Salem Parkway/Kroc Center Access Feasibility Study: Draft Transportation Alternatives and Evaluation Report

PREPARED FOR: Salem Parkway/Kroc Center Advisory Groups

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Background

This technical memorandum describes the concepts developed for the Salem Parkway/Kroc Center Access Feasibility Study, and the results of the evaluation process performed on the three alternatives that advanced from the concept phase into alternatives. The technical team used evaluation criteria previously established and documented in "Draft Evaluation Framework," dated August 10, 2012. Findings from the evaluation process are included. This memorandum will assist the Technical Advisory Group (TAG) and Stakeholder Advisory Committee (SAC) in weighing benefits and limitations of each alternative and selecting one preferred facility recommendation. This memorandum also includes visualizations to help illustrate the alternatives and planning level cost estimates.

The purpose of this evaluation process is not to be an exhaustive study of each alternative's benefits and impact, but to highlight relative differences between alternatives to aid decision-making.

The evaluation criteria used to evaluate project alternatives contain a mixture of quantitative and qualitative measures. Criteria are organized into eight objectives, listed below:

- 1. Safety for Users of the Facility
- 2. Directness of Route
- 3. Facility integrates with the larger multi-modal system
- 4. Property and Environmental impacts
- 5. Transportation and Utility impacts
- 6. Public Support
- 7. Cost
- 8. Ability to Phase Project

The SAC weighted each criterion indicating level of importance. Appendix B contains the evaluation including SAC weighting.

Overview of Concepts Eliminated

Originally, six concepts were developed by the technical team and presented to the TAG and SAC. Three concepts were eliminated by the SAC. These concepts are described below.

Concept PV

Concept PV (Appendix A) provides an overcrossing of both Salem Parkway and the railroad tracks. The west touchdown of this concept would be a ramp, originating near Pleasant View Drive NE, running along the Salem Parkway multi-use path. Concept PV would span over Salem Parkway, Mainline Drive and continue on a bridge above/alongside Pleasant View Drive over the railroad tracks and Bill Frey Drive. The east touchdown point for the trail would be a ramp down at the north parking and landscaped area of the Kroc Center. This concept was eliminated based on the significant impact to overhead high voltage power lines located along the railroad tracks and Pleasant View Drive.

Concept SL

Concept SL (Appendix A) provides an overcrossing of both Salem Parkway and the railroad tracks. The west touchdown of this concept would be a ramp near Brooks Avenue NE, running along the Salem Parkway multi-use path. Concept SL would span over Salem Parkway and Mainline Drive. The trail would continue on an elevated berm over the industrial area, travel on a bridge over the railroad, with the east touchdown point by the Kroc Center made up of a loop ramp that touches down between the railroad tracks and Bill Frey Drive. Users would cross Bill Frey Drive using a crosswalk. This concept was eliminated based on its similarity to Concept SK (described below) which follows a similar alignment and provides similar connectivity.

Concept M

Concept M (Appendix A) provides an at-grade trail adjacent to Mainline Drive and Salem Parkway between Hyacinth Street NE and Cherry Avenue NE. This concept could be combined with components depicted in the other concepts for crossing the Salem Parkway and the railroad tracks. The at-grade trail by itself did not provide a new connection to the Kroc Center. This concept was eliminated by the SAC because it did not provide a new connection between Keizer and the Kroc Center and when combined with other crossing elements of the Parkway and railroad, did not provide a solution that was distinct from the concepts advanced as alternatives.

Descriptions of the Alternatives Forwarded

Three concepts were forwarded to be evaluated as alternatives: Alternatives H, UC, and SK. These alternatives are described below.

Alternative H

Alternative H (Appendix A) implements a bicycle/pedestrian connection that is already planned in the City of Salem's Transportation System Plan (TSP), however the Salem TSP shows this connection as part of the future extension of Salem Industrial Drive street improvements with sidewalks and on-street bike lanes. Alternative H would provide a separated 12-foot wide multi-use path. Alternative H provides an at-grade connection from Hyacinth Street to Bill Frey Drive, including a new bridge across Claggett Creek. Alternative H connects to existing multi-modal facilities: Hyacinth Street NE southeast of Salem Parkway has complete bike lanes and sidewalks on both sides, and north of Salem Parkway, Hyacinth Street NE becomes Verda Lane, which also has sidewalks and bike lanes on both sides up to 18th Ave NE; north of 18th Ave, there are no sidewalks and narrow shoulders or bike lanes. The Alternative H path would be between the Burlington Northern Santa Fe (BNSF) railroad tracks and the Claggett Creek conservation/wetland area, using part of an easement that is reserved for the construction of

Salem Industrial Drive extension to connect to Hyacinth Street NE. It is important to note that Alternative H is not dependent on funding or construction of the planned extension of Salem Industrial Drive NE, nor is the extension of Salem Industrial Drive NE part of Alternative H. See Appendix A for a cross section illustrating the trail next to the railroad tracks and the future roadway.

Starting in the Keizer neighborhoods to the northwest, a bicyclist or pedestrian would use the existing multi-use path along Salem Parkway, cross at the Hyacinth Street NE/Verda Lane NE and Salem Parkway signalized intersection, travel east along Hyacinth Street NE and then turn right onto the Alternative H path. Users would cross Bill Frey Drive at a marked crossing with a median refuge to access the Kroc Center. See Appendix A for a graphic illustrating this crossing. Alternative H has the potential to create activity in the Claggett Creek wetlands area.

The planning level cost estimate for Alternative H is \$1.5 to \$2.0 million (2012 dollars). Anticipating the future extension of Salem Industrial Drive, a more efficient, long-term approach could be to construct the bridge across Claggett Creek that would accommodate both the path and the future roadway. Constructing the wider bridge for both the path and future extension of Salem Industrial Drive could realize efficiencies by combining the permitting and construction process. The incremental increase in cost to construct Alternative H with a bridge over Claggett Creek that would accommodate both the path and future roadway is approximately \$1.8 million. Alternative UC

Alternative UC (Appendix A) provides an overcrossing of Salem Parkway, and an undercrossing of BNSF railroad tracks, and an at-grade multi-use path parallel to the railroad tracks, with an at-grade crossing of Bill Frey Drive to get to the Kroc Center. It is compatible with the planned Salem Industrial Drive extension in the City's TSP. Alternative UC would increase activity at the Claggett Creek wetland area and the bridge over the Salem Parkway would serve as a gateway and visual cue to the Kroc Center area.

Starting in the vicinity of Shady Lane NE in Keizer, the approach ramp for the crossing would be on a berm (with a retaining wall next to Shady Lane) and be elevated over the multi-use path adjacent to Salem Parkway, Salem Parkway, and Mainline Drive and then descend on a berm/fill structure. The bridge over Salem Parkway would be a concrete box girder. East of Salem Parkway and Mainline Drive, Alternative UC's path descends and becomes at-grade briefly in the industrial area south of Salem Parkway. The trail ramps down under the railroad before turning parallel to the railroad and traveling southerly toward Bill Frey Drive. See Appendix A for a ground level perspective of the railroad tracks undercrossing and Appendix A for a profile at the undercrossing. Similar to Alternative H, users would cross Bill Frey Drive at a marked crossing with a median refuge to get to the Kroc Center. See Appendix A for a bird's eye view of the trail.

The planning level cost estimate for Alternative UC is \$8.5 to \$9.5 million.

Alternative SK

Alternative SK (Appendix A) provides an overcrossing of both Salem Parkway and the railroad tracks. See Appendix A for a bird's eye view of the trail as it crosses over the Parkway. The west touchdown of Alternative SK would be a ramp, originating at Pleasant View Drive NE, running along the Salem Parkway multi-use path. The bridge over Salem Parkway would be a concrete box girder. Like Alternative UC, the single span of Salem Parkway would serve as a gateway

and visual cue to the Kroc Center area. An additional ramp could be constructed to provide access to Mainline Drive (not included in planning level cost estimates and shown in Appendix A with dotted line to indicate it is optional). A berm would support the trail over the industrial area, and the east touchdown point by the Kroc Center would be made up of a loop ramp that touches down between the railroad tracks and Bill Frey Drive. See Appendix A for a cross section of the trail on the berm. See Appendix A for a bird's eye view of the trail as it crosses over the tracks and loops down to Bill Frey Drive. Users of the crossing would be elevated for a span of 3,710 feet, or 0.7 miles. Users would cross Bill Frey Drive using a crosswalk, similar to Alternatives UC and H.

The planning level cost estimate for Alternative SK is \$14 - \$16 million.

Evaluation of Alternatives

Appendix B contains a matrix for comparing the alternatives, including weighting established by the SAC and rationale for each alternative's evaluation by criterion. Below is an overview of the evaluation, which highlights key findings.

Of the eleven major criteria and sub-criteria, the SAC weighted the following criteria the highest, in order:

- Criterion 1a: Minimizes the potential for vehicle conflicts at facility crossings;
- Criterion 1c: Personal safety and security; and
- Criterion 3: Facility ties in with existing and planned bicycle, pedestrian, transit and roadway system.

Through the weighted evaluation, Alternative H scored the most points, with an overall score of 3.28. Alternative UC scored nearly the same, with a score of 3.27, and Alternative SK scored the least, with a score of 2.51.

Alternative H

Alternative H scores well because it is the least cost, has few property or utility impacts, and from a user's perspective, would have full sight of the path length and would be at ground level, as opposed to an isolated elevated or under crossing that are part of the other two alternatives.

Alternative H scores worst with respect to the criterion with the greatest weight, Criterion 1a: Minimizes the potential for vehicle conflicts at facility crossings, because it is the only alternative with an at-grade crossing of Salem Parkway. The other two alternatives provide a bridge over Salem Parkway. This alternative would also utilize the at-grade signalized crossing at Hyacinth Street. It should be noted that signalized intersections provide a dedicated space for pedestrians to cross (crosswalk) and the signal controls opposing auto traffic movements, which reduces the potential for pedestrian and automobile conflicts relative to unsignalized intersections. Bicyclists from the Salem Parkway path would either cross Salem Parkway using the crosswalk or cross the intersection using the bicycle lanes on Hyacinth St with the flow of automobiles – a signalized intersection similarly reduces the potential for bicyclist and automobile conflicts relative to an unsignalized intersection. Vehicles travel on Salem Parkway at high speeds, and on occasion run red lights traveling westbound on Salem Parkway. Warning signals have been added 1500 feet north of the Salem Parkway/Verda Lane

intersection to alert southbound drivers on the Parkway to the traffic light ahead, but the potential for conflict remains, creating a potential safety concern for pedestrians and cyclists using the crosswalk. Alternative H would increase the number of pedestrians and cyclists using this crosswalk, which increases the potential for conflict associated with this alternative.

While this alternative is lower cost, it does not provide the level of comfort and safety benefits of a grade separated crossing at Salem Parkway. Alternative H would introduce more pedestrians and bicyclist crossing at the Hyacinth Street NE/Verda Lane NE and Salem Parkway intersection, increasing the potential for conflicts. It is the first signalized intersection drivers encounter after exiting Interstate 5, and motor vehicle speeds are high on this section. While some design elements may be feasible to improve the level of comfort and safety for non-motorized users of this intersection, conflict points would remain.

Alternative UC

Alternative UC scores well with respect to Criterion 1a: Minimizes the potential for vehicle conflicts at facility crossings because users would have no controlled at-grade crossings, and only one uncontrolled at-grade crossing at Bill Frey Drive. Alternative UC provides the most direct line of sight for the user between the Salem Parkway off-street path and the path that would be constructed in the Claggett Creek wetlands area. Alternative UC also scores well because it ties in with existing and planned bicycle and pedestrian facilities, including constructing part of the path planned for the Claggett Creek wetlands area.

Alternative UC scores moderately relative to the other two alternatives for Criterion 1c: Personal safety and security. Both the elevated and under crossings are somewhat isolated crossings; however, the section where the elevated crossing transitions to the underground crossing provides an opportunity for a user to get off the path, if necessary. The cost estimate for Alternative UC is higher than the cost estimate for Alternative H and lower than the estimate for Alternative SK.

Alternative SK

Alternative SK scores well with respect to Criterion 1a: Minimizes the potential for vehicle conflicts at facility crossings because users would have no controlled at-grade crossings, and only one uncontrolled at-grade crossing at Bill Frey Drive. Alternative SK scores well with respect to Criterion 4b: Minimizes impacts to nearby wetlands, Claggett Creek, and other natural resources in the study area because it is the furthest away from those resources.

While the crossing is fairly direct between the intersection of Brooks Avenue, Candlewood Drive, and the Kroc Center, the crossing itself is circuitous because of the two ramps at each touchdown point. It scores the worst with respect to Criterion 1c: Personal Safety and Security because the user would be isolated on ramps and elevated structures for the entire crossing, with no options to exit the path, and little sight distance of the entire crossing due to the ramps. Alternative SK is also the highest cost.

Comparison of Travel Distances

The table below compares travel distances to the Kroc Center from a starting location where Brooks Ave (in Keizer) meets the multi-use path parallel to Salem Parkway. Appendix C provides illustrations of the travel distances.

Alternative	Feet	Miles
Alt H	6,490	1.23
Alt UC	4,360	0.83
Alt SK	3,920	0.74
No build - via Salem Industrial Drive	8,815	1.67
No build - via Hyacinth/Portland Rd.	11,957	2.27

Next Steps

The Project Management Team (PMT), the TAG and SAC will review and revise this draft evaluation report. The evaluation is not a decision-making tool itself, but provides an evaluation of alternatives against objective criteria to facilitate a discussion of each of the alternatives' strengths and weaknesses. These alternatives and evaluation results will also be presented at a public workshop for feedback. Ultimately, the SAC will recommend a preferred alternative and the project team will refine the engineering, estimate costs, and develop graphics.

Appendices

- A Concept and Alternative Figures
- B Evaluation Matrix
- C Travel Distances from midpoint of Salem Parkway multi-use path to Kroc Center
- D Sample Photographs of Bridges

Appendix A – Figures

Appendix A - Concept and Alternative Figures

List Figures

- 1. Plan view Concept PV
- 2. Plan view Concept SL
- 3. Plan view Concept M
- 4. Plan view Alternative H
- 5. Cross Section Alternative H
- 6. Perspective of Bill Frey Crosswalk Alternative H, UC, SK
- 7. Plan view Alternative UC
- 8. Ground level perspective of undercrossing Alternative UC
- 9. Cross Section of undercrossing Alternative UC
- 10. Birds eye view Alternative UC
- 11. Plan view Alternative SK
- 12. Birds eye view Parkway crossing Alternative SK
- 13. Cross section of berm Alternative SK
- 14. Birds eye view rail crossing Alternative SK





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SECTION SOUTH OF CLAGGETT CREEK

Scale: 1"=10'

1		
	OBEC CONSULTING ENGINEERS www.ddwc.com corporate Office: 820 COUNTRY CLUB ROAD, SUITE 1008 EUGENE, OREGON 87	7401-6089
	KROC CENTER ACCESS STUDY INITIAL STUDY CONCEPTS NOVEMBER 2012	
Ē	CONCEPT "H"	еет ю. 1



Perspective of Crosswalk – Alternative H, UC, SK Salem Parkway/Kroc Center Access Feasibility Study



KROC CENTER

CROSSWALK

H + UCALIGNMENT







Perspective of undercrossing – Alternative UC Salem Parkway/Kroc Center Access Feasibility Study













Birds eye view – Alternative UC Salem Parkway/Kroc Center Access Feasibility Study









Birds eye view – Alternative SK Salem Parkway/Kroc Center Access Feasibility Study

OVERCROSSING

SALEM PARKWAY EXISTING MIXED USE PATH







Birds eye view – Alternative SK Salem Parkway/Kroc Center Access Feasibility Study

OVERCROSSING

KROC CENTER



Appendix B – Evaluation Matrix

Appendix B Salem Parkway-Kroc Center Access Feasibility Study DRAFT Evaluation of Alternatives November 5, 2012

Objective	Description	Weighting			Alte	rnative			
			н	H weighted	UC	UC weighted	SK	SK weighted	
Objective 1: Safety for Users of th	e Facility								
Criterion 1a: Minimizes the potential for vehicle conflicts at facility crossings.	r This criterion will evaluate the number of potential controlled and uncontrolled vehicle crossing points (i.e. locations where there could be a conflict between motor vehicles and pedestrians/bicyclists along the facility or at the end(s) of the facility.) The evaluation will consider a trip from a location northwest of the Salem Parkway to the Kroc Center.	0.213	4	0.852	6	1.278	6	1.278	Alterna Lane, v and cyc also ha Drive. / unconti
Criterion 1b: Facility meets project	AASHTO, ODOT, and BNSF design guidelines define								No Alte
design criteria.	alternatives will be designed following these guidelines, but some may require minor exceptions (e.g. horizontal curves).	0.010	4	0.040	4	0.040	4	0.040	
Criterion 1c: Personal safety and security	Qualitative assessment of whether the facility creates isolated areas, or has obscured views or confined areas; or (conversely) provides a more safe and secure environment. This criterion considers both the user of the facility and the impact of the facility on the surrounding area.	0.188	4	0.752	2	0.376	0	0.000	With Al of the t betwee Alterna would of fill, with ground multi-us the rar standp distance along t
Objective 2: Directness of Route			4	4		<u>.</u>	<u>.</u>		
Criterion 2: Reduce the potential for out-of-direction travel for bicyclists and pedestrians.	Bicyclists and pedestrians are not inclined to travel out- of-direction, which can lead to crossing unsafely across the Salem Parkway and/or railroad tracks. They prefer the most direct route. This criterion evaluates how well the facility provides a direct route for pedestrians and bicyclist to the Kroc Center. Trip length and the number of households within a prescribed distance will be evaluated for each alternative. For trip length, the evaluation will consider a trip starting from the intersection of Brooks Ave and Candlewood Drive in Keizer (located north of the Salem Parkway multi-use path) and going to the Kroc Center.	0.065	2	0.130	4	0.260	3	0.195	Alterna howeve Brooks circuito travel r itself is have fu directio origin p
Objective 3: Facility integrates wit	h the Larger Multi-Modal System								
Criterion 3: Facility ties in with existing and planned bicycle, pedestrian, transit, and roadway system.	One purpose of the study is to identify facilities that tie- in with the larger existing and planned bicycle, pedestrian, and roadway systems. This criterion will assess how well each facility meets this objective.	0.164	3	0.492	4	0.656	3	0.492	Salem presen City of with the planne connec crossin Clagge

Rationale

ative H has 1 controlled crossing at Salem Parkway and Verda where there are known red-light runs that would put pedestrians clists at greater risk relative to other Alternatives. Alternative H as two uncontrolled crossings at Bill Frey Drive and Mainline Alternative UC and SK have no controlled crossings, and 1 crolled crossing at Bill Frey Drive.

ernative requires a major design exception

Iternative H the user is at-grade, not confined, and has full sight trail the entire length. Alternative UC creates a point of isolation en the ramp structure at Shady Lane and Salem Parkway. ative UC has both elevated and underground structure that create confined points, but is at-grade midway between cut and hin the industrial area south of Salem Parkway, allowing the user d access. Alternative SK creates points of isolation between the se path along Salem Parkway and Salem Parkway itself, and at mp between BNSF rail line and Bill Frey Drive. From a user's iont, they would be on an elevated structure with limited sightce (due to two ramps at either end) and in a confined space the elevated structure.

ative H is direct because the path itself is non-circuitous; er, it would require out-of-direction travel for users coming from s Ave. and Candlewood Drive. Alternative UC is somewhat ous in its path and requires a modest amount of out-of-direction relative to other Alternatives. With Alternative SK, the crossing s very circuitous because of the two ramps, the user doesn't ull sight of the crossing length, but it also does not require out-ofon travel considering Brooks Ave. and Candlewood Drive as the point.

Industrial Drive is proposed to have bike lanes, but does not http: Alternative H implements multi-use path planned within the Salem TSP. Alternative UC provides a new crossing that ties in e path along Salem Parkway, and implements part of the ed path in the Claggett Creek wetland area. Alternative SK cts to the path along Salem Parkway and provides a new ng. It does not implement any part of the planned path in the ett Creek wetlands area.

Appendix B Salem Parkway-Kroc Center Access Feasibility Study DRAFT Evaluation of Alternatives November 5, 2012

Objective	Description	Weighting		Alternative					
			н	H	UC	UC weighted	SK	SK weighted	
				weighteu		weighted		weighteu	
Objective 4: Property and Environ	mental Impacts		,	1	Γ	1	Γ		
Criterion 4a: Assessment of relative overall impact to properties and structures within the study area.	This will look at the number of structures or properties potentially impacted. This is a preliminary assessment and not a full impact assessment. Because impacts from an alternative can vary substantially based on its location and design (i.e. whether a facility is constructed at grade, elevated on structures, or on berms), professional judgment will be used to assess whether there could be relatively minor, intermediate, or considerable impacts.	0.098	4	0.392	2	0.196	2	0.196	Alterna SK ha avoids that is structu
Criterion 4b: Minimizes impacts nearby	This is based on engineering judgment on the amount of] [1			Altern
wetlands, Claggett Creek, and other natural resources in the study area	storm water mitigation and other mitigations that may be needed for the alternative.	0.032	2	0.064	3	0.096	4	0.128	wetlan stormv area a perma is awa
Objective 5: Transportation and U	tility Impacts				•		•		
Criterion 5: Positive-to-no impact to existing and planned transportation facilities and utilities during construction or as a permanent impact	This is based on engineering judgment on the impact to utilities (BPA power lines), transportation facilities (railroad track and rail operations; Salem Parkway and other streets within the study area); and other	0.049	4	0.196	2	0.098	0	0.000	Alterna major constru raising
	infrastructure within the study area.								tempo
Objective 6: Public Support									
Criterion 6: Public support of each alternative based on comments at public "listening stations", surveys, website comments, and public open house comments.	;	0.090	N/A		N/A		N/A		Recon survey listenir they m roadw
Objective 7: Cost									
Criterion 7: Preliminary cost estimates									Alterna
of the alternatives		0.090	4	0.360	3	0.270	2	0.180	Alterna structu
Objective 8: Ability to Phase Projective	ct								
Criterion 8: Sub components of the	Due to the availability of funding, it may be								Alterna
project can be phased and have independent utility for users	advantageous to have a set of facilities that can be constructed in phases. If phased, then each phase should have independent utility (i.e. serve the public) until later phases can be constructed.	0.010	0	0.000	0	0.000	0	0.000	staged no dife
Weighted Totals									
									From
				3.28		3.27		2.51	Alterna

Rationale

ative H would have no property or structural impacts. Alternative s the greatest footprint and impact to properties; although it impacts to any structures. Alternative UC has a footprint impact less than SK, but would impact the greatest number of irres of the three alternatives.

ative H has the greatest potential to impact the Claggett Creek ds, both during construction staging and in terms of permanent vater runoff. Alternative UC includes a path within the wetlands nd has some potential for impact during construction and nently in the form of additional stormwater runoff. Alternative SK y from the wetlands and does not have potential for impact to it.

ative H has no impact to existing or planned transportation or utilities. Alternative UC would disrupt railroad operations during uction of the under-crossing. Alternative SK would require both PGE and BPA power lines, which is a substantial rary impact.

mmend leaving this criterion open until a public open house and r is conducted. Those from the public who stopped at the ng station overwhelmingly preferred Alternative H, likely because histakenly thought it would be built in conjunction with a new ay as well, which is not true.

ative H is the least cost; Alternative UC is in the middle; and ative SK has the greatest cost due to the greatest amount of ire.

ative H could not be staged. Alternative SK and UC could be I, but each phase would not have independent utility. There was prentiation found with this criterion.

nighest scoring to least: Alternative H, Alternative UC, and ative SK.

Appendix C – Crossing Distances

Appendix C Comparison of Travel Distances

All start at Brooks Ave. and Candlewood Drive

Alternative	Feet	Miles
Alt H	6,490	1.23
Alt UC	4,360	0.83
Alt SK	3,920	0.74
No build - via Salem	8,815	1.67
Industrial Drive		
No build via	11,957	2.27
Hyacinth/Portland Rd.		

Alt H - 6490 feet (1.23 miles)



All start at Brooks Ave. and Candlewood Drive

Alternative "UC" - 4360 feet (0.83 miles)



All start at Brooks Ave. and Candlewood Drive

Alternative "SK" - 3920 feet (0.74 miles)



Appendix C Comparison of Travel Distances

All start at Brooks Ave. and Candlewood Drive

No build - (route via Salem Industrial): 8815 feet (1.67 miles)



No build - (route via Hyacinth & Portland Rd): 11,960 feet (2.27 miles)



Appendix D – Sample Bridge Photos













Prestressed Precast Concrete Girders



Prestressed Precast Concrete Box Girders



Steel Through Truss

