive at all other priority incidents within 5 minutes from notification of response personnel, 90 percent of the time.

*Current performance: Within 5 minutes 70.6 percent of the time*

### Recommended Effective Response Force Goal:

The full effective response force shall arrive at a moderate risk structure fire within 9 minutes 20 seconds of notification of response personnel, 90 percent of the time.

*Current performance: Within 9 minutes 20 seconds 65.1 percent of the time*

### **Utilize data to reduce community risk**

Community Risk Reduction (CRR) starts with the fire department evaluating its data to quantify community risk. These risks are not limited to structures. Risks can include high frequency emergency medical incidents, areas with significant wildland/urban interface exposure, or any risk that could generate a fire department response.

Once the community risks have been identified, each are prioritized based on frequency of emergency service demand, consequence to the victim, to the community, or to the local economy. Once risks are prioritized, strategies can be developed to mitigate the risks.

- **Potential custom indicator** – The project team would like to engage with the fire department to determine if there are any community risk factors that may be measured by an Envision Tomorrow indicator. We see that there are proposed locations for two new stations (stations 12 and 13). Is there information available about other future station locations?

### Neighborhood Plans

Salem’s Neighborhood Plans, while area specific, share many common themes in their goals and recommendations. Many of these themes overlap with goals of the Comprehensive Plan and related documents that can be measured by existing indicators – providing housing choices and housing affordability, ensuring transit access for commercial areas and multifamily developments, promoting active transportation choices, and creating and preserving parks and open spaces.

These include goals focused on:

- Stormwater management and green infrastructure
- Wildlife habitat preservation
- Riparian protections

### Urban Renewal Plans

Urban Renewal Plans reflect many of the same goals as the Comprehensive Plan and Neighborhood Plans, with an emphasis on developing a mix of new housing choices and jobs, providing transit access, promoting active transportation, and setting aside space for parks, sustainably, and green infrastructure.

- **Potential custom indicator:** Development/redevelopment within urban renewal areas