Complete Streets Policy Analysis

Prepared for Salem City Council Work Session, January 23, 2019

The following description of Complete Streets is from the U.S. Department of Transportation web page, available at https://www.transportation.gov/mission/health/complete-streets (accessed January 15, 2019).

> *Complete Streets are streets designed and operated to enable safe use and support mobility for all users. Those include people of all ages and abilities, regardless of whether they are travelling as drivers, pedestrians, bicyclists, or public transportation riders. The concept of Complete Streets encompasses many approaches to planning, designing, and operating roadways and rights of way with all users in mind to make the transportation network safer and more efficient. Complete Street policies are set at the state, regional, and local levels and are frequently supported by roadway design guidelines.*
>
> *Complete Streets approaches vary based on community context. They may address a wide range of elements, such as sidewalks, bicycle lanes, bus lanes, public transportation stops, crossing opportunities, median islands, accessible pedestrian signals, curb extensions, modified vehicle travel lanes, streetscape, and landscape treatments. Complete Streets reduce motor vehicle-related crashes and pedestrian risk, as well as bicyclist risk when well-designed bicycle-specific infrastructure is included (Reynolds, 2009). They can promote walking and bicycling by providing safer places to achieve physical activity through transportation. One study found that 43% of people reporting a place to walk were significantly more likely to meet current recommendations for regular physical activity than were those reporting no place to walk (Powell, Martin, Chowdhury, 2003).*

Salem Transportation System Plan

The Salem Transportation System Plan (TSP) is the City's master plan for transportation and a component of the Salem Area Comprehensive Plan. The Salem TSP, originally adopted in 1998, contains a strong policy basis that supports the concept of Complete Streets. This policy basis is guided by the overarching goal of the Salem TSP:

> *To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.*

The Salem TSP starts with a set of Comprehensive Transportation Policies, followed by sections (referred to as Elements) that focus on separate aspects of the transportation system. The goals, objectives, and policies of the various elements work together to support the overarching goal as stated above. The final section of this report is an excerpt of goals, objectives, and policies in the Salem TSP that support the concept of Complete Streets.

Figures 3-1 and 3-2 in the Salem TSP (included at the end of this report) illustrate the typical street design cross sections for each classification of street (arterials, collectors, and local). These typical cross sections support the TSP goals and policies to provide streets that serve all modes of travel.

Implementation of Salem TSP and Complete Streets

The goals, objectives, and policies of the Salem TSP that guide Complete Streets are implemented through the Salem Revised Code, Administrative Rules, and Standard Plans. The following are some, although not all, of the documents that are integral to development of complete streets in Salem:

- Salem Revised Code Chapter 205 – Land Division and Reconfiguration
- Salem Revised Code Chapter 220 – Site Plan Review
- Salem Revised Code Chapter 803 – Streets and Right-of-way Improvements
- Public Works Street Design Standards (Administrative Rule 109-006)
- City of Salem Department of Public Works Standard Drawings 300-399 (Streets)

Supporting Goals and Policies in the *Salem Transportation System Plan*

The remainder of this report are goals, objectives, and policies excerpted from the Salem TSP.

Comprehensive Transportation Plan Policies

GOAL: To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.

4. The transportation system for the Salem Urban Area shall consist of an integrated network of facilities and services for a variety of motorized and nonmotorized travel modes.

5. The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

13. The implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be evaluated as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before widening projects are constructed.

15. Local governments within the Salem Urban Area shall make as a high priority the planning, design, construction, and operation of a safe transportation system for all modes of travel including minimizing conflicts between different travel modes.

17. The transportation system shall be designed with consideration of the needs of people with disabilities by meeting the requirements set forth in the Americans With Disabilities Act.

Street System Element

GOAL: Provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of the Salem Urban Area.

Policy 2.1 Multimodal Street Design
The City of Salem shall design its streets to safely accommodate pedestrian, bicycle, and motor vehicle travel, including transit service.

Policy 2.2 Multimodal Intersection Design
Arterial and collector street intersections shall be designed to promote safe and accessible crossings for pedestrians and bicyclists. Intersection design should incorporate measures to make pedestrian crossings convenient and less of a barrier to pedestrian mobility. Accommodations shall be made for transit stops at or near street intersections.

Policy 2.4 City of Salem Street Design Standards
The City of Salem Street Design Standards shall be the basis for all street design within the Salem
Urban Area. The Street Design Standards shall reflect the functional role of different street classifications and shall consider the impact on the character and livability of surrounding neighborhoods and businesses. Street design standards shall consider managing vehicle speeds as appropriate for the given functional classification, with particular attention given to this consideration in residential areas.

Policy 2.6 Streetscape Design and Aesthetics
Wherever possible the City of Salem shall incorporate safely designed, aesthetic features into the streetscape of its public rights-of-way. These features may include: planting of street trees, shrubs, and grasses; incorporation of planting strips and raised medians; and, in some instances, the installation of street furniture, planters, special lighting, public art, or nonstandard paving materials.

Policy 2.8 Physical Improvements to Existing City Streets
Existing streets that are to be widened or reconstructed shall be designed to the adopted street design standards for the appropriate street classification. Adjustments to the design standards may be necessary to avoid existing topographical constraints, historic properties, schools, cemeteries, existing on-street parking, and significant cultural features. Whenever possible, the design of the street shall be sensitive to the livability of the surrounding neighborhood.

Policy 3.3 Street Safety Improvement Projects
The City shall place a higher priority on funding and constructing street projects that address identified vehicular, bicycle, and pedestrian safety problems than those projects that solely respond to automotive capacity deficiencies in the street system. An exception are those capacity improvements that, through their design, also resolve identified safety problems.

<u>Neighborhood Traffic Management Element</u>

GOAL: To preserve and enhance neighborhood livability and safety through community supported education, enforcement, and engineering measures that address vehicle speed and volume appropriate to the street's designated functional classification.

Policy 1.3 Neighborhood Traffic Measures Shall be Multimodal and not Limit the Use of the Street by Public Transit Services, Emergency Response Vehicles, School Buses, and Other Service Delivery Vehicles
NTM projects shall not prevent and should not negatively impact the flow of pedestrians and bicycles on the street system. NTM projects shall not prevent public transit and emergency response vehicles from using a street needed to provide these services. NTM should enhance pedestrian safety and provide a more desirable environment for bicyclists (e.g., slower vehicle speeds) and transit users (e.g., curb extensions). NTM should not significantly slow the response time of emergency vehicles.

Local Street Connectivity Element

GOAL: To provide an interconnected local street system that allows for dispersal of traffic and encourages a mix of travel modes.

Policy 2.1 Sidewalks
All development shall include sidewalk and walkway construction as required by the Salem Revised Code and the adopted City of Salem Design Standards. All new road construction or reconstruction projects shall include sidewalks as specified in the Pedestrian Element of the Salem Transportation System Plan.

Policy 2.2 Block Standards
The City shall set a maximum block-length standard of 600 feet between street centerlines unless the City determines that adjacent layout or topographical conditions justify greater length.

Policy 2.3 Public Accessways
The City may require pedestrian and bicycle accessways to connect to cul-de-sac streets, to pass through long blocks, and to provide for networks of public paths creating nonmotorized access to neighborhood activity centers.

OBJECTIVE NO. 3
Provide for minimal paved area and dimensional requirements for local streets consistent with efforts to reduce street construction and maintenance costs, storm water runoff and environmental impacts, and provide for pedestrian-friendly streets.

Policy 3.1 Street Width
In order to facilitate pedestrian crossing, discourage through traffic, and reduce speeds, local streets shall not be excessive in width. However, public local streets must have sufficient width to allow for emergency access and provide parking on at least one side.

Policy 3.2 Discouraging Cut-through Traffic
Local streets shall be designed to minimize cut-through traffic. Limiting street length, width, and the installation of traffic calming measures may be used to discourage through traffic from using local streets.

Bicycle System Element

GOAL: To provide a comprehensive system that accommodates a range of bicyclists with varying skill levels by providing a well-connected system of bicycle facilities that will encourage increased ridership, safe bicycle travel, active transportation, and support public health.

Policy 1.1 Provide Bicycle Facilities on Arterial and Collector Streets
Bicycle lanes shall be provided on all newly constructed Arterial and Collector streets. Arterial and Collector streets undergoing overlays or reconstruction will be re-striped with bicycle lanes, as designated on Maps 7-1 through 7-5. Every effort will be made to retrofit existing Arterials and Collectors with bicycle lanes, as designated on the Maps. Where bicycle lanes are difficult to accommodate on existing Arterials and Collectors due to limited right-of-way or other environmental constraints, alternate bicycle facilities may be provided on a parallel street within the vicinity of an existing Arterial or Collector.

Policy 2.2 Complete the Bicycle System

Recognizing that a completed system of bicycle facilities is one of the most important factors in encouraging bicycle travel, the City will construct 70 percent of the bicycle network by 2030. The "bicycle network" is defined as shared lane markings, family-friendly bikeways, bike lanes (buffered, raised, and colored included), off-street paths, and cycle tracks, with priority given to projects that fill a missing link in the bicycle system or address an identified safety hazard.

Pedestrian System Element

GOAL: To provide a comprehensive system of connecting sidewalks and walkways for a range of pedestrians with different abilities that will encourage and increase safe pedestrian travel and active transportation to support public health.

Policy 1.2 Establish Sidewalk Construction Program
To complete the pedestrian facility network, the City shall establish a Sidewalk Construction Program that reflects the City's funding resources. This program will give priority to the construction of missing sidewalks in already developed areas of the City that would provide improved access to schools, parks, shopping, and transit services.

Policy 1.3 Focus Attention on Intermodal Connections
Sidewalks and walkways shall complement access to transit stations/stops, train stations, and multiuse paths. Activity centers and business districts should focus attention on and encourage pedestrian travel within their proximity.

Policy 1.4 Ensuring Future Sidewalk Connections
All future development shall include sidewalk and walkway construction as required by the Salem Revised Code and adopted City of Salem Design Standards. All road construction or renovation projects shall include sidewalks. The City shall support, as resources are available, projects that address identified barriers to pedestrian travel or safety.

Policy 1.5 Complete Connections with Crosswalks
All signalized intersections shall have marked crosswalks. School crosswalks will be marked where crossing guards are provided. Marked crosswalks, along with safety enhancements (medians and curb extensions), shall be provided, as resources are available, at unsignalized intersections and uncontrolled traffic locations in order to provide greater mobility in areas frequently traveled by persons with limited pedestrian capabilities. Marked crosswalks may also be installed at other high volume pedestrian locations without medians or curb extensions if a traffic study shows there would be a benefit to those pedestrians.

Policy 1.6 Compliance with ADA Standards
The City shall comply with the requirements set forth in the Americans with Disabilities Act regarding the location and design of sidewalks. To do so, the City shall establish Critical ADA Routes where compliance with Americans with Disabilities Act Accessibility Guidelines is prioritized. Critical
ADA routes are to be those that provide direct, convenient, and safe on-street and off-street pathway connections to existing and planned neighborhood and community destinations such as schools, shopping areas, parks, multifamily developments, government offices, and transit stops.

Policy 2.1 Maintaining and Assuring the Quality of Facilities
The City shall establish standards for the maintenance and safety of pedestrian facilities. These standards shall include the removal of hazards and obstacles to pedestrian travel, as well as

maintenance of benches and landscaping. A minimum clear path of 36 inches shall be maintained in compliance with ADA standards, with a priority for ADA critical routes. Definition of a clear path includes an area free of debris, hazards, and obstacles, as well as substantially broken sidewalks.

Owners of property within the city limits and adjacent to sidewalks built since September 1, 1992, will be responsible for repairing or replacing damaged sidewalks, unless the damage has been caused by a City street tree. Owners of property within the city limits and adjacent to sidewalks built prior to September 1, 1992, will be assigned responsibility for repairing or replacing damaged sidewalks after the City of Salem first repairs the existing sidewalk and brings them up to an acceptable standard. The City will remain responsible for future damage caused by City street trees.

Transit System Element

GOAL: A public mass transit system that provides convenient and accessible transit services to the citizens of the Salem Urban Area.

Policy 1.3 Transit-supportive Urban Design
Through its zoning and development regulations, the City shall facilitate accessibility to transit services through transit-supportive streetscape, subdivision, and site design requirements that promote pedestrian connectivity, convenience, and safety.

Policy 1.4 Transit-supportive Street System Design
The City shall include the consideration of transit operations in the design and operation of street infrastructure in identified transit-oriented centers and corridors, as well as in other appropriate locations.

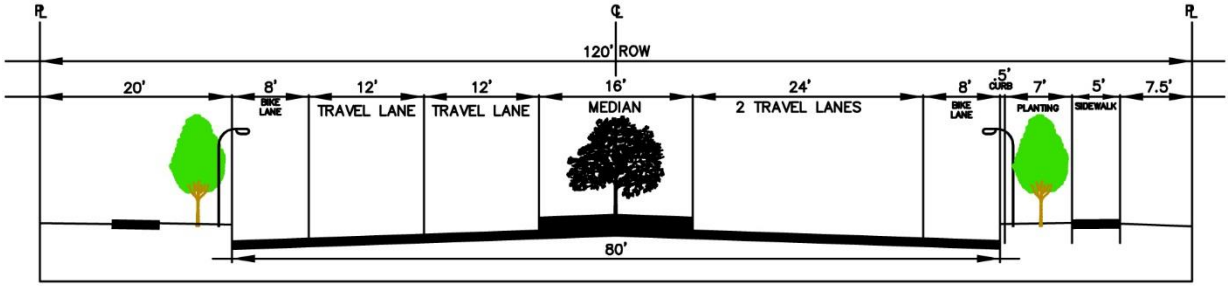
Policy 1.6 Intermodal Connectivity
The City of Salem shall encourage connectivity between different travel modes. Transit stops, transfer centers, and park-and-ride facilities should be accessible by pedestrian, bicycle, bus, and automobile travel. Priority should be given to completing the sidewalk network within a quarter-mile of high frequency corridors and at all transit stops. Intercity passenger bus, aviation, and rail terminals should be accessible by transit services.

Figure 3-1

TYPICAL STREET DESIGN CROSS SECTIONS
PARKWAY AND ARTERIAL STREETS

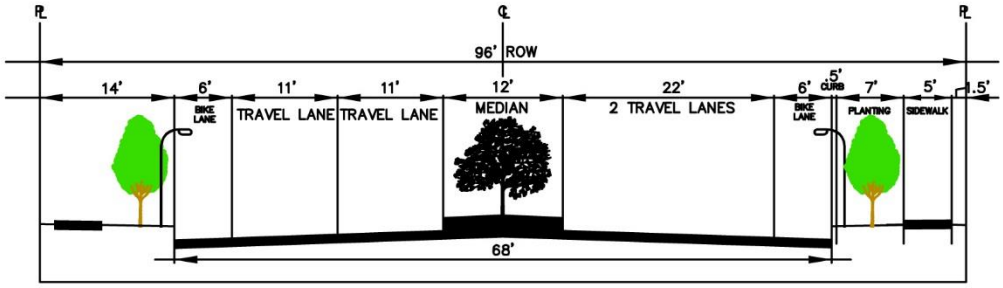
PARKWAY

FOUR LANE CURBED IMPROVEMENT W/MEDIAN
AND BIKE LANES AND SIDEWALKS



MAJOR ARTERIAL

FIVE LANE CURBED IMPROVEMENT W/MEDIAN
AND BIKE LANES AND SIDEWALKS



MINOR ARTERIAL

THREE LANE CURBED IMPROVEMENT
WITH BIKE LANES AND SIDEWALKS

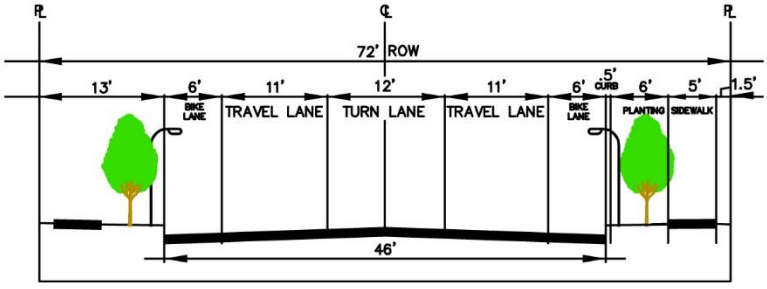
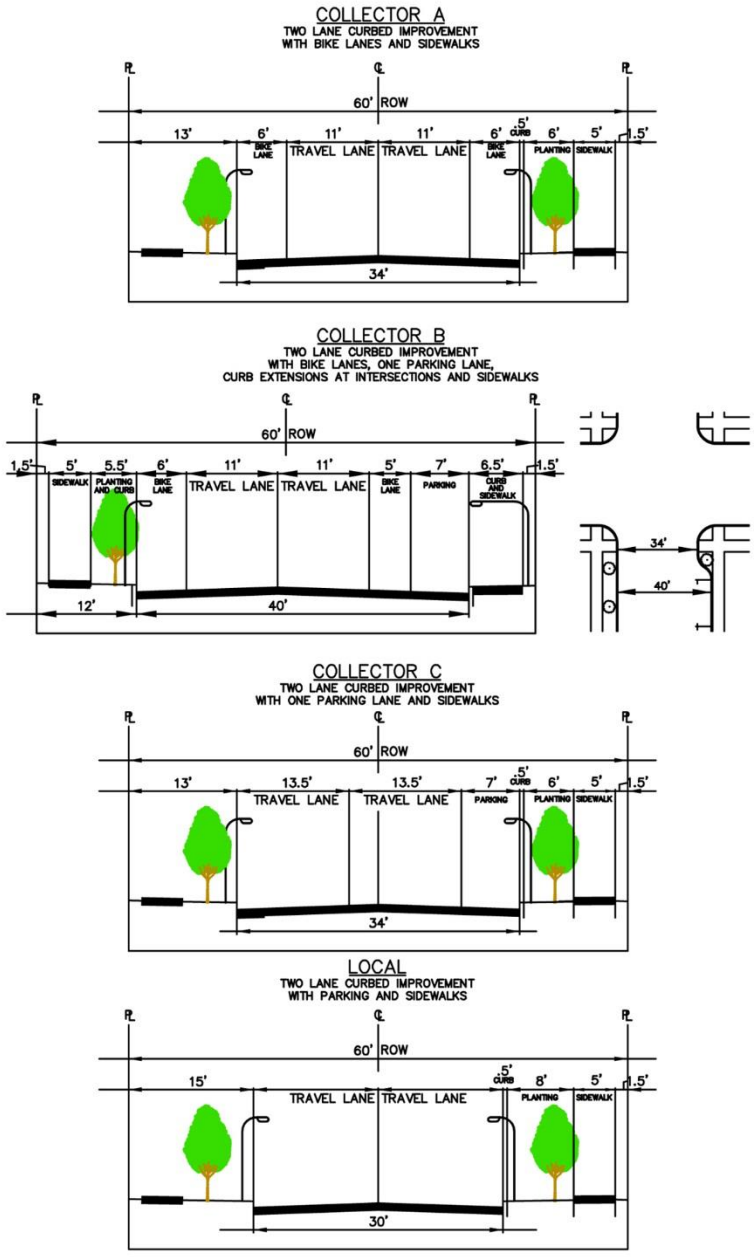


Figure 3-2

TYPICAL STREET DESIGN CROSS SECTIONS
COLLECTOR AND LOCAL STREETS



Note: To determine which collector standard is appropriate for a given collector street, refer to Street System Element, Street Design Standards. In general, Collector A is intended for use on streets with relatively high volume and running speed and which have limited residential frontage. Collector B is generally intended for use on streets with relatively high volume and running speed and which are residential in nature. Collector C is intended for residential streets with relatively lower volume and running speed and which are not designated for bike lanes on the Salem Bicycle System Map.