

**Congestion Relief Task Force - Action Items Report for April 22, 2019**

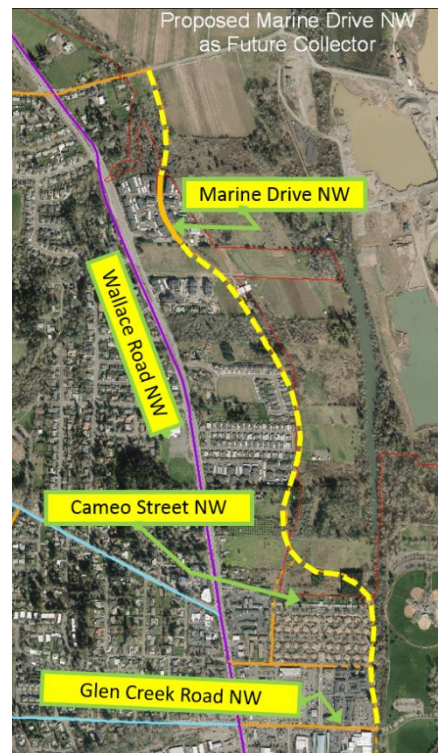
**Introduction.** This report summarizes the recommendations of the 2018 Congestion Relief Task Force and identifies actions, issues, next steps for City staff, and actions for Council consideration.

**Category: Local Circulation**

**1. Recommendation: Construct Marine Drive**

*Background.* The Congestion Relief Task Force recommended the City “construct Marine Drive.”

Marine Drive NW, first identified in the *Wallace Road Local Access and Circulation Study* (1997), has been in the *Salem Transportation System Plan* as a collector since 1998. Located between Glen Creek Road NW and Riverbend Road NW and running parallel to Wallace Road NW, a completed Marine Drive NW would provide for local access and circulation, increase connectivity between properties, and reduce traffic volumes on Wallace Road NW. With the exception of a 660-foot section north of Harritt Drive NW, Marine Drive NW remains unconstructed. In 2014, the estimated total cost to construct Marine Drive NW and supporting street segments was approximately \$23 million. In 2017, Council approved \$3.6 million from the 2008 Streets and Bridges Bond Measure for design, right-of-way/easement acquisition, and construction of improvements along Marine Drive NW between Glen Creek Road NW and Cameo Street NW. After investing approximately \$100,000 in survey and preliminary design, the project remains on hold pending Council direction.



*Proposed Alignment of Marine Drive NW  
Uncompleted segments shown in dashed line*

*Issues.*

- Constructing Marine Drive NW between Glen Creek Road NW and Cameo Street NW will require property acquisition; relocating and compensating property owners; and addressing potential impacts to Wallace Marine Park.
- Constructing Marine Drive NW between Glen Creek Road NW and Riverbend Road NW will require property acquisition; relocating and compensating property owners; and amending the Urban Growth Boundary.
- Costs for property acquisition and construction have increased since initial estimates were completed in 2014.

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

- In lieu of completing one or more City projects to construct Marine Drive NW, some segments of Marine Drive NW can be constructed over time by private developers as a condition of development.

### *Recent Actions Completed.*

- Alignment of Marine Drive NW between Glen Creek Road NW and Cameo Street NW has been surveyed.
- Estimated costs of acquisition and construction for the segment between Glen Creek Road NW and Cameo Street NW have been updated.

### *Next Steps for City Staff.*

- Unless otherwise directed by Council, recommend proceeding with right-of-way acquisition of the segment of Marine Drive NW between Glen Creek Road NW and Cameo Street NW, and moving to construction if sufficient funds are available.

### *Actions for Council Consideration.*

- Confirm direction to begin right-of-way acquisition for the segment of Marine Drive NW between Glen Creek Road NW and Cameo Street NW, and move to construction if sufficient funds are available; *or*
- Direct staff to provide alternatives to right-of-way acquisition and construction.

## **2. Recommendation: Open Musgrave Avenue east of Wallace Road.**

*Background.* The Congestion Relief Task Force recommended the City “remove the barrier on Musgrave Avenue east of Wallace Road to allow traffic to access Wallace Marine Park.”

### *Issues.*

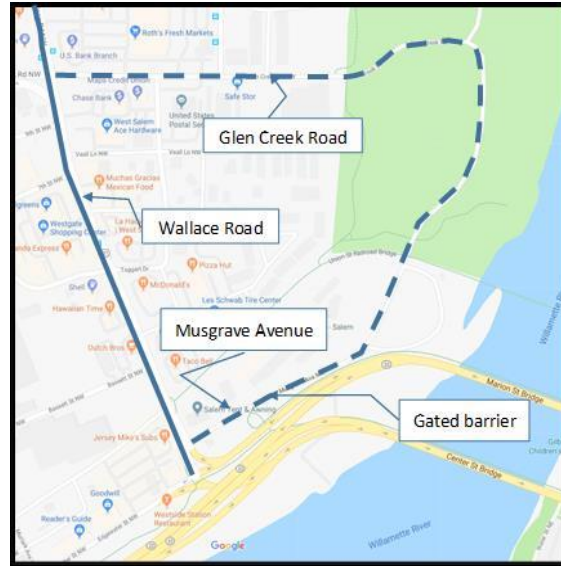
- The number of vehicles expected to pass through the park if Musgrave Avenue NW<sup>1</sup> is opened is unknown.
- The impacts of opening Musgrave Avenue NW on the intersections of Musgrave Avenue NW at Wallace Road NW and Glen Creek Road NW at Wallace Road NW are unknown.
- The intersection of Wallace Road NW and Musgrave Avenue NW is controlled by ODOT. The ultimate configuration of this intersection has not been determined.
- Operating hours in the Park are currently from dawn to dusk.

---

<sup>1</sup> Musgrave Avenue NW is also referred to as Musgrave Lane NW in various sources.

## Congestion Relief Task Force - Action Items Report for April 22, 2019

- Using Wallace Marine Park for pass-through vehicles along *existing* roads in the park is inconsistent with the Council-adopted Wallace Marine Park Master Plan, which shows an additional connection into the park *after* completion of a segment of Marine Drive.
- Land and Water Conservation Fund (LWCF) grants have been used in Wallace Marine Park and the City may require approval of the National Park Service under Section 6(f) of the LWCF Act before using the park for through-traffic.
- Increasing in traffic internal to Wallace Marine Park may be inconsistent with other park uses.
- There is a vehicular chokepoint and height restriction where the road inside the park crosses under the trestle of the Union Street Railroad Bridge. Additionally, the pavement may require rehabilitation and lighting might need adding.



*Circulation through Wallace Marine Park if Musgrave Avenue is opened to traffic*

### *Recent Actions Completed.*

- City staff has contacted ODOT for input regarding operation of the intersection of Wallace Road NW and Musgrave Avenue NW should the existing barrier on Musgrave Avenue NW be removed. A meeting with ODOT has been scheduled for April 29.
- The Salem Parks and Recreation Advisory Board (SPRAB) received a report and was briefed on the proposed action at their April 11 meeting. SPRAB unanimously adopted a motion recommending City Council “concentrate on finishing the Marine Drive extension first and not open up Musgrave Avenue NW into the park.” The SPRAB Action Sheet is provided as Addendum A to this report.

### *Next Steps for City Staff.*

- Meet with ODOT on April 29.
- Upon receipt of direction from City Council, implement measures to open Musgrave Avenue or remove this recommendation from further consideration.

### *Actions for Council Consideration.*

- Review the feedback received from SPRAB and determine whether to direct staff to proceed with actions necessary to open Musgrave Avenue or remove this recommendation from further consideration.

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

### **3. Recommendation: Provide a downtown circulator bus or trolley.**

*Background.* The Congestion Relief Task Force recommended providing “a downtown circulator bus or trolley.”

*Issues.*

- Exploring the feasibility of a downtown circulator bus/trolley was also a recommendation of the Salem City Council Public Transit Committee.
- This would be a joint project between the City and Cherriots.
- A feasibility study is necessary to identify the potential demand, costs, benefits, and possible sources of funding and City/Cherriots cost-sharing.
- The vehicle type(s), route, stops, frequency, and other details of operation must be determined.

*Recent Actions Completed.*

- City staff has contacted Cherriots recommending they assume the lead on a joint feasibility study and requesting further consultations.

*Next Steps for City Staff.*

- City staff will be meeting with Cherriots on Tuesday, April 23 to discuss the potential study, its scope of work, and the estimated cost share between the City and Cherriots.
- Return to Council with a proposed interagency agreement to implement the feasibility study.

*Actions for Council Consideration.*

- Approve funding needed for the estimated City-share of a feasibility study to be undertaken in FY2020.
- Approve the interagency agreement with Cherriots to conduct a feasibility study.

### **4. Recommendation: Limit left turns during peak hours on Wallace Road.**

*Background.* The Congestion Relief Task Force recommended the City “limit left turns to/from Wallace Road either by installing a median barrier or by instituting peak-hour turn restrictions.”

*Issues.*

- This action requires ODOT initial approval in concept, following by a more detailed analysis and review.
- If approved in concept by ODOT, additional details must be resolved, including how to limit turning movements and the time period(s) of the day during which turns would be restricted.

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

- If approved in concept by ODOT, public outreach must be completed with potentially impacted businesses, the West Salem Business Association, the West Salem Neighborhood Association, and other affected parties.
- If implemented, funding must be provided for new signage, barriers/barricades, and other traffic control measures.

### *Recent Actions Completed.*

- City staff has contacted ODOT for input regarding this recommendation.

### *Next Steps for City Staff.*

- Meet with ODOT staff on April 29 to determine options, actions, and funding requirements.

### *Actions for Council Consideration.*

- None at this time.

## **5. Recommendation: Widen Taggart Drive approaches to Wallace Road.**

*Background.* The Congestion Relief Task Force recommended the City “add additional through and/or right turn lanes on the eastbound and westbound approaches to Wallace Road at Taggart Drive.”

### *Issues.*

- This action requires amending the *Salem Transportation System Plan (TSP)*.
- This action requires concurrence from ODOT since Wallace Road NW is a state highway.
- This action will involve property acquisition, and may require relocating and compensating property owners.
- A traffic study should be completed to identify the anticipated degree of congestion relief as a result of widening this intersection.
- Once incorporated into the Salem TSP, the project will be prioritized among other transportation projects. Depending on its ranking, the project will be considered for inclusion in the City’s Capital Improvement Plan, which requires source(s) of funding be identified and, ultimately, Council approval.

### *Recent Actions Completed.*

- None.

### *Next Steps for City Staff.*

- Meet with ODOT staff to review the recommendation.
- Incorporate this recommendation into the next set of amendments to the Salem TSP, which is anticipated to come before Council in 2020.

### *Actions for Council Consideration.*

- None at this time.

## Congestion Relief Task Force - Action Items Report for April 22, 2019

### **6. Recommendation: Close the north crosswalk at Front and Court Streets.**

*Background.* The Congestion Relief Task Force recommended the City “close the north crosswalk at Front Street/Court Street.” Closing this crossing will facilitate right-hand turning movements from Court Street NE to Front Street NE, which may reduce queue lengths on Court Street during peak hours.

#### *Issues.*

- This action requires ODOT approval.
- If approved, this action can be implemented using City resources and existing budgets.

#### *Recent Actions Completed.*

- City staff has contacted ODOT for input regarding this recommendation.

#### *Next Steps for City Staff.*

- Meet with ODOT staff on April 29 to review this option and determine if ODOT requires additional information before making a decision, such as traffic counts, pedestrian counts, and an assessment of ADA compliance.

#### *Actions for Council Consideration.*

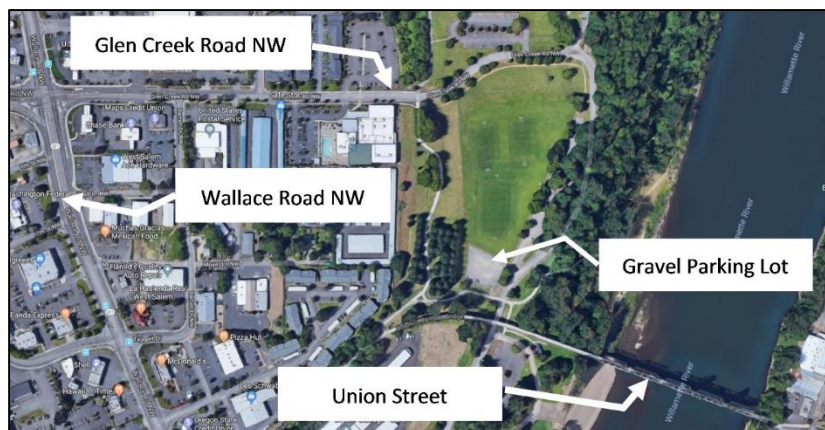
- None at this time.

## **Category: Alternate Modes of Travel**

### **7. Recommendation: Provide a park and walk/bike/shuttle at Wallace Marine Park**

*Background.* The Congestion Relief Task Force recommended the City “provide park and walk/bike/shuttle services at Wallace Marine Park.” The intent of this

recommendation is to reduce vehicular traffic crossing the Willamette River by providing an opportunity for people to walk or bike to work from Wallace Marine Park. The proposal of the Task Force focused on the gravel parking lot at the base of the Union Street Railroad Bridge. This parking area is closest to the walkway leading to and from the Union Street Bridge. If paved and striped, this lot could



*Potential location of park and shuttle/bike/walk lot in Wallace Marine Park*

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

accommodate approximately 42 parking spaces. If fully utilized, this recommendation has potential to reduce the number of cars crossing the Marion and Center Street bridges by approximately 40-50 vehicles during the morning and evening commute periods, which represents a total reduction of up to 100 trips out of the more than 90,000 average daily trips (0.11%).

### *Issues.*

- This recommendation could incorporate shuttle services, which can be considered together with the separate proposal to study the feasibility of providing a downtown circulator bus or trolley.
- Implementation of this recommendation could also be shifted or expanded to other parking areas at Wallace Marine Park, including the paved parking area on Glen Creek Road NW adjacent to the soccer fields, the gravel parking area next to the road leading to the boat ramp, the paved parking area near the beach, and the paved parking area supporting the boat ramp.
- Currently, park operating hours are from dawn to dusk. Whether providing park and walk/bike/shuttle services within the Park should be influenced by these hours will require Council action.
- After-hours parking could create safety concerns and may require installation of lighting or other security measures.
- Providing parking for walk/bike/shuttle services in the park is not addressed in the Council-adopted Wallace Marine Park Master Plan.
- Wallace Marine Park is zoned Public Amusement (PA). *Salem Revised Code 540.005* identifies uses that are permitted, special, conditional, or prohibited in the PA zone. Park-and-ride facilities and commercial parking are prohibited in the PA zone. Council would need to make a determination if park and walk/bike/shuttle services are permitted in the PA zone or if the zone would need to be amended to allow such services.
- Because grants from the Land and Water Conservation Fund (LWCF) have been used in Wallace Marine Park, using a portion of park property for a purpose other than recreation may require approval of the National Park Service under Section 6(f) of the LWCF Act.

### *Recent Actions Completed.*

- The Salem Parks and Recreation Advisory Board (SPRAB) received a report and was briefed on the proposed action at their April 11 meeting. SPRAB unanimously adopted a motion to City Council that did not express approval of the current proposal, but recommended "City Council look into this issue further, and in particular, explore other areas in or out of the park that would not impact recreational uses." The SPRAB Action Sheet is provided as Addendum B to this report.

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

### *Next Steps for City Staff.*

- Upon receipt of direction from City Council, implement measures necessary to formalize use of parking in Wallace Marine Park for park and walk/bike/shuttle or remove this recommendation from further consideration.

### *Actions for Council Consideration.*

- Review the feedback received from SPRAB.
- Determine whether to direct staff to proceed with actions necessary to provide a park and shuttle/bike/walk facility at Wallace Marine Park or remove this recommendation from further consideration.

## **8. Recommendation: Develop and implement commute trip reduction programs.**

*Background.* The Congestion Relief Task Force recommended the City “encourage employers to implement flexible work hours” and “work with employers to develop and implement incentives for employees to bike, walk, transit, and carpool.” These two recommendations are combined under a more general recommendation titled, “Develop and implement commute trip reduction programs.”

### *Issues.*

- The Salem *Transportation System Plan* (TSP) contains a “Transportation Demand Management Element” that includes goals, objectives, and policies for reducing overall traffic demands on the transportation system.
- Among the actions available to reducing commuting trips for employees: (1) Providing reduced fare bus passes; (2) Providing information and venues for forming and joining car/van pools; (3) Offering options for flexible work schedules, including shifting work hours and using shortened work weeks; (4) Offering options for teleworking; (5) Providing a monetary incentive for employees who walk, bike, or car/van pool to work; and (6) Offering a free taxi ride (if the participant takes the bus, train, carpool, bikes or walks to work) in cases of emergency.
- Cherriots has an “Employer Bus Pass Program” that offers deeply discounted rates for businesses purchasing monthly bus passes for all of their employees. Cost is \$5.60 per person per month. If all 1,200 employees of the City participated, the total annual cost for the City could be approximately \$80,000 out of the general fund. [Note: A bus pass program was also a recommendation from the City’s Transit Committee.]
- Implementing flexible work hours, shortened work weeks, and teleworking options may require approval by one or more unions for employees who are represented.
- There are at least two strategies available to Council that can be implemented



## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

separately or concurrently:

- (1) Mandate implementation of various trip reduction strategies on employers operating within Salem's jurisdictional boundaries through ordinances; and/or
- (2) Direct the City Manager to implement trip reduction strategies specific to City staff.

### *Recent Actions Completed.*

- City staff has contacted Cherriots to coordinate potential City actions with efforts already being implemented by Cherriots Trip Choice and to identify opportunities for supporting and enhancing these efforts.

### *Next Steps for City Staff.*

- City staff will be meeting with Cherriots on Tuesday, April 23.

### *Actions for Council Consideration.*

- Provide general direction to City staff on whether to focus near-term actions on: (1) implementing trip reduction strategies among all or a subset of employers in Salem through ordinances, or (2) implementing strategies first with the City's municipal work force.

## **9. Recommendation: Implement downtown parking management strategies.**

*Background.* The Congestion Relief Task Force recommended the City "develop and implement parking management strategies." Parking management strategies can include regulations, pricing, and supply. Potential parking management strategies were identified in the 2010 *Salem Willamette River Crossing Alternate Modes Study*, which is attached as Addendum C to this report.

### *Issues.*

- Modifying parking regulations and increasing parking costs are controversial topics.
- To offset by some degree the negativity associated with increases in paid parking, revenue from parking fees can be dedicated by Council to a specific purpose, such as street beautification, sidewalk repair, or landscaping maintenance.

### *Recent Actions Completed.*

- None.

### *Next Steps for City Staff.*

- Evaluate options available with the current parking management system to advance one or more of the actions recommended by the Salem Willamette River Crossing Alternate Modes Study.

## Congestion Relief Task Force - Action Items Report for April 22, 2019

### *Actions for Council Consideration.*

- None.

### **Category: Traveler Information**

#### **10. Recommendation: Install travel time signs.**

*Background.* The Congestion Relief Task Force recommended the City “install travel time signage in the study area,” which included downtown and the west Salem business core. Providing real-time traffic information through dynamic message signs can result in travelers choosing alternative routes or travel times. Such choices can keep congested roadways from getting worse and shorten the duration of congestion.

#### *Issues.*

- The cost for procuring and installing each travel time sign is between \$500,000 and \$1 million and requires roadway sensors to provide real-time traffic information.
- The decision to install travel time signs, where to place them, and how to pay for them would be a joint responsibility of ODOT (for the state highway system) and the City (for roadways connecting to the state highway system).
- In Salem, there are multiple roadways leading to the bridge approaches and few alternative routes, making it difficult to determine the optimum locations for the signs or the degree to which such signs would be effective.

#### *Recent Actions Completed.*

- City staff contacted ODOT informing that agency of the Task Force recommendation and our interest in meeting with members of ODOT to review, discuss, and further refine the option.

#### *Next Steps for City Staff.*

- City and ODOT staff will meet on April 29 to discuss interests, issues, options, and funding.

### *Actions for Council Consideration.*

- None.

#### **11. Recommendation: Improve guide signs leading up to and on the bridges.**

*Background.* The Congestion Relief Task Force recommended the City “improve guide signs leading up to and on the bridges.”

## Congestion Relief Task Force - Action Items Report for April 22, 2019

### *Issues.*

- Because the signs are related to the state highway system, selecting and locating guide signs is primarily within the responsibility of ODOT. The City would have responsibility for guide signs placed on city roadways approaching the state highway system.
- Guide signs primarily benefit drivers who are not familiar with the area.

### *Recent Actions Completed.*

- City staff contacted ODOT informing that agency of the Task Force recommendation and our interest in meeting with members of ODOT to review, discuss, and further refine the option.

### *Next Steps for City Staff.*

- City and ODOT staff will meet on April 29 to discuss interests, issues, options, and funding.

### *Actions for Council Consideration.*

- None.

## **12. Recommendation: Install electronic variable speed limit signs on Highway 22, eastbound, approaching the Center Street Bridge.**

*Background.* The Congestion Relief Task Force recommended the City “install variable speed limit signs on Highway 22.”<sup>2</sup>

### *Issues.*

- Determining whether variable speed limit signs are appropriate on Highway 22 would be the responsibility of ODOT.

### *Recent Actions Completed.*

- City staff contacted ODOT informing that agency of the Task Force recommendation and our interest in meeting with members of ODOT to review, discuss, and further refine this recommendation.

### *Next Steps for City Staff.*

- City and ODOT staff will meet on April 29 to discuss interests, issues, options, and funding.

---

<sup>2</sup> Variable speed limits are one form of Active Traffic Management. Sensors are placed in roadways to monitor roadway activity and observe real-time traffic, while computer systems, linked with variable message signs, are used to re-set speed limits on the system in advance of accidents and bottleneck locations. An overview of traffic management strategies, including Active Traffic Management, is available at: <https://www.oregon.gov/ODOT/Planning/Documents/Mosaic-Traffic-Management-Strategies.pdf>. ODOT has incorporated advisory speed signs as part of ODOT RealTime system, first implemented on Portland-area highways in 2014 (<https://prod.tripcheck.com/RealTime/Find-Out-More>).

## Congestion Relief Task Force - Action Items Report for April 22, 2019

### *Actions for Council Consideration.*

- None.

### **Category: Other**

#### **13. Recommendation: Improve response to emergencies on the bridges.**

*Background.* The Congestion Relief Task Force recommended the City “improve response to emergencies on the bridges.”

#### *Issues.*

- Responding to emergencies on the bridge(s) is a multi-agency, cross-jurisdictional activity involving state, county, and city resources. The overall responsibility for operation with the bridges rests with ODOT.

#### *Recent Actions Completed.*

- City staff contacted ODOT informing that agency of the Task Force recommendation and our interest in meeting with members of ODOT to review, discuss, and further refine this recommendation.

#### *Next Steps for City Staff.*

- City and ODOT staff will meet with ODOT on April 29 to further refine this recommendation.

### *Actions for Council Consideration.*

- None.

#### **14. Recommendation: Optimize signal timing.**

*Background.* The Congestion Relief Task Force recommended the City “optimize signal timing.” Optimizing signal timing provides for more smooth flow of traffic by favoring certain lanes and direction of travel based on time of day. This recommendation is consistent with the *Salem Transportation System Plan*.

#### *Issues.*

- The City already has a system and staffing in place to optimize signal timing and City staff monitors performance and makes adjustments as needed utilizing signal controls, video monitoring, updated traffic modeling, and professional experience.

#### *Recent Actions Completed.*

- This recommendation is an ongoing activity.

#### *Next Steps for City Staff.*

- None.

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

### *Actions for Council Consideration.*

- Remove this recommendation from further reporting requirements.

### **15. Recommendation: Investigate using Adaptive Signal Timing.**

*Background.* The Congestion Relief Task Force recommended the City “investigate Adaptive Signal Timing,”<sup>3</sup> which could involve increasing pedestrian delays at signalized intersections during peak periods to favor vehicular flow.

### *Issues.*

- Except for roadways under the state highway system, implementing this recommendation is under the control of the City.
- ODOT is currently conducting a pilot study on Mission Street SE that involves Adaptive Signal Timing.
- Other locations where Adaptive Signal Timing might be appropriate are not yet known.

### *Recent Actions Completed.*

- Staff is tracking the pilot study being conducted by ODOT.

### *Next Steps for City Staff.*

- Complete review of this recommendation and identify additional information required and further actions to be taken.

### *Actions for Council Consideration.*

- None.

### **16. Recommendation: Develop a Comprehensive Growth Management Plan.**

*Background.* The Congestion Relief Task Force recommended the City “develop a Comprehensive Growth Management Plan.”

### *Issues.*

- In 2018, the City launched a multi-year project to update the *Salem Area Comprehensive Plan*, which guides development in the Salem area.
- The first phase of the project focuses on examining the existing conditions of the

---

<sup>3</sup> According to FHWA, adaptive signal timing or control refers to technologies that capture current traffic demand data to adjust traffic signal timing to optimize traffic flow in coordinated traffic signal systems. Adaptive systems can reduce traffic delay, increase average speeds, improve travel times, and decrease travel time variability. They also decrease emissions, which helps the environment. In contrast to traditional timed systems, adaptive signal control technologies can react to traffic accidents, special events, road construction, and other occurrences. For more information, refer to [https://www.fhwa.dot.gov/innovation/everydaycounts/edc-1/asct-faqs.cfm#t1\\_what](https://www.fhwa.dot.gov/innovation/everydaycounts/edc-1/asct-faqs.cfm#t1_what)

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

city and evaluating difference scenarios for how Salem could grow under current policies.

- Future phases will establish the community's vision for future growth and development and update the *Salem Area Comprehensive Plan* to implement the community's vision

### *Recent Actions Completed.*

- Our Salem: Planning for Growth is underway. The relationship between land use and transportation is being addressed in this process.

### *Next Steps for City Staff.*

- None. This is a long-term project.

### *Actions for Council Consideration.*

- Remove this recommendation from further reporting requirements under the Congestion Relief Task Force. Track progress through the Our Salem: Planning for Growth project.

## **17. Recommendation: Initiate a community dialog on acceptable travel times.**

*Background.* The Congestion Relief Task Force discussed what should be considered an acceptable travel time in the context of understanding and mitigating congestion. At the City Council work session on November 5, 2018, Council passed a motion directing staff to add this to the Congestion Relief Task Force recommendations.

### *Issues.*

- Both the City and ODOT have standards for the operation of intersections.
- The City does not have a standard for the amount of delay that is acceptable along a corridor.
- SKATS develops and maintains a *Congestion Management Plan* for the Salem-Keizer region that is currently being updated.
- The question of what is an acceptable travel time could be approached at a regional scale; or limited to the corridors within the City of Salem, or focused on downtown and inner west Salem.

### *Recent Actions Completed.*

- Staff sent a letter to the Mid-Willamette Valley Council of Governments asking SKATS staff to engage the community in a dialog regarding acceptable travel times.

### *Next Steps for City Staff.*

- Work with SKATS staff to initiate a community dialog on acceptable travel times.

## **Congestion Relief Task Force - Action Items Report for April 22, 2019**

### *Actions for Council Consideration.*

- Provide general direction to staff as to whether a dialog with regional partners is desired (current direction) or if the scope should be limited to travel times within the city limits or further focused on downtown and inner west Salem.