



PEDESTRIAN SYSTEM ELEMENT

For the past 50 years, America's preferred travel method has been the single-occupant vehicle. However, many short trips, to school, work, or the neighborhood store, can be made by walking. In fact, every trip, even to a car, begins as a walking trip. The key to encouraging more walking trips is a safe and convenient pedestrian system. A completed sidewalk system not only encourages safe pedestrian travel, but also provides important connections to other modes of transportation such as transit. By providing this infrastructure, we can expect to decrease the need for people to drive alone in their cars every time they want to make a trip. This in turn, helps to lessen traffic congestion and preserve good air quality and livability in Salem.

Policy Framework

In developing the Pedestrian System Goal for the City, an emphasis was placed on the importance of providing connecting facilities. This can only be accomplished by building sidewalks where they are not currently in place. To provide this comprehensive network of well-maintained pedestrian facilities, the Pedestrian Element of the Salem Transportation System Plan contains a goal, objectives, and policies section. This policy framework reflects the State Transportation Planning Rule requirement that a pedestrian system plan element be included in local transportation system plans.

In order to achieve the pedestrian goal, three objectives have been outlined that deal with the role of creating pedestrian facilities:

- Create a comprehensive system of pedestrian facilities;
- Double the percentage of trips made by walking; and
- Reduce the number of pedestrians injured in traffic accidents.

Each objective is to be met through the implementation of policies that pursue particular strategies, develop specified programs, or engage in defined courses of action to ensure the achievement of the goal and objectives established in the Plan.

Goal, Objectives, and Policies

The City of Salem has the following goal, objectives, and policies for the planning, development, and operation of its pedestrian system:

GOAL: To provide a comprehensive system of connecting sidewalks and walkways that will encourage and increase safe pedestrian travel.

OBJECTIVE NO. 1

The City of Salem shall create a comprehensive system of pedestrian facilities.

Policy 1.1 Inventory Existing System and Identify Future Needs

The City shall inventory and map existing pedestrian facilities. Facility inventories and selected usage surveys shall be performed every five years to determine the success or failure of meeting the Plan's pedestrian goal, objectives, and policies.



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.

OBJECTIVE NO. 2

The City of Salem shall seek to double the 1995 percentage of trips made by pedestrians by the Year 2015.

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.

Policy 2.2 Pedestrian Supportive Land Uses

Comprehensive Plan land use designations and zoning shall be developed to allow for mixed land uses which promote pedestrian travel.



Policy 2.3 Promotion of Walking for Health and Community Livability

The City shall encourage efforts that inform and promote the health, economic, and environmental benefits of walking for the individual and the community. Walking for travel and recreation shall be encouraged to achieve a more healthful environment that reduces pollution and noise to foster a more livable community.

Policy 2.4 Connecting Trail Network

The City shall encourage the development of a connecting, multiuse trail network, using linear corridors such as rivers, creeks, utility easements, and abandoned rail lines, using such programs as rail-banking, which complement and connect to the sidewalk and park systems.

OBJECTIVE NO. 3

The City of Salem shall encourage education services and promote safe pedestrian travel in order to reduce the number of 1995 accidents involving pedestrians by 50 percent by the Year 2015.

Policy 3.1 Education of Pedestrian Safety Needs

The City shall encourage schools, safety organizations, and law enforcement agencies to provide information and instruction on pedestrian safety issues that focus on prevention of the most important accident problems. The programs shall educate all roadway users of their privileges and responsibilities when driving, bicycling, and walking.

Policy 3.2 Taking Action to Improve Safety

The City shall enforce pedestrian safety laws and regulations to help increase safety as measured by a reduction in accidents. Attention should be focused on areas where high volumes of automobile and pedestrian travel occur. Warnings and citations given to drivers and pedestrians should serve to impress the importance of safety issues.

Policy 3.3 Completion of Street Lighting Facilities

The City shall work toward the completion of the street lighting system, designed to City illumination standards, on all Arterial and Collector streets within the USA. Through the use of neighborhood street lighting districts, property owners shall be encouraged to provide street lighting, designed to City illumination standards, on all public local streets within the USA.

Policy 3.4 Safe Access to Schools

The City shall work with the Salem-Keizer School District and neighborhood associations to maintain and improve its programs to evaluate the existing pedestrian access to local schools, estimate the current and potential use of walking as a travel mode, evaluate safety needs, and propose changes to increase the percentage of children and young adults safely using this mode.

Pedestrian Facilities Inventory

An inventory of the sidewalk system for the Salem Urban Area was completed during the summer of 1997. The inventory recorded where sidewalks are located and where they are missing. Areas of the City that are generally



lacking sidewalks on both sides of the street are designated as “sidewalk deficient.” Map 8-1 shows where sidewalk-deficient areas are located as well as their relation to schools, parks, and transit routes as they existed at the time of the inventory.

CONDITION OF SIDEWALK SYSTEM

The general condition of the sidewalk system varies by the age of facility. Sidewalks located within the core area of the city are the oldest and most likely in need of repair. This is especially true for sidewalks in older residential areas adjacent to mature street trees. Sidewalks located within the outer ring of developed areas are newer and in better condition.

Sidewalk System Needs

Schools, parks, shopping areas, and transit routes are pedestrian activity centers that should be accessible within a minimum one-quarter-mile radius by a completed system of sidewalks. Table 8-1 lists locations that are currently lacking that level of accessibility. Tables 8-2 and 8-3 list the arterial and collector streets within the Salem Urban Area that currently lack sidewalks on both sides of the street.

ARTERIAL AND COLLECTOR STREETS

In 1998, 44.8 miles of arterial and collector streets within currently developed areas of the Salem Urban Area were missing sidewalks on both sides of the street. In addition to major streets, at least 107 miles of local streets needed sidewalks within the existing Salem city limits—more if the unincorporated areas of the Salem Urban Area were included. Future sidewalk construction projects undertaken by the City should be prioritized to occur on streets that serve the locations shown in Tables 8-1, 8-2, and 8-3.

Currently there are two Committed sidewalk projects in this Plan. One is the Doaks Ferry Road NW sidewalk project from Orchard Heights Road NW to Chapman Hill Elementary School. This project will construct 1,600 feet of missing sidewalk on this major arterial street. The other is the Orchard Heights Road NW sidewalk project from Mousebird Avenue NW to West Salem High School. This project will construct 1,500 feet of missing sidewalk on this minor arterial street. (See Table 7-1 in the Bicycle System Element for additional information on these two projects.)

RESIDENTIAL STREETS

Generally, the older, inner areas of Salem have good sidewalk availability. The newer, outermost areas of Salem also have good sidewalk availability. In between these areas there are neighborhoods that were built in the 1940s and 1950s before sidewalks were required by Marion County. These areas came into the City through annexation and have not been improved to full urban standards. For this reason, large areas of Southeast and Northeast Salem are lacking sidewalks.

ACCESS TO MAJOR SHOPPING CENTERS

All of Salem’s major shopping centers have improved frontages that contain sidewalks. The downtown retail core and many of the retail shopping areas along inner portions of Commercial Street SE, State Street, and Portland

Map 8-1 Salem Urban Area Sidewalks

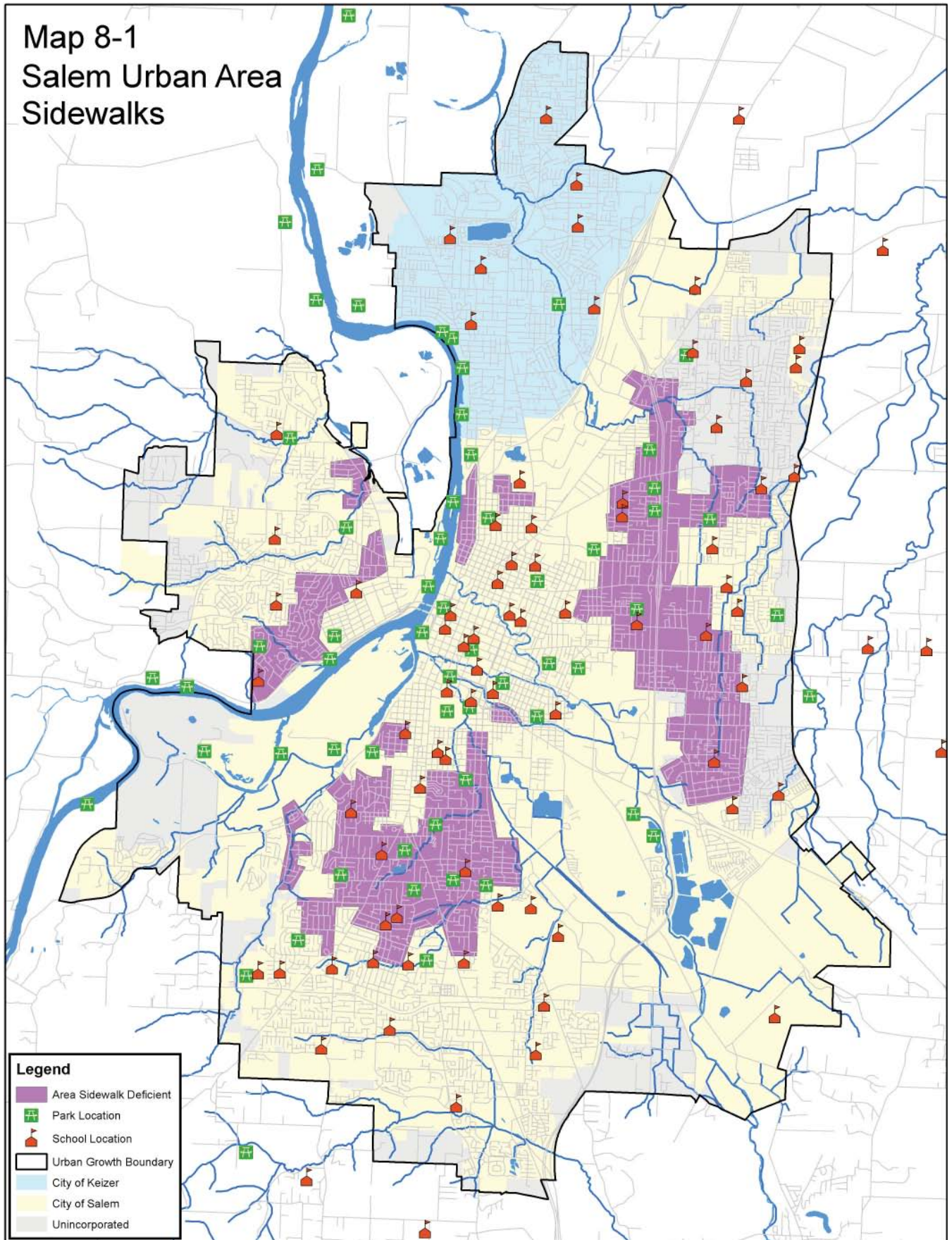




Table 8-1 Schools, Parks, and Transit Routes Lacking Sidewalk Accessibility

<p>West Salem North Salem</p>	<p>Salem Academy (private)</p>	<p>College Heights Park River Road Park</p>	<p>No. 10 Orchard Heights (Glen Creek Road NW to Edgewater Street NW)</p> <p>No. 12 Salemtowne (River Bend Road NW along Wallace Road NW)</p> <p>No. 19 Glen Creek (Westfarthing Way NW to Alpine Drive NW)</p> <p>No. 4 Keizer East (Pine Street NE and Cherry Avenue NE)</p> <p>No. 18 Keizer West (Tryon Avenue NE to Market Street NE)</p>
<p>Northeast Salem</p>	<p>Waldo Middle Washington Elementary Hoover Elementary Auburn Elementary Swegle Elementary Salem Academy (private)</p>	<p>Eastgate Basin Park Livingston Park Northgate Park Hoover Elementary Park McKay Park</p>	<p>No. 2 Jan Ree (Park Avenue NE to Glendale Avenue NE)</p> <p>No. 3 Capitola (Hyacinth Street NE to Claxter Road NE)</p> <p>No. 5 Royal Oaks (Park Avenue NE to Tierra Drive NE)</p> <p>No. 5A Lancaster Mall (Park Avenue NE to 46th Avenue NE)</p> <p>No. 11 Lancaster Drive (Glendale Avenue NE to Rickey Street NE)</p> <p>No. 13 Lansing & Claxter (Evergreen Avenue NE to Portland Road NE)</p> <p>No. 16 Four Corners (37th Avenue NE to Kenwood Avenue NE; and Connecticut Avenue SE to Lancaster Drive NE)</p> <p>No. 17 Hayesville (23rd Street NE to 45th Avenue NE; and Carolina Avenue NE to Silverton Road NE)</p>



Table 8-1 Schools, Parks, and Transit Routes Lacking Sidewalk Accessibility (Continued)

South Salem	Baker Elementary Candalaria Elementary Salem Heights Elementary	Salem Heights Park Fircrest Park Fairmont Park Nelson Park	No. 8 Boone Road (Leffelle Street S to Rural Avenue S; and Skopil Avenue S to Mize Road SE) No. 14 Sunnyridge (Liberty Road S to Joplin Street S) No. 15 Laurel Springs (Liberty Road S to Azalea Drive S; and Mulberry Drive S to Liberty Road S)
Southeast Salem	Judson Middle Houck Middle Morningside Elementary Faye Wright Elementary Liberty Elementary Four Corners Elementary McKinley Elementary Queen of Peace (private)	Gracemont Park Hillview Park Clark Creek Park South Village Park Morningside Park Gilmore Field McKinley Elementary Park Cascades Gateway Park	No. 1 South Commercial (Ratcliff Drive SE to Hilfiker Lane SE) No. 6 12th & Sunnyside (Cross Street SE to Hrubetz Road SE) No. 8 Boone Road (Missouri Avenue S to Mize Road SE) No. 14 Sunnyridge (Hoyt Street SE to Liberty Road S) No. 15 Laurel Springs (Cross Street SE to Liberty Road S)



Table 8-2 Salem Urban Area Arterial Streets in Developed Areas Lacking Sidewalks in 2001

	Street Name	Class.	Segment Lacking Sidewalks on Both Sides	Length (mile)
West Salem	Doaks Ferry Road NW	Major	Glen Creek Road NW to Eola Drive NW	1
	Brush College Road NW	Minor	Wallace Road NW to Doaks Ferry Road NW	0.5
	Orchard Heights Road NW	Minor	Parkway Drive NW to Snowbird Street NW	0.6
	Glen Creek Road NW	Minor	Windemere Drive NW to Westfarthing Way NW	0.5
	Eola Drive NW	Minor	Kingwood Drive NW to Gehlar Road NW	0.9
North Salem	Front Street N	Minor	River Road N to Hickory Street N; and small segments south to Division Street N.	0.6
Northeast Salem	State Street	Major	40th Place NE to Cordon Road NE	1
	Center Street NE	Major	Concord Street NE to Cordon Road NE	0.7
	Hawthorne Avenue NE	Major	Sunnyview Road NE to Portland Road NE	1.8
	Market Street NE	Minor	Lancaster Drive NE to 45th Avenue NE	0.4
	Swegle Road NE	Minor	45th Avenue NE to west of Royalty Drive NE	0.3
South Salem	Skyline Road S	Major	Joseph Street S to Kuebler Boulevard S	0.2
	Madrona Avenue S	Minor	Crestview Drive S to Croisan Creek Road S	0.8
	River Road S	Minor	Owens Street S to Croisan Creek Road S (There is separate bicycle/pedestrian path on the eastside between Owens Street S and Minto Island Road S)	1.9
	Kuebler Road S	Parkway	Liberty Road S to Skyline Road S	0.5
Southeast Salem	Commercial Street SE	Major	Winding Way SE to Lansford Drive SE; and Fabry Road SE to I-5 Interchange	1.5
	Madrona Avenue SE	Major	Edward Avenue SE to 25th Street SE	0.7
	McGilchrist Street SE	Major	Pringle Road SE to 25th Street SE	0.8
	Lancaster Drive SE	Major	Highway 22 to Kuebler Boulevard SE	0.8
	Pringle Road SE	Minor	Hoyt Street SE to Ewald Avenue SE	1.2
	Battle Creek Road SE	Minor	Pringle Road SE to Kuebler Boulevard SE; and Tahoe Avenue SE to Brentwood Drive SE	1.5
	Mildred Lane SE	Minor	Lone Oak Road SE to Smoke Tree Drive SE	0.6
	Reed Lane SE	Minor	Battle Creek Road SE to Strong Road SE	0.7
	Turner Road SE	Minor	Highway 22 to UGB	3.2
	Airport Road SE	Minor	Segments missing between State Street and Highway 22	0.2
	Fabry Road SE	Minor	Woodside Drive SE to Sugar Plum Street SE	0.4
	Rickey Street/Macleay Road SE	Minor	Arabian Avenue SE to Cordon Road SE	0.5
Total Mileage of Salem Urban Area Arterial Streets in Developed Areas Missing Sidewalks				23.8



Table 8-3 Salem Urban Area Collector Streets in Developed Areas Lacking Sidewalks in 2001

	Street Name	Segment Lacking Sidewalks on Both Sides	Length (mile)
West Salem	River Bend Road NW	Wallace Road NW to Linwood Street NW	0.2
	Parkway Drive NW	At Larkspur Lane NW	0.1
Northeast Salem	Hayesville Drive NE	Nandale Drive NE to Lisa Street NE; and Harlan Drive NE to Janice Avenue NE; and Stephens Middle School to Cordon Road NE	1.2
	Herrin Road NE	45th Avenue NE to Cordon Road NE	0.8
	Blossom Drive NE	Indian School Road NE to Portland Road NE (To be constructed within 1998-2003 CIP period)	0.5
	Auburn Road NE	Lancaster Drive NE to Cordon Road NE	1.2
	Evergreen Avenue NE	Englewood Avenue NE to Sunnyview Road NE	0.6
	Park Avenue NE	Center Street NE to Market Street NE	0.7
	Savage Road NE	Market Street NE to Ladd Avenue NE	0.2
	Fisher Road NE	Ward Drive NE to Sunnyview Road NE	2.0
	45th Avenue NE	Silverton Road NE to Sesame Lane NE; and Center Street NE to Sunnyview Road NE (Center Street NE to	0.5
	Hollywood Drive NE	Salem City limits to Silverton Road NE	0.4
	Brown Road NE	Sunnyview Road NE to Arizona Avenue NE	0.9
	Salem Industrial Drive NE	Cherry Avenue NE to Anunsen Court NE	0.7
South Salem	Salem Heights Avenue S	Sunridge Drive S to Liberty Road S	0.6
	Browning Avenue S	Liberty Road S to Cloud Drive S	0.7
	Cunningham Lane S	Barrett Street S to west of Aloha Court S	0.3
	Kurth Street S	Cunningham Lane S to Browning Avenue S	0.3
	Croisan Creek Road S	River Road S to Kuebler Boulevard S	2.0
	Heath Street S	Croisan Creek Road S to Aldous Avenue S	0.2
	Acacia Drive S	Sumac Drive S to River Road S	0.1



Table 8-3 Salem Urban Area Collector Streets in Developed Areas Lacking Sidewalks in 2001 (Continued)

	Street Name	Segment Lacking Sidewalks on Both Sides	Length (mile)
Southeast Salem	Airway Drive SE	Madrona Avenue SE to Turner Road SE	1.6
	Marietta Street SE	Fairview Industrial Drive SE to Kuebler Boulevard SE	1.3
	27th Avenue SE	Marietta Street SE to Boone Road SE	0.5
	Lone Oak Road SE	Boone Road SE to Kuebler Boulevard SE; and Holder Lane SE to Mildred Lane SE	0.5
	Wiltsey Road SE	Sunnyside Drive SE to Reed Lane SE	0.9
	Reed Lane SE	Fabry Road SE to Wiltsey Road SE	0.3
	Barnes Road SE	Reed Lane SE to Stroh Road SE	0.3
	Robins Lane SE/ Brentwood Drive SE	East of Commercial Street SE to Battle Creek Road SE	0.9
	Salem Heights Avenue SE	Liberty Road S to Commercial Street SE	0.2
	Oxford Street SE	14th Street SE to 20th Street SE	0.3
	22nd Street SE	McGilchrist Street SE to Hoyt Street SE	0.2
Total Mileage of Salem Urban Area Collector Streets in Developed Areas Lacking Sidewalks			21.0



Road NE have good sidewalk access from the surrounding neighborhoods. Shopping areas located along outer Commercial Street SE, Lancaster Drive NE, and Lancaster Drive SE have adequate frontages, but are lacking in good sidewalk accessibility from the surrounding neighborhoods. Many of the major shopping centers located along arterial corridors tend to be automobile-oriented, having large parking lots between the street and the storefront. There is also a lack of good pedestrian connectivity between commercial retail properties along the arterial streets.

ESTIMATED CONSTRUCTION COSTS

A major constraint to constructing sidewalks on existing unimproved streets is the cost of providing the necessary street improvements to accommodate the sidewalk. These improvements include constructing adequate drainage, curb, gutter, and, many times, repaving the roadway. For this reason, the Pedestrian Element does not attempt to quantify the cost of providing just the sidewalk component of the street system. The cost of providing sidewalks on existing arterial and collector streets is included in the cost estimates contained in the Street System Element. The cost of providing sidewalks for unimproved local streets are included in the estimate provided in the Transportation Finance Element.

Implementation Strategies

In implementing this Plan element, several methods of providing sidewalks are currently available to the City:

- **Private Development of Properties and Subdivisions.** All new streets are required to have sidewalks. Most developing properties are required to construct sidewalks on abutting street frontages as part of the building permit process. The majority of new sidewalks are constructed in this manner.
- **City-funded Street Improvement Projects.** The City will typically construct sidewalks as part of a street improvement project that brings a street up to urban standards. The City will also use Federal and State grants to enhance pedestrian facilities. An example is the Federal Community Development Block Grant (CDBG) program that has funded the construction of corner curb ramps throughout many areas of the city.
- **Assessed Projects.** An assessed project involves the direct financial participation of abutting or nearby property owners to fund the construction of public improvements. This is implemented through the creation of an assessment district called a Local Improvement District. Individual properties can also be assessed for the improvements required along their own frontage.

All three of these methods will be used by the City in differing situations to complete construction of the sidewalk system.

A previous attempt to complete missing sidewalk facilities was made on July 24, 1967, when the City Council instructed the Public Works Director to :

- Inventory all nonsidewalked portions of all improved streets;
- Divide these streets into separate lists for arterial, collector, and residential streets;
- Rank these streets into priorities within each of three lists according to existing traffic volumes; and
- Use these traffic volumes to formulate a schedule of sidewalk construction which would be completed over the maximum of a ten-year period.



This program ended in 1974 as a result of complaints from some citizens. Staff recommends that the City again try to complete these missing gaps within Salem's sidewalk system. An additional reason is not only for connectivity of the sidewalks, but also for use as links to transit stops.

SIDEWALK CONSTRUCTION

In May 2001, City Council adopted the recommendations of the Sidewalk Construction and Maintenance Plan (SCAMP). Beginning in March 2000, a Citizens Task Force worked to develop recommendations on how to address the issues of missing sidewalks, sidewalk repair, installation of missing street lights, street light operations, street furniture, pedestrian safety education, and the care of street trees. A year later the Citizens Task Force forwarded its recommendations to City Council for consideration. A key approach adopted by Council is that the City will work to build missing sidewalk links in developed areas of town and will remain responsible for sidewalk repair. A Streetscape Improvement Program calls for the building of \$1 million worth of new sidewalks each year. This program was to be funded through a Street Utility Fee or similar method. A Streetscape Utility Fee was adopted by City Council in July 2002. A public referendum placed this fee on the ballot in May 2003, resulting in its defeat. Additional work is needed to determine how sidewalk construction and maintenance will be financed and who will be responsible for this investment. New development will continue to be responsible for the construction of new sidewalks in developing areas of town.

SAFETY AND MAINTENANCE

Safety is a primary concern for pedestrians who travel throughout their neighborhoods. In addition to providing sidewalks for pedestrians to walk on, the sidewalks need to be appropriately illuminated and adequately maintained. Prior to the early-1990s, property owners were required to maintain and repair the public sidewalks that abutted their property. Several years ago, the decision was made by the City to take over the responsibility of repairing public sidewalks. The property owner is still required to keep the sidewalk clear of debris, snow, and ice, as well as free of obstacles. The adopted SCAMP recommendations call for the City to continue its responsibility for repairing sidewalks and to find funds for expanding repair activities. Given the defeat of the Streetscape Utility Fee funding mechanism in 2003, the City will be revisiting the decision of who should have the responsibility of repairing public sidewalks.

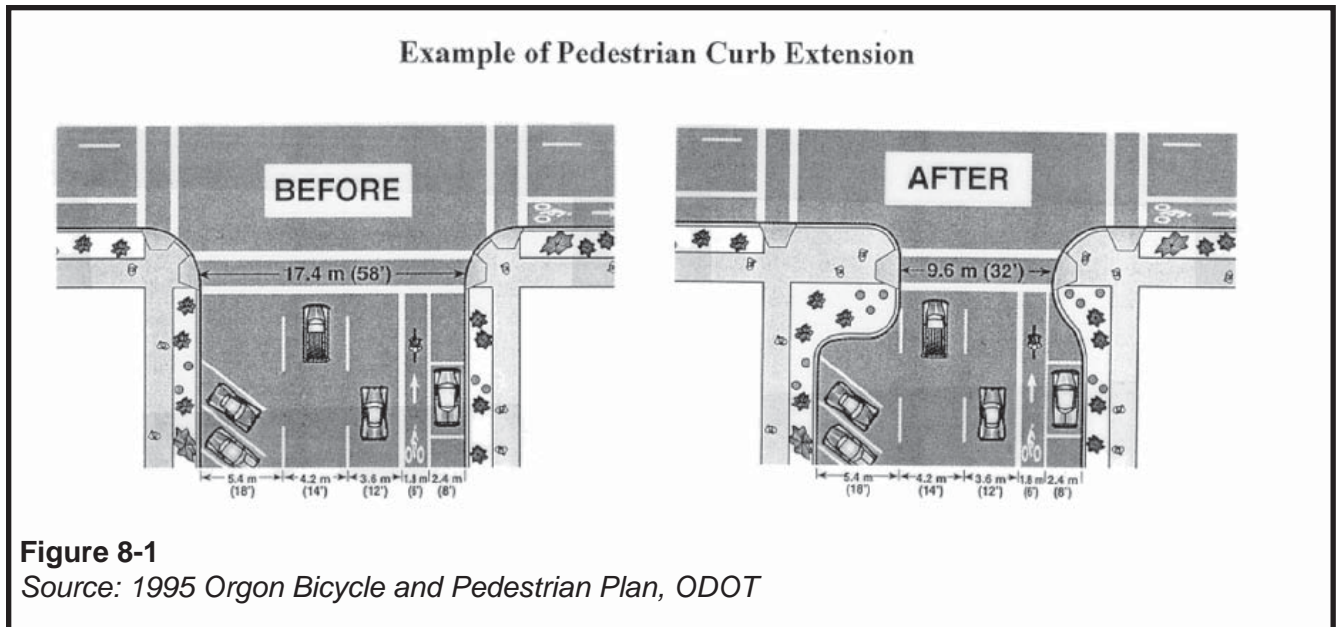
SAFE PEDESTRIAN CROSSINGS

By law, every intersection is a legal crosswalk, whether marked or not. Drivers are required to stop for pedestrians in any crosswalk, again whether or not it is marked. Over the years Salem has received many requests for marked crosswalks to improve safety. There are many studies that show marked crosswalks do not improve safety for a pedestrian. In many instances, the markings actually decrease safety. Marked crosswalks are very visible to the pedestrian, but in most circumstances drivers do not see them very clearly. Pedestrians get a false sense of security, expecting the driver to react to the crosswalk when the driver is not even paying attention to it. Studies have shown that this is particularly true for the elderly and youth. Physical structures, such as curb extensions and medians, improve safety because they draw drivers' attention to that structure and to the pedestrian standing within the structure trying to cross the street.

The City's policy for marking crosswalks (Policy 1.5) follows nationally recognized standards on installing traffic devices. The MUTCD, 2003 edition, controls how traffic control devices (including marked crosswalks) are used



throughout the United States. Under Section 7C.03 Crosswalk Markings, it states that, “Crosswalk lines should not be used indiscriminately. An engineering study should be performed before they are installed at locations away from traffic control signals or stop signs.” The City will continue to look at other jurisdictions and studies to determine the best way to apply crosswalks and other improvements for pedestrian safety.



STREET LIGHTING

Currently, all new public streets constructed in Salem require the installation of street lighting. Several options currently exist for property owners to have street lighting in place. Individual owners can pay to have a light in front of their property or, more frequently, a group of property owners form a street lighting district. The adopted SCAMP recommendations call for the City to create a funding source that would allow 80-100 new street lights be installed each year in neighborhoods where they are missing. The Streetscape Utility Fee, defeated by voters in 2003, would have provided this funding source to meet the City’s goal of having all neighborhoods illuminated by 2015. Additional work is needed to determine if this continues to be a viable goal given the financial resources available.

Implementation

The policies found in the Pedestrian System Plan Element are designed to act as a policy framework to aid in the design and implementation of individual transportation projects. After adoption of the Salem Transportation System Plan, staff submitted to the Planning Commission and City Council a package of Code revisions to bring the Salem Revised Code into conformance with the Transportation Plan. Following adoption of the SCAMP recommendations, additional revisions were made to the Salem Revised Code regarding sidewalks and streetscape design.



Recommended Pedestrian Improvement Projects

CORE AREA PEDESTRIAN IMPROVEMENTS

The Central Salem Development Plan Area Mobility Study, undertaken in 1994-1995 as part of the development of the Salem TSP, identified a number of pedestrian improvement needs in the core area of Salem. Based on this study, City staff will examine the possibility of opening the west side pedestrian crosswalks at the intersections of Marion Street NE at Liberty Street NE and Center Street NE at Summer Street NE. The intersection at Liberty Street NE will require the reduction of the dual left-turn lane, northbound to westbound, to a single left-turn lane.

The State of Oregon and the City of Salem worked together to complete a series of pedestrian crossing improvements on Summer Street NE and Marion Street NE in 1999. These improvements included curb extensions and the opening of the closed crosswalk at Marion Street NE and Summer Street NE. An additional phase of curb extension improvements was completed in 2002, including Capitol Street NE at Center Street NE, Capitol Street NE at Marion Street NE, and Capitol Street NE at Union Street NE. The State also wants City staff to examine how jaywalking problems can be reduced or eliminated on Court Street NE, across from the State Capitol Building.

PEDESTRIAN ENHANCEMENTS AT TRANSIT STOPS

Pedestrians are limited in their ability to use the transit system safely when buses are not able pull to the curb. This is particularly true in downtown areas, including Central Salem, where heavy traffic and dense parking can make it difficult for buses to maneuver and for passengers to mix with moving traffic and parked cars. In 2003, the Salem Area Transit District completed a review and analysis of all bus stops in the Salem Downtown Free Ride Zone, also known as “Fareless Square.” This is the area bounded by Union Street NE to the north, 12th Street NE/SE to the east, Mission Street SE to the south, and Commercial Street NE/SE to the west. The results of this review are presented in the “Downtown Salem Bus Stop Improvement Program.” The recommendations include removing 7 stops, no changes at 25 stops, minor improvements at 12 stops, and major improvements at 26 stops. The 26 bus stops needing major improvements were prioritized and a top 10 list was developed (see below). These high priority improvements enhance the ability of pedestrians to access transit both safely and conveniently. These improvements support several policies in the Salem Transportation System Plan, including Pedestrian System Element, Policy 1.3, Focus Attention on Intermodal Connections; Transit System Element, Policy 1.4, Transit-Supportive Street System Design; and Street System Element, Policy 2.2, Multimodal Intersection Design.

Top 10 Downtown Bus Stop Improvement Needs

- Center Street NE at Liberty Street NE
- Commercial Street NE at Chemeketa Street NE
- Cottage Street NE at Center Street NE
- Court Street NE at 12th Street NE
- Court Street NE at Church Street NE
- Court Street NE at Cottage Street NE



- High Street SE at Pringle Park Plaza
- Liberty Street NE at Chemeketa Street NE
- State Street SE at 12th Street SE
- Winter Street NE at Union Street NE

12TH STREET PEDESTRIAN PROMENADE

In an effort to increase pedestrian safety and accessibility along the Union Pacific Railroad mainline through downtown Salem, the City of Salem and ODOT are working together to design and construct a combined pedestrian/bicycle promenade along the eastern edge of the railroad. This project is nearing completion. The final phase, scheduled for construction in 2005, will complete both the southern and northern portions to complete the promenade from the AMTRAK station northward to the north bank of Mill Creek.

UNION STREET RAILROAD BRIDGE CONVERSION

The City acquired the unused Union Street Rail Bridge in 2004 and plans to convert it for bicycle and pedestrian use. Converting this bridge to a bicycle and pedestrian facility will provide an important connection between Wallace Marine Park and Riverfront Park. The estimated cost of this conversion is between \$3.7 million and \$4.7 million, depending on design and the level of repainting. Funds currently identified for this project include \$600,000 of Federal Transportation Enhancement funds, \$2 million in Salem Urban Renewal Agency Bonds, and a \$500,000 maintenance trust from the Union Pacific Railroad Company. The City plans to seek additional Federal Transportation Enhancement funds and explore other funding sources to complete this project. Eventually the long-term use of the railroad bridge may include the use of trolley or vehicular transit between downtown and West Salem. The bridge can be held in reserve for this purpose while improvements are made to it in the short-term as a bicycle/pedestrian facility.

NORTH DOWNTOWN PLAN PEDESTRIAN IMPROVEMENTS

The North Downtown Plan area includes most of the area bounded by Summer Street NE, Union Street NE, the Willamette River, and Hood Street NE. Pedestrian-related improvements for the Plan area include:

Broadway Street NE

Establishment of Broadway Street NE as a “Main Street” between Union Street NE and Hood Street NE. A “Main Street” treatment would include wider sidewalks and use of pavers, curb extensions, and other streetscape improvements. The street has already been reclassified from Major Arterial to Minor Arterial between Union Street NE and Pine Street NE to accommodate this recommendation. In addition, the district would encourage pedestrian movement by: moving buildings to abut the sidewalk, creation of off-street parking to the rear and side of buildings, and requiring vehicle access through alleyways and side streets. Estimated cost of establishing the streetscape within the right-of-way is between \$100,000-\$200,000 per block face. The details of the streetscape treatment need to be coordinated with planned transit improvements in this area as part of the High Priority Transportation Plan that extends along Broadway north into Keizer.



Commercial Street NE

Construction of a grade-separated pedestrian crossing at Mill Creek is planned to allow pedestrian access across Commercial Street NE. The crossing will probably be designed as an underpass of the roadway. Costs have not yet been determined.

Front Street NE

General streetscape improvements are planned for Front Street NE that would include sidewalks, use of pavers, curb-extensions, and other improvements that are needed to improve multimodal accessibility. The relocation and reconstruction of the bridge over Mill Creek will move the railroad to the middle of the roadway, allowing better pedestrian movement. Estimated costs to implement these improvements include: \$150,000-\$200,000 per block face for streetscape improvements and \$200,000-\$400,000 for bridge widening or replacement. Funding for these projects is anticipated to come from a variety of sources including urban renewal funds and local improvement districts.

One specific project that came from the 1998 Willamette River Bridgehead Engineering Study is the Court Street NE pedestrian and bicycle underpass project. It would involve constructing a pedestrian and bicycle underpass to Riverfront Park underpassing Front Street NE and the BNSF railroad tracks. It would construct three structures and a concrete pathway and cul-de-sac from Court Street NE east of Front Street NE. While Council has not officially removed this project from the *Salem Transportation System Plan*, an at-grade solution to the issue of conveying pedestrians safely to Riverfront Park and calming traffic on the Front Street Bypass has been completed.

Edgewater District Pedestrian Improvements

The Edgewater NEEDS Study, completed and adopted in 1997, recommends that the entire Edgewater District become more pedestrian-oriented, particularly on Edgewater Street NW and 2nd Street NW. The study recommends the installation of curb extensions, wider sidewalks, the use of pavers in crossings, and other streetscape improvements. The study also recommends that safety concerns be addressed at the intersection of 2nd Street NW and Rosemont Avenue NW as part of future improvements to Rosemont Avenue NW. Costs to implement the streetscape improvements are estimated to be between \$100,000-\$200,000 per block face. Funding sources have not been identified at this time.

Connecticut Avenue SE Pedestrian Overcross of Highway 22

ODOT is experiencing numerous problems with pedestrians crossing Highway 22 between Lancaster Drive SE and Cordon Road SE. The pedestrians are going from the Marcie Gardens residential area on the south side of the highway to the shopping center and two new schools on the north side of the highway. In an attempt to address this issue, new sidewalks were installed along Lancaster Drive SE from Cranston Street SE to the north side of the Highway 22 interchange. ODOT plans to install a new six-foot-high chain link fence in 2004 along both sides of Highway 22 from Interstate 5 to Cordon Road SE to reduce the crossing problem. ODOT has recommended a pedestrian overcrossing of Highway 22 near Connecticut Avenue SE to better serve this pedestrian need. The exact location and configuration of this crossing will require additional study. Funding also needs to be identified for this high priority safety project. The cost estimate for this project is included as a Low Priority in Table 7-1 located in the Bicycle System Element.