



SALEM CONGESTION TASK FORCE
August 3, 2018
Traffic Control Center Conference Room 325
MEETING NOTES

MEMBERS PRESENT

Chuck Bennett, Mayor
Cara Kaser, Councilor
Chris Hoy, Councilor
Jim Lewis, Councilor

MEMBERS ABSENT

CITY STAFF

Robert Chandler, PE, Assistant Public Works Director
Kevin Hottmann, PE, City Traffic Engineer
Julie Warncke, Transportation Planning Manager
Carol McMann, Staff Assistant

OTHER

Scott Mansur, DKS
Jenna Hills, DKS
Julie Fischer, Cogito
Terry Cole, ODOT
Mike Jaffe, MWVCOG

1. WELCOME AND INTRODUCTIONS:

Mayor Bennett called the meeting to order at 7:02am.

2. AGENDA REVIEW AND MEETING #4 RECAP:

The Task Force briefly reviewed the agenda and meeting goals.

3. REVIEW PROJECT GOAL, DATA, AND PROJECT IDEAS

The Task Force reviewed the project goal as identified in the City Council Staff Report that established the Task Force (November 13, 2017). Scott Mansur reviewed data concerning traffic growth, including projected traffic volumes; projected queuing (2035); travel time differences associated with the Marion and Center Street Bridge Solutions Packages; and bridge and bridgehead capacities. Mr. Mansur also provided information on adopted City and State mobility standards and how the existing streets perform relative to those standards.

4. RECOMMENDATIONS AND REPORTING:

Mr. Mansur presented potential projects that were short and medium term and a recap of the long terms solution packages previously discussed. The Task Force discussed policies, practices and projects as well as possible funding mechanisms. Refer to handout listing potential policies, projects, and funding strategies. The Task Force discussed the short term versus the long term projects and wanted additional time to make recommendation to the full City Council.

5. PROJECT CONCLUSIONS AND KEY POINTS:

The Task Force reviewed the draft "Conclusions and Key Points" handout.

6. NEXT STEPS:

The Task Force discussed the future meeting schedule. The next meeting, scheduled for September 14, 2018, will be the final meeting prior to reporting back to the full City Council.

The next scheduled meeting will take place Friday, September 14, 2018, from 7:00 to 9:00 a.m.

The meeting adjourned at 8:45 a.m.

ATTACHMENTS:

- Handout listing potential policies, projects, and funding strategies
- Draft Conclusions and Key Points

Note: Audio recording of meeting is available on our City of Salem Website, <https://www.cityofsalem.net/Pages/congestion-relief-task-force.aspx>, under "Meeting Minutes".

You can request a transcript or an alternate format by contacting:

City of Salem Public Works Department
555 Liberty Street SE, Room 325
Salem OR 97301-3513
503-588-6211
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Conclusions and Key Points

Increasing vehicular flows across the Marion Street and Center Street bridges during peak travel times will require an estimated \$55-\$65 million for the Marion Street Bridge area and \$100 - \$137 million for the Center Street Bridge area.

If the projects are completed, travel times in the peak hour(s) for both eastbound and westbound traffic across the bridges would be reduced by as much as 50 percent initially; travel times would return to pre-construction levels within ten years or less after project completion.

Key Points:

1. **Population will increase.**

Salem's population is projected to grow more than 20 percent over the next 20 years, with the majority of residential growth occurring west and south of downtown.

2. **Congestion will increase.**

Vehicle congestion in the study area is projected to increase, as measured by both travel times and the duration of the peak period on the two bridges.

3. **Congestion is directly related to vehicle flows to, from, and across the bridges.**

To relieve vehicle congestion in the study area, the Task Force focused on options that would increase vehicular traffic flows across the Marion and Center Street bridges, including the approaches to and egress from the bridges.

4. **There are no programmatic or policy solutions.**

There is no set of new programs or policies that would increase traffic flows and significantly reduce vehicle congestion on the Marion Street and Center Street bridges.

5. **There are no low-cost solutions.**

There is no single project at a specific location that would significantly reduce congestion across the Marion Street and Center Street bridges. To significantly reduce congestion, a set of capital projects must be packaged together. There are several lower-cost improvements that could provide benefits at specific locations or to a limited number of users. Examples include: intersection modifications; additional guide signage; enacting turn restrictions at certain times of day; providing a park and ride/walk/shuttle facility at Wallace-Marine Park; creating a circulator/trolley program, and implementing Intelligent Traffic System technologies.

6. **The preferred option to increase morning eastbound traffic flows (Center Street Bridge) costs over \$100 million.**

The set of capital projects that would increase eastbound traffic flows across the Center Street Bridge involves widening Wallace Road NW to three lanes southbound; widening the eastbound bridge approach structure; adding a fifth lane on the bridge; making modifications to the north and southbound off-ramps to Front Street NE and addressing downstream bottlenecks at intersections

Conclusions and Key Points

of Front/Commercial/Division streets and Front/Commercial/Trade streets. If constructed, this option is estimated to:

- Cost between \$100 and \$115 million if conducted in conjunction with projects to address westbound traffic (Marion Street Bridge). If not conducted in conjunction with Marion Street Bridge projects, the cost increases by approximately \$19 to \$22 million.
- Initially reduce peak travel times by approximately 50 percent. Travel times would return to pre-construction levels approximately ten years following project completion.

7. The preferred option to increase evening westbound traffic flows (Marion Street Bridge) costs over \$55 million.

The set of capital projects that would increase westbound traffic flows across the Marion Street Bridge involves adding a third right turn lane on Commercial Street; adding an additional westbound lane on Marion Street NE by removing parking; widening the bridge approaches; adding a fifth lane on the bridge; removing the pedestrian sidewalk on the bridge and widening Wallace Road NW to three northbound lanes. If enacted, this option is estimated to:

- Cost between \$55M and \$65 million.
- Initially reduce peak travel times 30 and 50 percent for vehicular traffic originating from north and east of the Marion Street Bridge, respectively. Travel times for traffic originating from south of the bridge would remain unchanged. All travel times would return to pre-construction levels less than ten years following project completion.

8. The preferred alternatives will incur other costs in addition to construction.

In addition to the capital costs of each of the project packages, there are also social, environmental, and economic costs related to such items as: property acquisition and condemnation; business and travel disruption; impacts to public parks and recreation, and construction involving the regulated floodplain, over-water work, and the Willamette Greenway. Quantifying these costs was outside of the scope of the Task Force.

9. Salem does not have standards for acceptable travel times.

Salem does not have adopted standards for travel times between points and has not established a threshold above which a travel time is considered unacceptable. Salem does have adopted standards for roadways and intersections related to volumes and capacities. The preferred options would result in improvements to these standards, but traffic growth over time would erode these gains.

10. Seismic retrofits are likely for the Center Street Bridge but unlikely for the Marion Street Bridge.

The Oregon Department of Transportation (ODOT) will be conducting a study to determine whether the Center Street Bridge needs to be seismically retrofitted and, if so, the cost for retrofitting. Depending on the results of the study, ODOT may retrofit the bridge; \$60 million was identified in legislation towards this work. ODOT has determined it will not retrofit the Marion Street Bridge because doing so is not cost-effective.

Recommendation? Either checkmark or "RFR" for further research	Policy or Adopted Project	Description	Short-, Medium-, and/or Long-term	Results	Notes		
	1	Congestion Pricing	Implement a change for roadway or bridge trips during the peak periods	Short-term/Medium-term	Decreases demand and funds transportation improvements.		
	2	Parking Pricing	Implement or increase parking costs	Short-term	Reduces peak hour vehicle demand and increases alternative modes		
	3	Identify acceptable travel time standards	Research and conduct outreach to the public to assess perceptions and thresholds for levels of congestion for road users	Short-term	Increases public understanding of costs and benefits of projects		
	4	Central Salem Mobility Study	Revisit adopted projects from Central Salem Mobility Study that reduce vehicle capacity	Short-term			
Recommendation? Either checkmark or "RFR" for further research	#	Project Name	Description	Short-, Medium-, and/or Long-term	Cost Estimate	Results	Notes
	5	Guide signage	Improve guide signage leading up to and on the bridges	Short-term	\$250,000 per location	Reduces weaving but results in negligible change in capacity	
	6	Increase pedestrian delays	Increase pedestrian delays at signalized intersections during peak periods	Short-term	Staff time only	Negligible change in vehicle delay	Will require ODOT approval
	7	Musgrave Avenue connector	Remove the barrier on Musgrave Avenue east of Wallace Road to allow traffic to access Wallace Marine Park	Short-term	\$50,000	Removes approximately 50 vehicles from Glen Creek Road during PM peak. Minimal change to capacity	
	8	Variable speed limit signs	Install variable speed limit signs on Highway 22	Short-term/Medium-term	\$500,000 - \$1 million each sign	Improves safety but does not increase capacity	Will require ODOT approval
	9	Travel time signage	Install travel time signage in the study area	Short-term/Medium-term	\$500,000 - \$1 million each sign	provides real time information but does not effect capacity	Will require ODOT approval
	10	Bike/pead connections to Union St Bridge	Continue to expand and build pedestrian and bicycle connections to the Union St Bridge	Short-term/Medium-term	To be determined	Encourages usage of alternative modes	
	11	Parking Management	Switch from Monthly to Daily Fee Parking. Vary rates during day to discourage parking at peak periods, increase pricing for parking at structures and on-street, tax parking spaces, offer parking cash-out programs	Short-term	To be determined	Encourages usage of alternative modes	
	12	Downtown circulator	Provide increased transit circulation in downtown area	Short-term/Medium-term	To be determined	Encourages usage of transit	
	13	Park and Walk/Bike/Shuttle	Provide park and walk/bike/shuttle services at Wallace Marine Park	Short-term/Medium-term	To be determined	Encourages usage of alternative modes	
	14	Median/Turn restrictions on Wallace Road	Install a center lane barrier or prohibit turns from Wallace onto Taggart Drive	Short-term/Medium-term	To be determined	Increases capacity on Wallace Road (factual improvement would be area of further study)	Would impact business accessibility. Will require ODOT approval

Recommendation? Either checkmark or "PR" for further research	#	Project Name	Description	Short-, Medium-, and/or Long-term	Cost Estimate	Results	Notes
	15	Multi-modal grade-separated crossing of Front St	Install a grade-separated crossing of Front St between downtown and Riverfront Park and remove the existing pedestrian crossings of Front St	Medium-term	\$10 - \$20 million	negligible change in capacity due to bottleneck at Commercial/Trade/Front	Will require ODOT approval
	16	Widen High St southbound	Extend two southbound lanes on High St from Union St to Liberty St (remove parking) and make southbound right turn free flow at Marion St	Medium-term	\$500,000 - \$1 million	Increases capacity at the High St/Marion St intersection	
	17	Multi-modal grade-separated crossing near Marion St/High St	Install a grade-separated crossing near Marion St/High St and remove the existing pedestrian crossings at the intersection to reduce vehicle delay	Medium-term	\$10 - \$20 million	Negligible change in vehicle delay without improvements to Commercial/Marion	
	18	2nd Street Undercrossing	Connect 2nd Street under Wallace Road to the proposed Marine Drive roadway, build an additional off-ramp lane from Marion Street bridge to 2nd St/Marine Dr	Medium-term/Long-term	\$30 - \$40 million	Increases capacity 3 - 5% on Wallace Road and provides additional ped/bike connections	
	19	Taggart Dr/Wallace Rd	Add additional through and/or right turn lane on the east and westbound Taggart Dr approaches	Medium-term	\$10 million	Increases capacity on Wallace Road by approx. 7%	Will require ODOT approval
	20	Murlik Avenue connector	Extend Murlik Avenue north to Glen Creek Road	Medium-term	\$15 - \$20 million	Removes vehicles from Wallace Road	
	21	Wallace Road through and turn lanes	Add through and right turn lanes to Wallace Road (from Highway 22 to Brush College Rd)	Medium-term/Long-term	\$120 - \$150 million	Add significant capacity to Wallace Road	Will require ODOT approval
	22	Front Street minor arterial	Widen Front Street to a minor arterial standard	Medium-term/Long-term	To be determined	Removes approximately 50 to 100 vehicles off Commercial St SB during PM peak	
	23	Center St bridge Solution Package #1	Widen Wallace Rd to three lanes SB onto Center St bridge, add fifth lane on Center St bridge, remove signal at Center St bridge off-ramp to Front St WB, widen Front St NB to three lanes from Center St bridge off-ramp to Commercial St (up to Market St), widen the Front St approach to dual exclusive right turn lanes and dual exclusive through lanes at Commercial St/Trade St	Long-term	\$100 - \$137 million	Adds capacity to bridgeheads and Center St Bridge	
	24	Marion St bridge Solution Package #4a	Triple southbound right turn lanes on Commercial, four through lanes on Marion St, add fifth lane to Marion St bridge, Off-ramp to Marine Dr which connects up to Riverbend Road	Long-term	\$80 - \$95 million	Adds capacity to bridgeheads and Marion St Bridge	Not endorsed by ODOT
	25	Marion St bridge Solution Package #4b	Triple southbound right turn lanes on Commercial, four through lanes on Marion St, add fifth lane to Marion St bridge, three lane off-ramp to Wallace Road, widen Wallace Rd to 3 northbound lanes through Glen Creek Rd	Long-term	\$55 - \$65 million	Adds capacity to bridgeheads and Marion St Bridge	
Recommendation? Either checkmark or "PR" for further research		Funding Strategy	Description	Notes			
	26	Gas Tax	Sales tax imposed on sale of gasoline to fund transportation or road projects. Requires voter approval.				
	27	Bonds	Issued by the City to fund capital projects such as building highways or road improvement projects. Requires voter approval.				