



2024 NEEDS ASSESSMENT REPORT

DECEMBER 2024

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1. Introduction

As part of the biennial service planning process, Cherriots performs a needs assessment to determine unmet transit needs in the region. In order to determine needs, staff assesses current system performance, demographic shifts, and travel pattern data, then gathers input from current riders, community partners, and frontline employees.

From there, staff determine whether Cherriots bus service, other Cherriots services, and public and private transportation services in the region meet all transit needs. For any transit needs determined to be unmet, Cherriots evaluates whether those needs can be met using current or future resources.

1.1 Unmet transit needs

An unmet transit need is any need in the region for additional public transportation services to meet existing basic mobility needs currently not being met through the existing bus service or alternative services.

Once an unmet transit need is identified, staff will determine if it is reasonable for Cherriots to meet that need using the following criteria:

1. Can be implemented consistent with service design standards.
2. Can be implemented safely and in accordance with local, state, and federal laws and regulations.
3. Excluding the first three years of operation, the additional transit service would not fail to meet productivity and efficiency targets.
4. Excluding the first three years of operation, the additional transit service would not cause the overall system to fail to meet performance targets.
5. The proposed service would not cost more than the budget allows given available funds.

1.2 Service planning process

When unmet transit needs are determined to be reasonable, Cherriots will incorporate solutions to meet those needs into the biennial service plan development process. The biennial service planning process follows the Statewide Transportation Improvement Fund (STIF) biennial calendar, with major planning processes in even-numbered years and implementation in odd-numbered years.



2. Existing conditions

In this section are the current services Cherriots offers, as well as performance results from the Fiscal Year 2024 Annual Performance Report.

2.1 Cherriots services

Cherriots operates fixed-route bus service in the Salem-Keizer area. Cherriots also operates other services: Cherriots Regional, Cherriots LIFT, and Cherriots Shop and Ride. In addition to operating bus service, Cherriots provides travel training, and through the Cherriots Transportation Options program, helps connect riders with transportation options including transit, carpools, vanpools, biking, and walking.

2.1.1 *Cherriots Local*

Local bus routes serve local streets in the Salem-Keizer area, providing service within the urban growth boundary on weekdays, Saturdays, and Sundays (Figure 2-1, 2-2 and 2-3).

2.1.2 Cherriots Regional

Regional express routes provide express bus service to help riders travel between cities in Marion and Polk counties. Additionally, Cherriots provides a deviated fixed-route service in Dallas, Monmouth, and Independence. (Figure 2-4 and 2-5).

2.1.3 Cherriots LIFT

Dial-a-ride paratransit service is provided to people with disabilities throughout the Salem-Keizer urban growth boundary. Riders must be found eligible to use Cherriots LIFT service in advance of scheduling a trip.

2.1.4 Cherriots Shop and Ride

A dial-a-ride service is provided for seniors and people with disabilities throughout the Salem-Keizer urban growth boundary. There is no formal eligibility process to use the service.

Figure 2-1. Current local bus route map weekdays

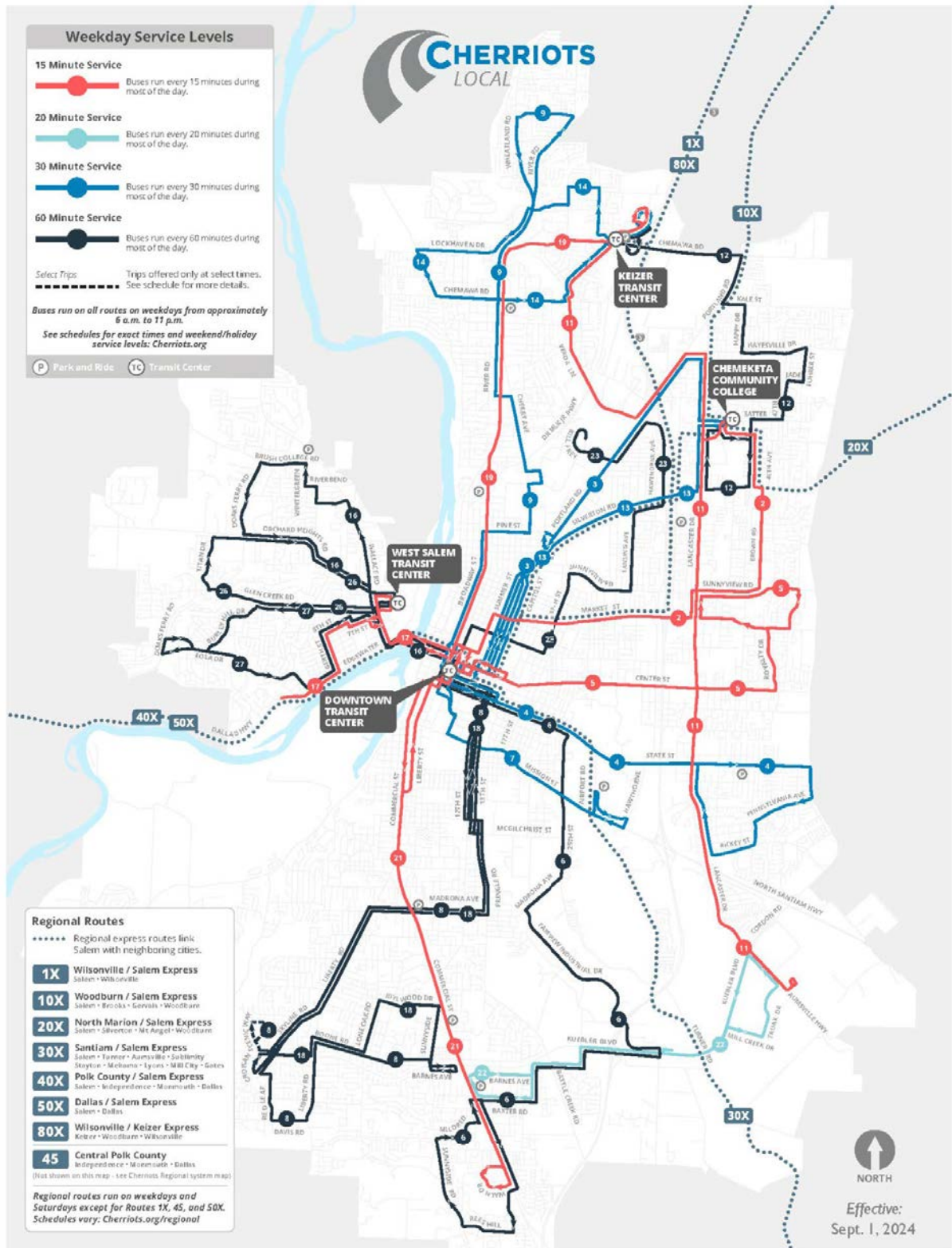
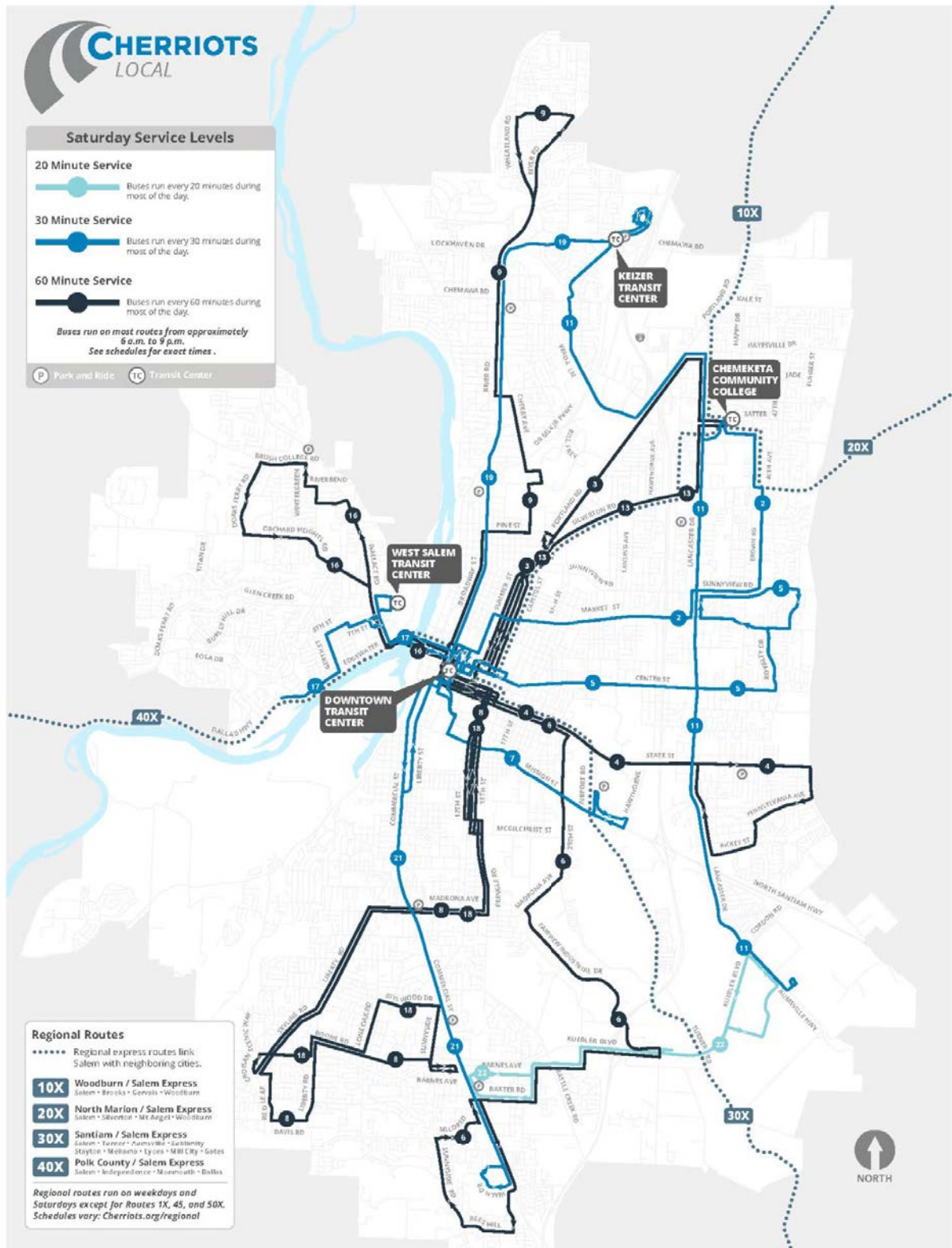


Figure 2-2. Current local bus route map Saturdays



[illegible]

Figure 2-4. Current regional bus route map weekdays

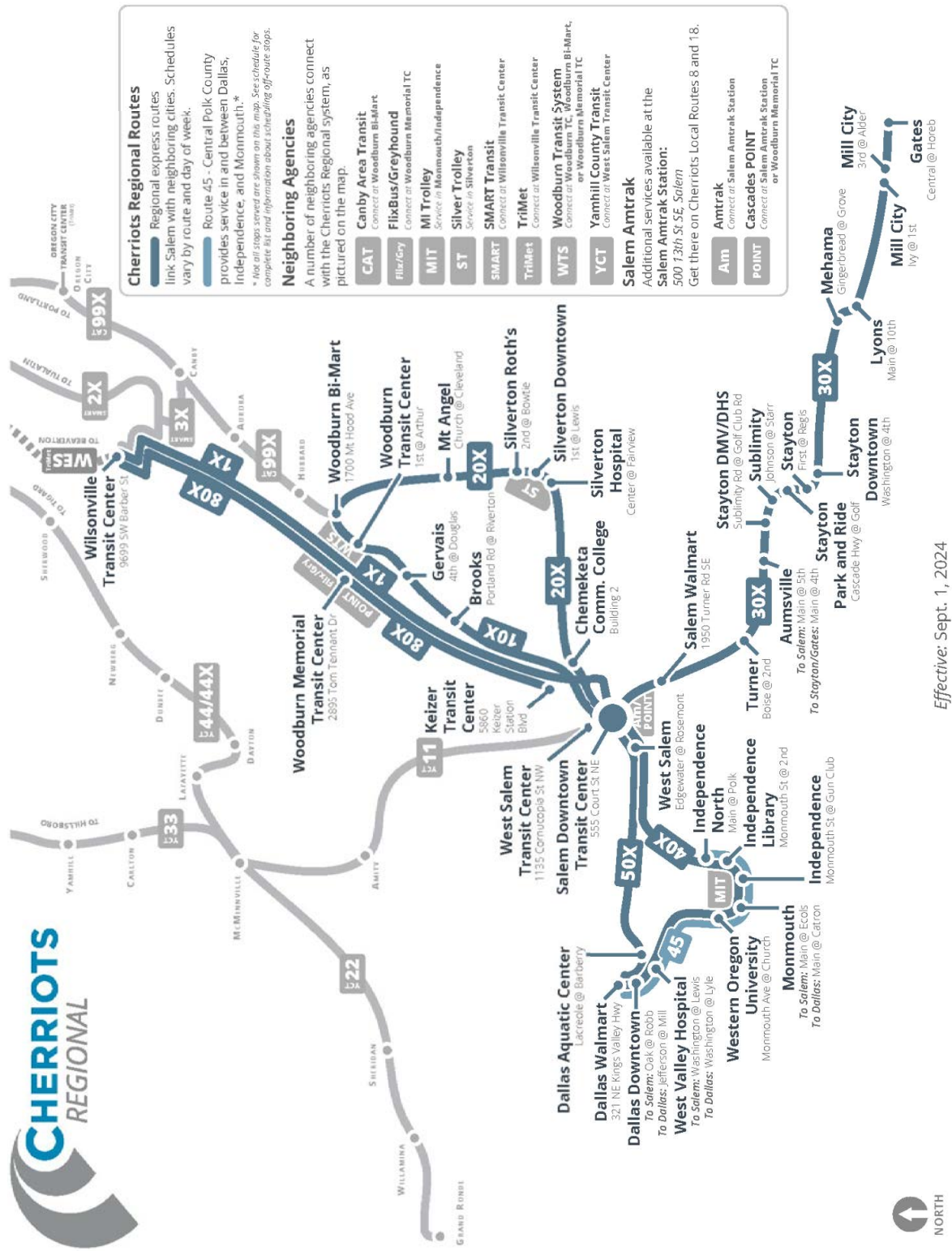
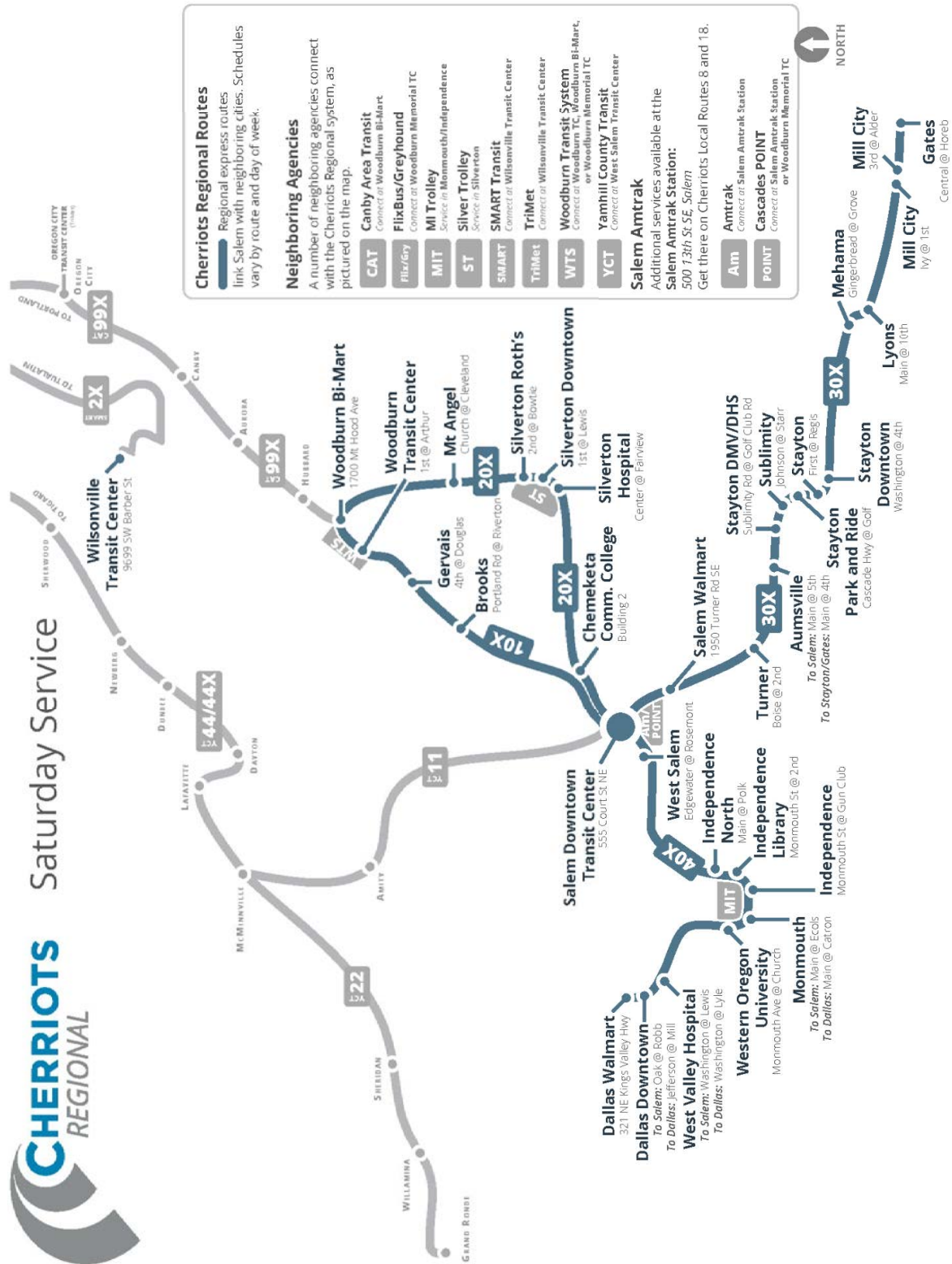


Figure 2-5. Current regional bus route map Saturdays



2.2 Performance

As a way to mitigate the impacts of seasonal fluctuations and triannual service changes on performance reporting, staff create route snapshots to measure performance using data from the month of April. This type of route level snapshot is included in this report from April 2024 for weekday, Saturday, and Sunday service.

2.2.1 Revenue hours, revenue miles, and boardings

Tables 2-1, 2-2, and 2-3 below show the daily average weekday, Saturday, and Sunday revenue hours, revenue miles, and rides for each route from the month of April 2024.

Transit agencies nationwide often observe lower ridership on weekends: Saturdays typically see about half the daily riders of a weekday, and Sundays around a quarter. This common industry pattern is taken into account when planning service frequency and operational resources, ensuring service levels align with demand for each day of the week.

Table 2-1. Weekday daily averages by route from April 2024

Local Routes		Revenue Hours	Revenue Miles	Rides
	Service Days: 22			
2 - Market / Brown		59.7	699.7	1,196.5
3 - Portland Road		32.0	373.1	630.3
4 - State Street		32.7	320.2	675.6
5 - Center Street		58.3	662.9	1,119.8
6 - Mission / Fairview Industrial		22.6	339.4	209.1
7 - Mission / State		24.4	227.4	260.8
8 - 12th / Liberty		25.8	344.1	422.2
9 - Cherry / River Road		30.7	451.9	495.0
11 - Lancaster / Verda		109.1	1,442.6	2,255.1
12 - Hayesville Drive		14.8	194.8	114.8
13 - Silverton Road		32.2	299.9	667.2
14 - Windsor Island Road		15.3	227.5	158.9
16 - Wallace Road		10.0	130.3	200.0
17 - Edgewater Street		51.2	457.8	547.5
18 - 12th / Liberty		25.5	339.3	347.8
19 - Broadway / River Road		56.8	666.1	1,373.5
21 - South Commercial		57.8	705.3	1,243.6
23 - Lansing / Hawthorne		14.9	192.7	218.7
26 - Glen Creek / Orchard Heights		7.8	76.0	63.1
27 - Glen Creek / Eola		8.4	112.9	51.0

Regional Routes				
1X - Wilsonville / Salem Express		11.9	382.9	45.8
10X - Woodburn / Salem Express		17.0	353.4	87.7
20X - N. Marion Co. / Salem Express		13.9	298.5	50.3
30X - Santiam / Salem Express		11.7	273.0	44.5
40X - Polk County / Salem Express		23.0	512.2	211.1
45 - Central Polk County		10.1	154.4	15.1
50X - Dallas / Salem Express		6.0	134.3	19.7
80X - Keizer / Wilsonville Express		7.2	209.5	9.0
LIFT		183.6	2,279.3	409.3
SHOP AND RIDE		12.5	144.6	21.6

Table 2-2. Saturday daily averages by route from April 2024

Local Routes		Revenue Hours	Revenue Miles	Rides
Service Days:	4			
2 - Market / Brown		27.3	340.5	515.8
3 - Portland Road		15.0	175.0	314.3
4 - State Street		15.3	150.5	271.8
5 - Center Street		27.3	312.0	564.8
6 - Mission / Fairview Industrial		21.3	318.5	103.5
7 - Mission / State		14.5	185.8	138.8
8 - 12th / Liberty		21.8	294.3	247.8
9 - Cherry / River Road		15.5	226.0	225.0
11 - Lancaster / Verda		55.3	699.0	1,082.0
13 - Silverton Road		13.5	127.3	201.3
16 - Wallace Road		8.8	114.8	92.3
17 - Edgewater Street		26.8	206.3	294.8
18 - 12th / Liberty		21.8	289.3	226.8
19 - Broadway / River Road		26.8	346.0	582.0
21 - South Commercial		26.8	325.5	676.0
Regional Routes				
10X - Woodburn / Salem Express		7.5	153.0	30.3
20X - N. Marion Co. / Salem Express		9.0	204.8	29.0
30X - Santiam / Salem Express		7.5	178.5	17.3
40X - Polk County / Salem Express		14.5	304.8	117.0
LIFT		60.0	614.0	117.0

Table 2-3. Sunday daily averages by route from April 2024

Local Routes		Revenue Hours	Revenue Miles	Rides
	Service Days: 4			
2 - Market / Brown		13.0	161.0	266.8
3 - Portland Road		13.0	151.5	196.0
4 - State Street		13.3	131.3	226.5
5 - Center Street		13.0	148.0	265.5
7 - Mission / State		12.5	160.3	132.3
8 - 12th / Liberty		13.0	165.3	206.5
9 - Cherry / River Road		13.5	197.0	193.3
11 - Lancaster / Verda		50.0	615.5	743.0
13 - Silverton Road		12.8	118.3	200.5
17 - Edgewater Street		13.0	99.3	154.0
19 - Broadway / River Road		13.0	166.5	362.5
21 - South Commercial		13.0	156.8	363.0
LIFT		42.3	442.0	93.5

2.2.2 Productivity

To assess a route's productivity each route is classified into one of four categories: corridor routes, coverage routes, regional express routes, and deviated fixed routes. Each of these categories has a specific target for the number of rides per revenue hour, providing a benchmark to evaluate the efficiency of service on different types of routes.

The targets for each category are:

- Corridor routes: 20 rides per revenue hour
- Coverage routes: 10 rides per revenue hour
- Regional express routes: 10 rides per revenue hour
- Deviated fixed routes: 5 rides per revenue hour

Route frequency and number of daily trips also plays a role in determining rides per revenue hour. The higher the frequency or number of daily trips, the more revenue hours a route uses. This affects the rides per revenue hour calculation and is factored into the analysis.

Tables 2-4, 2-5, and 2-6 provide the frequency or number of daily trips, and rides per revenue hour information for each route and service level from Fiscal Year 2024.

Table 2-4. Weekday boardings per revenue hour by route and route type

Route		Frequency (minutes)	Rides per Revenue Hour
<i>Corridor Routes</i>			
19	Broadway / River Road	15*	21.4
21	South Commercial	15*	20.1
11	Lancaster / Verda	15*	18.4
2	Market / Brown	15*	18.0
3	Portland Road	30**	17.9
5	Center Street	15*	17.9
4	State Street	30**	17.9
13	Silverton Road	30**	16.8
8	12th / Liberty via Red Leaf	60	15.2
9	Cherry / River Road	30	14.9
18	12th / Liberty via Lone Oak	60	13.3

17	Edgewater Street	15*	10.4
<i>Coverage Routes</i>			
16	Wallace Road	60	16.6
23	Lansing / Hawthorne	60	12.0
7	Mission / Hawthorne	30	10.3
14	Windsor Island Road	30	9.6
6	Mission / Fairview Industrial	60	8.1
12	Hayesville Drive	60	6.2
26	Glen Creek / Orchard Heights	60	6.0
27	Glen Creek / Eola	60	5.6
22	Kuebler Link	20***	1.2
<i>Regional Express and Deviated Fixed Routes</i>		<i># of Trips/Day</i>	
40X	Polk County / Salem Express	10	7.9
10X	Woodburn / Salem Express	8	4.5
1X	Wilsonville / Salem Express	6	3.9
30X	Santiam / Salem Express	4	3.8
20X	N.Marion County / Salem Express	5	3.4
50X	Dallas / Salem Express	4	2.8
45	Central Polk County	6	1.6
80X	Keizer / Wilsonville Express	4	1.1
<i>*30 minutes before 7 a.m. and after 7 p.m.; 60 minutes after 9 p.m.</i>			
<i>**60 minutes after 9 p.m.</i>			
<i>***40 minutes before 6 a.m. and after 9 p.m.</i>			

Table 2-5. Saturday boardings per revenue hour by route and route type

Route		Frequency (minutes)	Boardings per Revenue Hour
<i>Corridor Routes</i>			
21	South Commercial	30*	24.6
19	Broadway / River Road	30*	22.8
3	Portland Road	60	20.8
5	Center Street	30*	19.9
2	Market / Brown	30*	18.7
4	State Street	60	17.9
11	Lancaster / Verda	30	17.5
13	Silverton Road	60	16.5
9	Cherry / River Road	60	13.3
8	12th / Liberty via Red Leaf	60	11.8
17	Edgewater Street	30*	10.6
18	12th / Liberty via Lone Oak	60	9.6
<i>Coverage Routes</i>			
16	Wallace Road	60	12.2
7	Mission / Hawthorne	30	10.1
6	Mission / Fairview Industrial	60	5.0
<i>Regional Express and Deviated Fixed Routes</i>		# of Trips/Day	
40X	Polk County / Salem Express	6	7.3
10X	Woodburn / Salem Express	3	3.7
20X	N.Marion County / Salem Express	3	2.4
30X	Santiam / Salem Express	2	2.4
<i>*60 minutes after 7 p.m.</i>			

Table 2-6. Sunday boardings per revenue hour by route and route type

	Route	Frequency (minutes)	Boardings per Revenue Hour
<i>Corridor Routes</i>			
21	Route 21	60	27.4
19	Route 19	60	24.9
5	Route 05	60	20.1
2	Route 02	60	19.3
4	Route 04	60	15.5
8	Route 08	60	14.7
3	Route 03	60	14.4
13	Route 13	60	14.0
11	Route 11	30	13.3
9	Route 09	60	13.3
17	Route 17	60	11.2
<i>Coverage Routes</i>			
7	Route 07	30	8.8

2.2.3 On-time performance

To measure on-time performance Cherriots looks at how closely a route adheres to the predetermined timepoints in its schedule. On-time performance is measured on the route level using the April snapshot method described in section 2.2 for both the entire day and the peak period (2:00 p.m. - 7:00 p.m.). On-time performance for Regional routes is not available at this time as the technology necessary to capture schedule adherence is new for the Regional buses and a baseline has yet to be established.

To meet the daily on-time performance goal, at least 85 percent of buses should depart timepoints no more than 5 minutes late. The peak-period goal is 75 percent. No buses should depart their timepoints before the scheduled departure time. Routes that are not meeting these goals can be evaluated for run time adjustments. Table 2-7 provides the daily and peak-period on-time performance information for each Local route from April 2024.

Table 2-7. On-time Performance April Snapshot

Local Routes		Early	On time	Late
2 - Market / Brown	Daily	18.6%	76.5%	5.0%
	Peak	22.6%	73.3%	4.1%
3 - Portland Road	Daily	11.0%	84.2%	4.8%
	Peak	7.3%	83.7%	9.0%
4 - State Street	Daily	14.8%	82.8%	2.4%
	Peak	17.2%	79.0%	3.7%
5 - Center Street	Daily	21.1%	74.4%	4.5%
	Peak	18.2%	72.3%	9.5%
6 - Mission / Fairview Industrial	Daily	9.9%	82.3%	7.8%
	Peak	8.1%	76.9%	15.0%
7 - Mission / State	Daily	13.0%	80.9%	6.1%
	Peak	8.3%	84.3%	7.4%
8 - 12th / Liberty	Daily	23.0%	68.8%	8.2%
	Peak	10.4%	69.2%	20.4%
9 - Cherry / River Road	Daily	6.7%	74.9%	18.4%
	Peak	5.2%	68.3%	26.5%
11 - Lancaster / Verda	Daily	12.9%	68.3%	18.8%
	Peak	15.8%	62.0%	22.1%
12 - Hayesville Drive	Daily	22.0%	76.0%	2.0%
	Peak	16.4%	78.9%	4.6%
13 - Silverton Road	Daily	19.1%	75.6%	5.3%
	Peak	14.4%	71.3%	14.3%
14 - Windsor Island Road	Daily	15.8%	80.5%	3.7%
	Peak	2.6%	87.2%	10.3%
16 - Wallace Road	Daily	9.7%	82.5%	7.8%

	Peak	5.7%	75.1%	19.2%
17 - Edgewater Street	Daily	13.9%	83.5%	2.5%
	Peak	12.4%	84.8%	2.7%
18 - 12th / Liberty	Daily	22.0%	69.4%	8.6%
	Peak	6.9%	69.0%	24.1%
19 - Broadway / River Road	Daily	12.3%	76.6%	11.1%
	Peak	12.0%	74.2%	13.8%
21 - South Commercial	Daily	14.8%	80.9%	4.3%
	Peak	15.8%	78.0%	6.2%
23 - Lansing / Hawthorne	Daily	9.6%	86.4%	4.1%
	Peak	7.9%	83.0%	9.1%
26 - Glen Creek / Orchard Heights	Daily	22.6%	77.0%	0.4%
	Peak	29.3%	69.6%	1.1%
27 - Glen Creek / Eola	Daily	11.1%	88.3%	0.6%
	Peak	17.9%	81.0%	1.0%



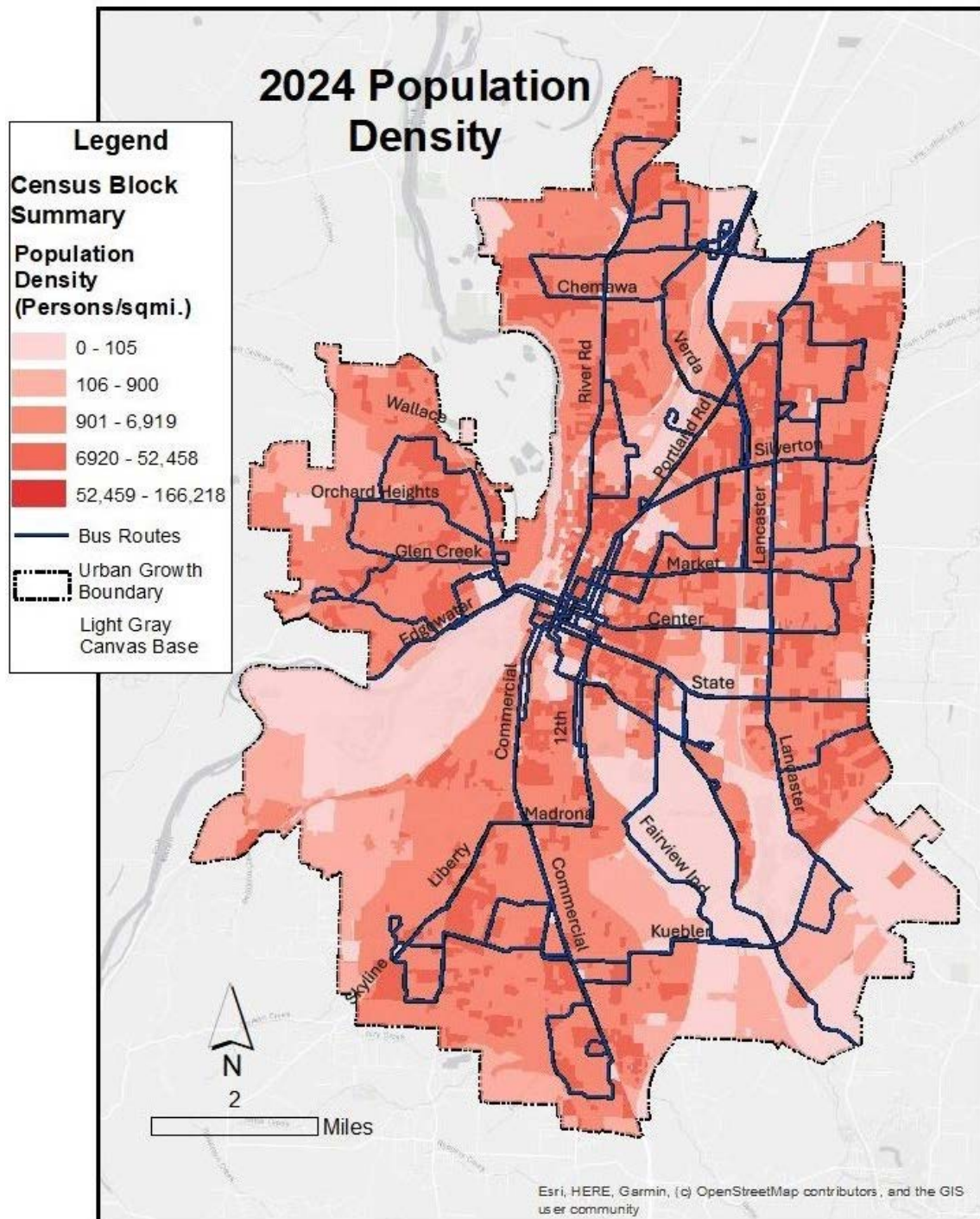
3. Demographics and developments

To determine where people are most likely to use our bus service, staff examine population and employment data from the U.S. Census American Community Survey (ACS) (2018 - 2022). Staff also look at groups that are most likely to need access to transit. The below figures are on the following pages:

- [Population density](#) (Figures 3-1 and 3-2)
- [Employment density](#) (Figures 3-3 and 3-4)
- [Low-income](#) (Figures 3-5 and 3-6)
- [Minorities](#) (Figures 3-7 and 3-8)
- [Car free](#) (Figures 3-9 and 3-10)
- [Seniors](#) (Figures 3-11 and 3-12)
- [Youth](#) (Figures 3-13 and 3-14)
- [Disabled](#) (Figures 3-15 and 3-16)
- [Limited English](#) (Figures 3-17 and 3-18)
- [Military veterans](#) (Figures 3-19 and 3-20)
- [Multi-family dwellings](#) (Figures 3-21 and 3-22)

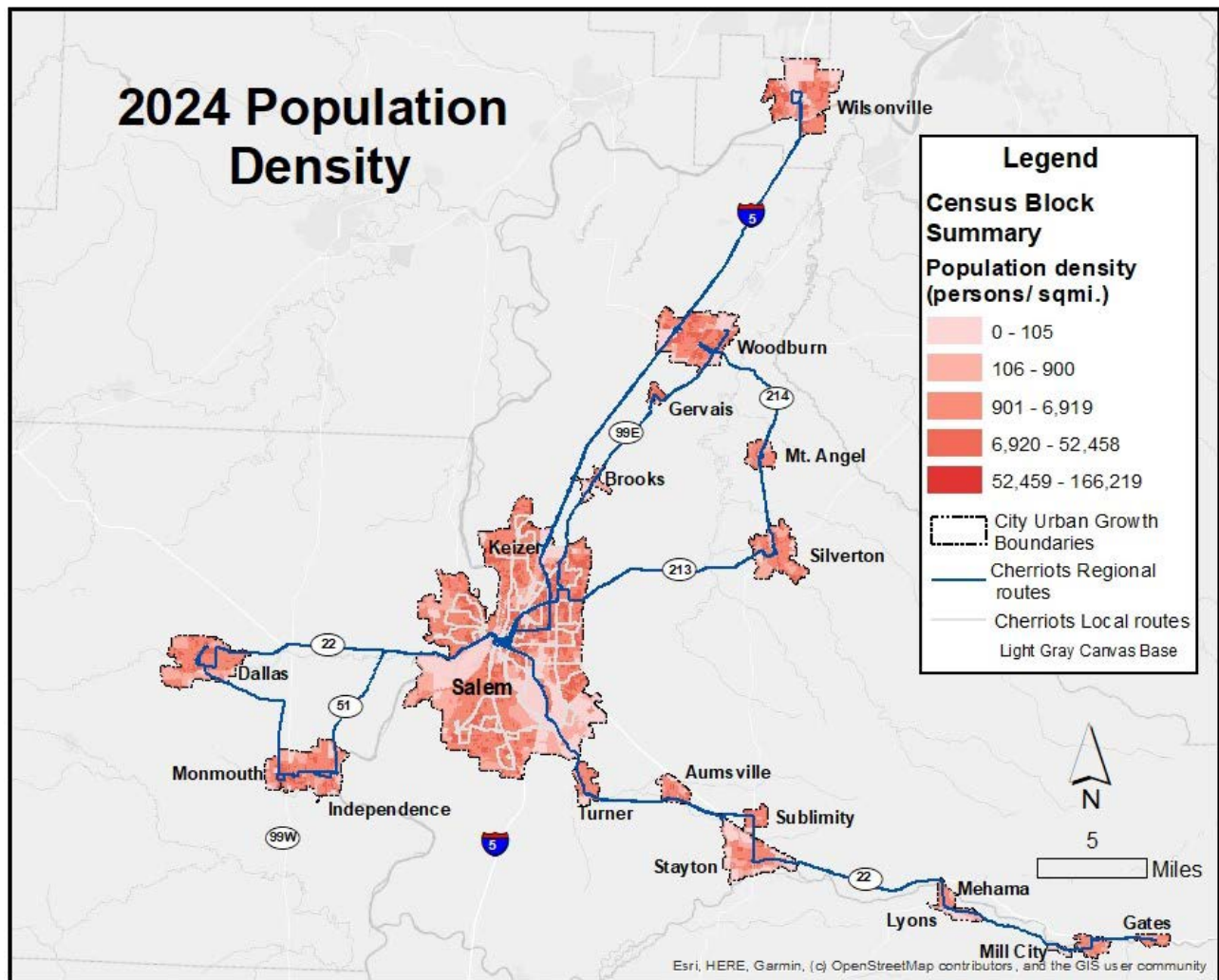
3.1 Service Area Demographics

Figure 3-1. Population density within the Salem-Keizer Urban Growth Boundary (UGB).



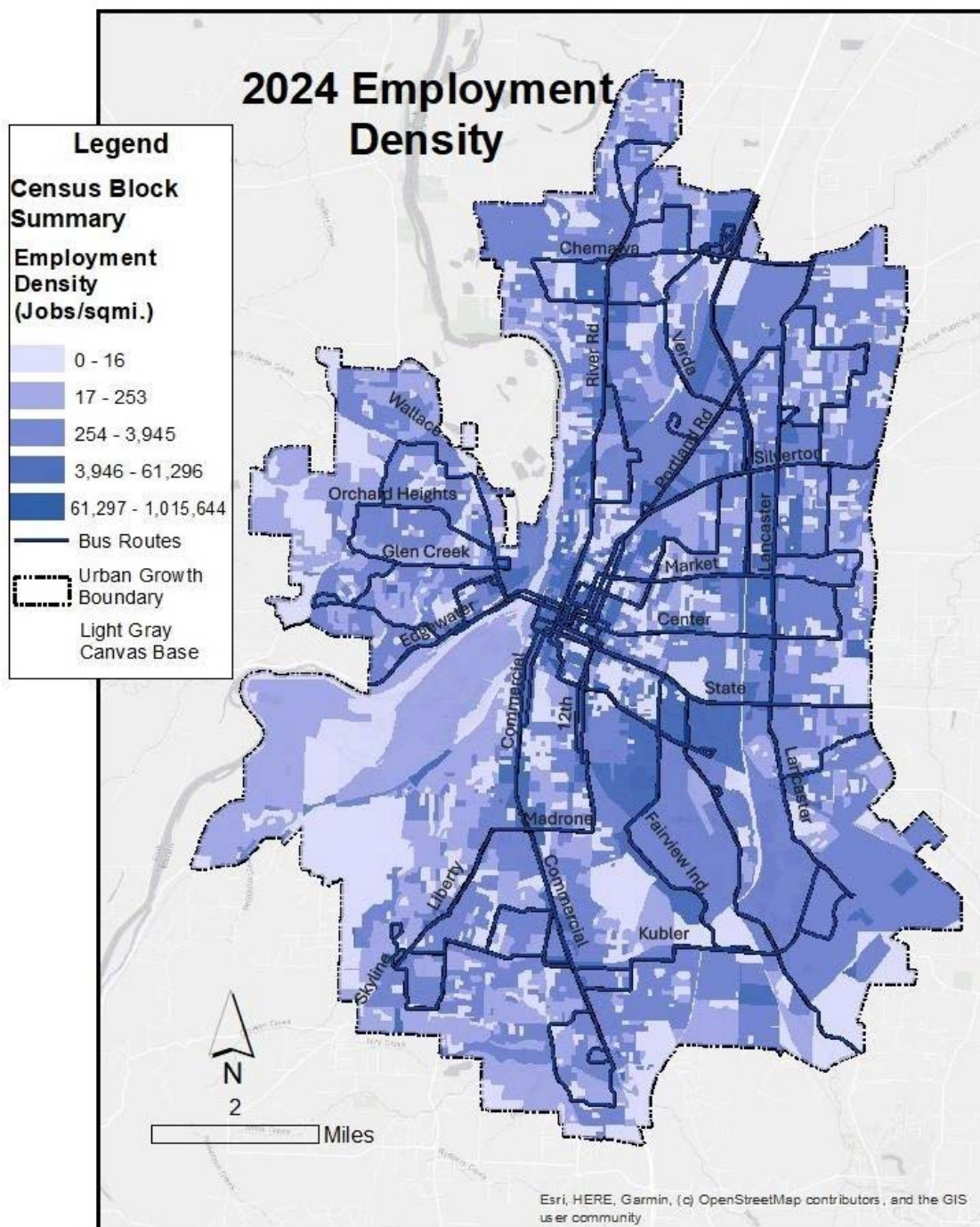
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-2. Population density in regional UGBs served.



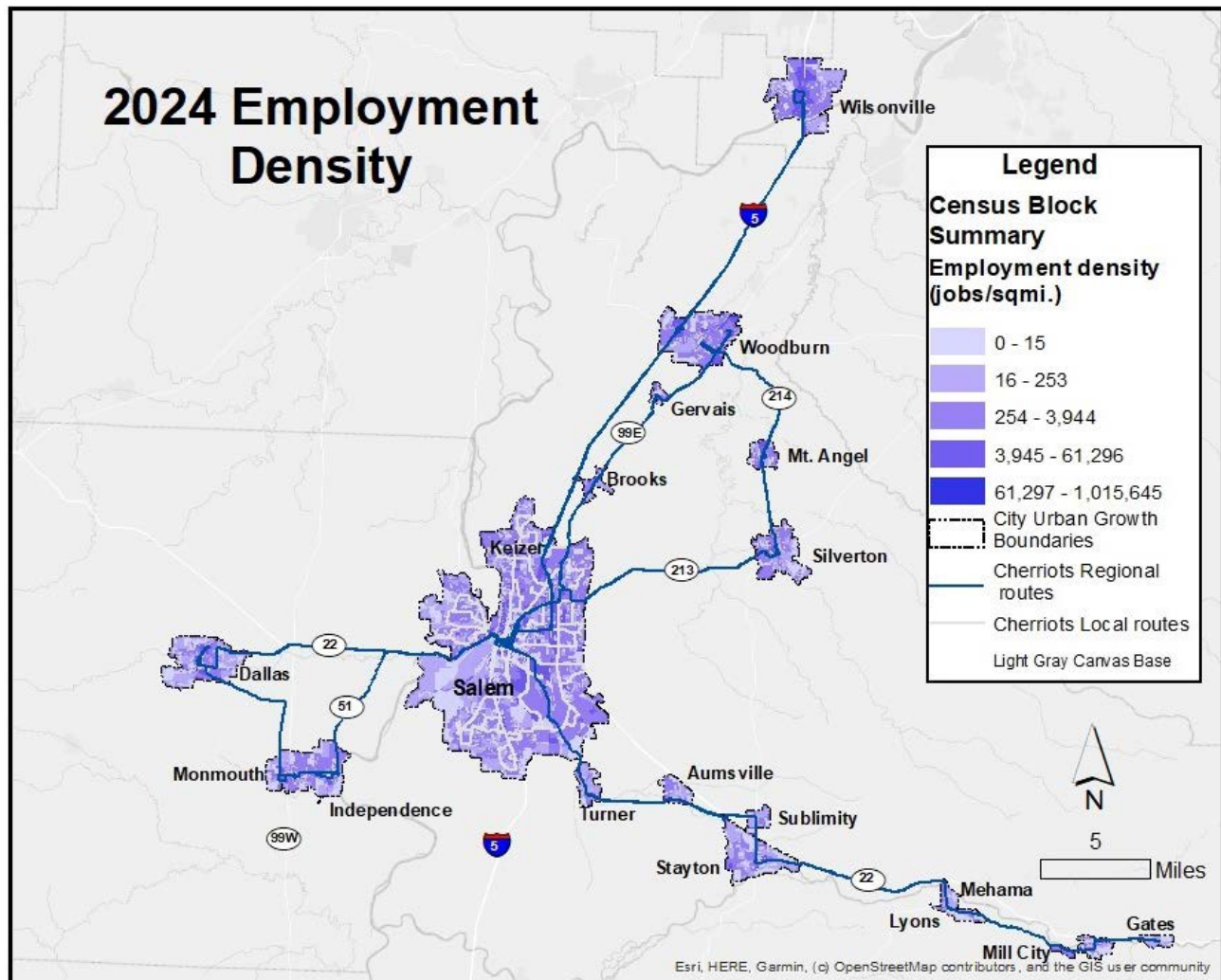
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-3. Employment density within the Salem-Keizer UGB.



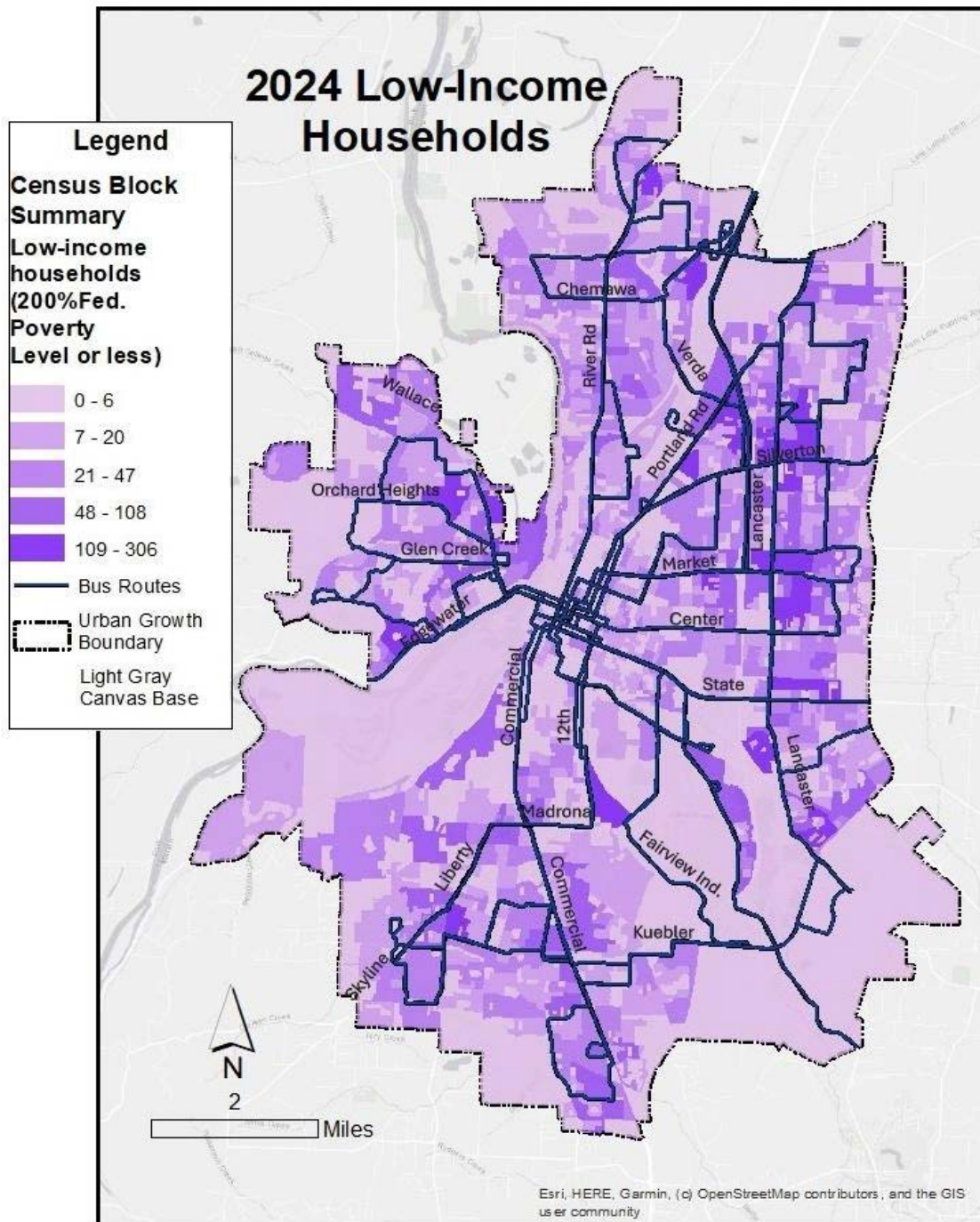
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-4. Employment density in regional UGBs served.



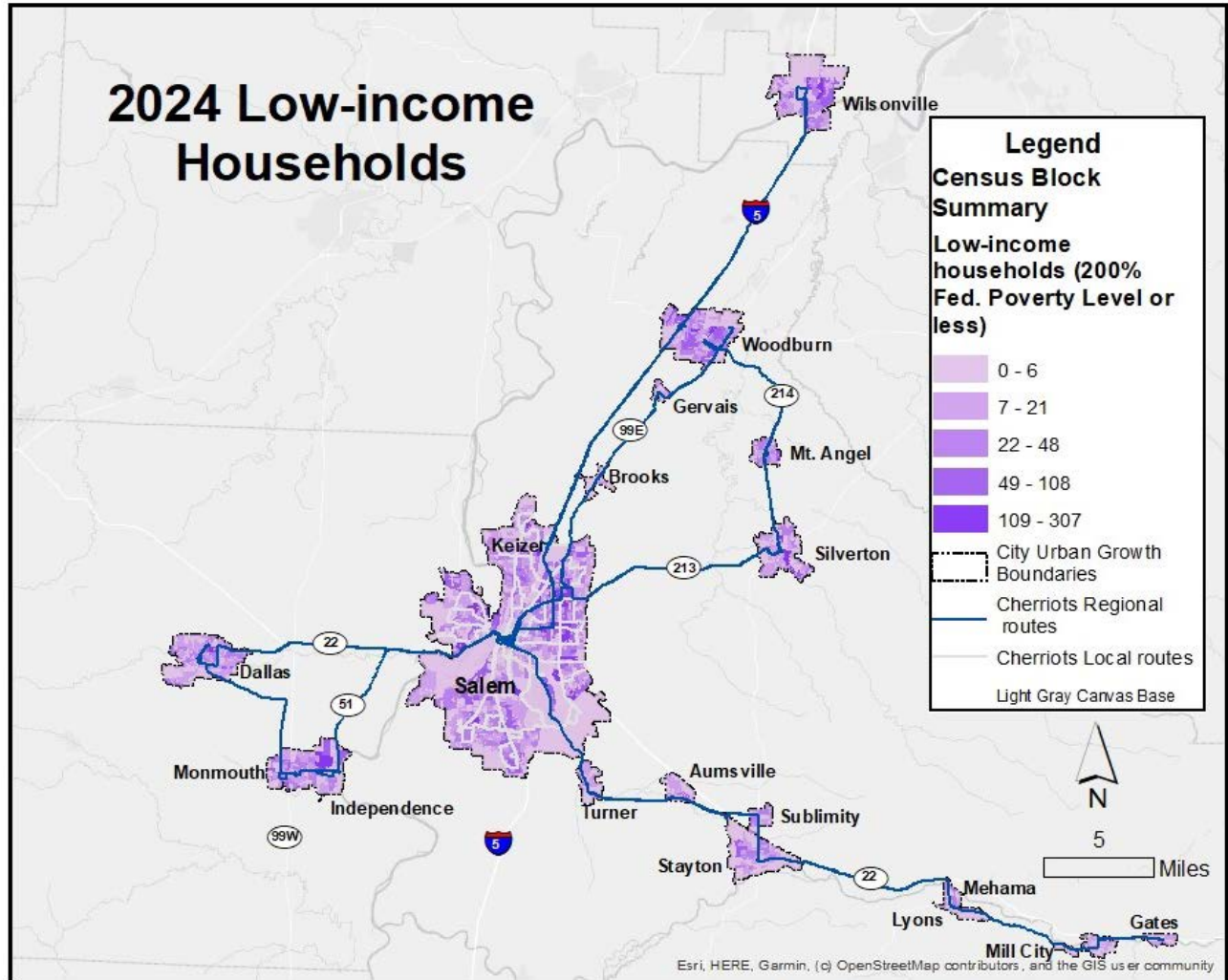
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-5. Low-income households within the Salem-Keizer UGB.



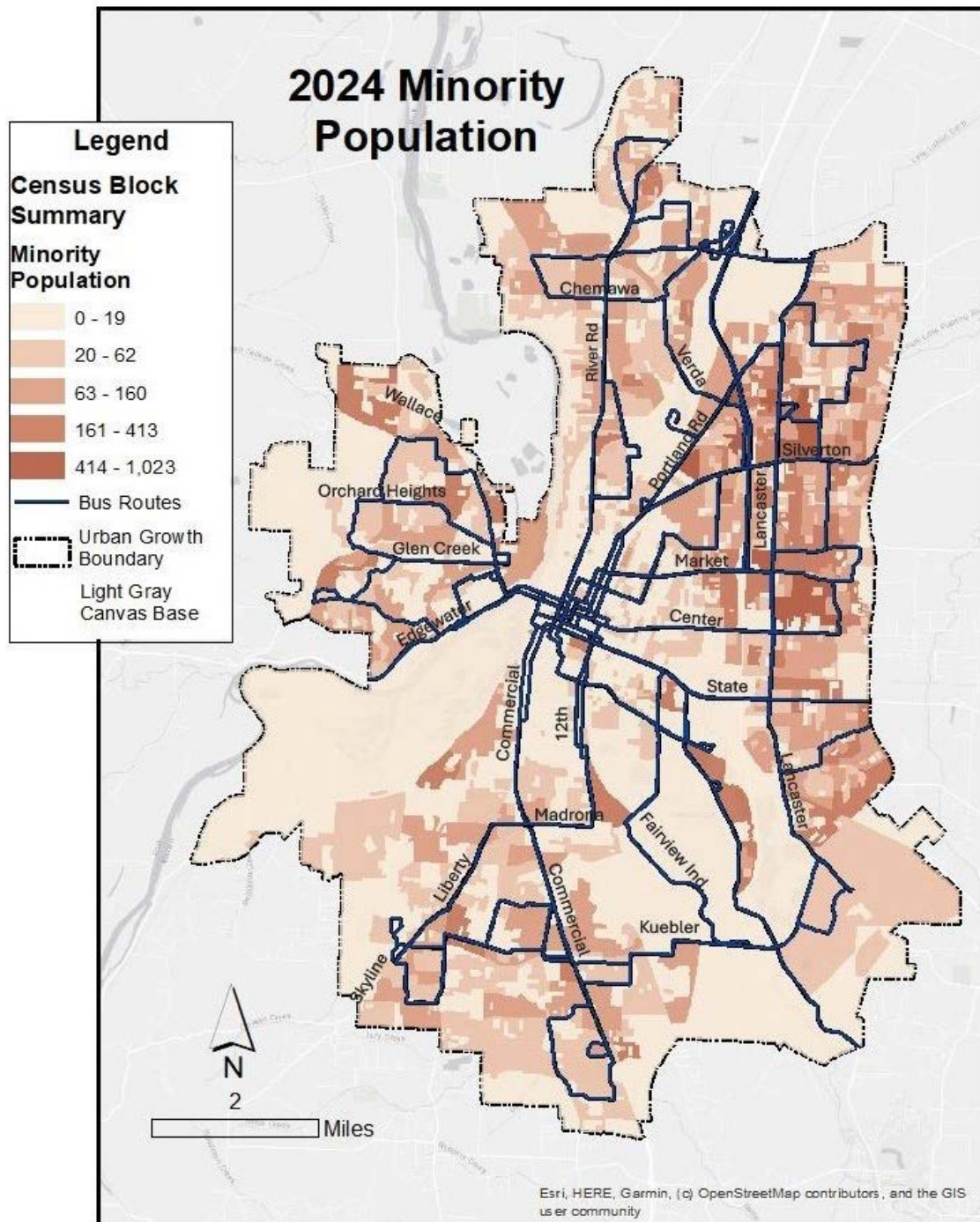
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-6. Low-income households in regional UGBs served.



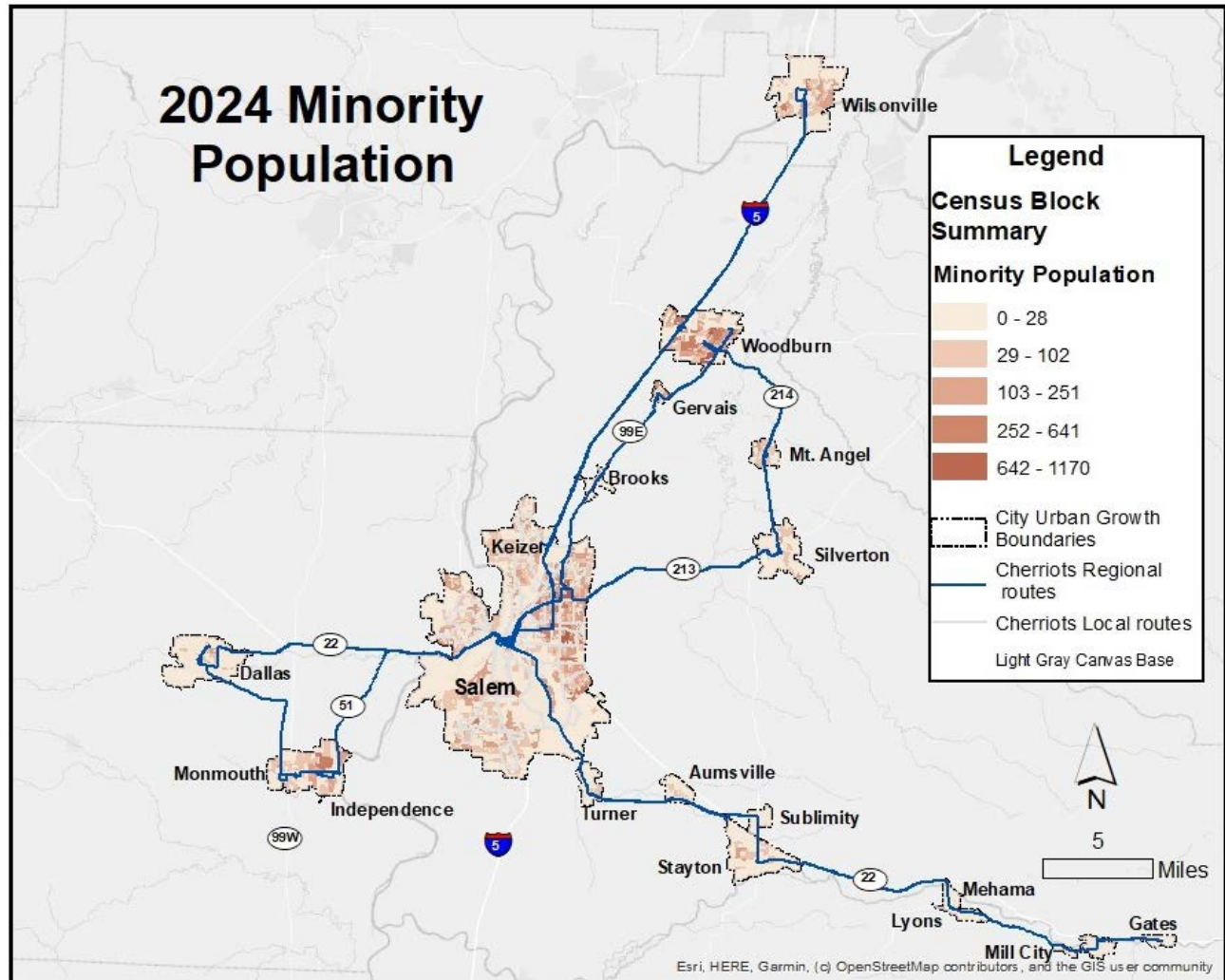
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-7. Minority Population within the Salem-Keizer UGB.



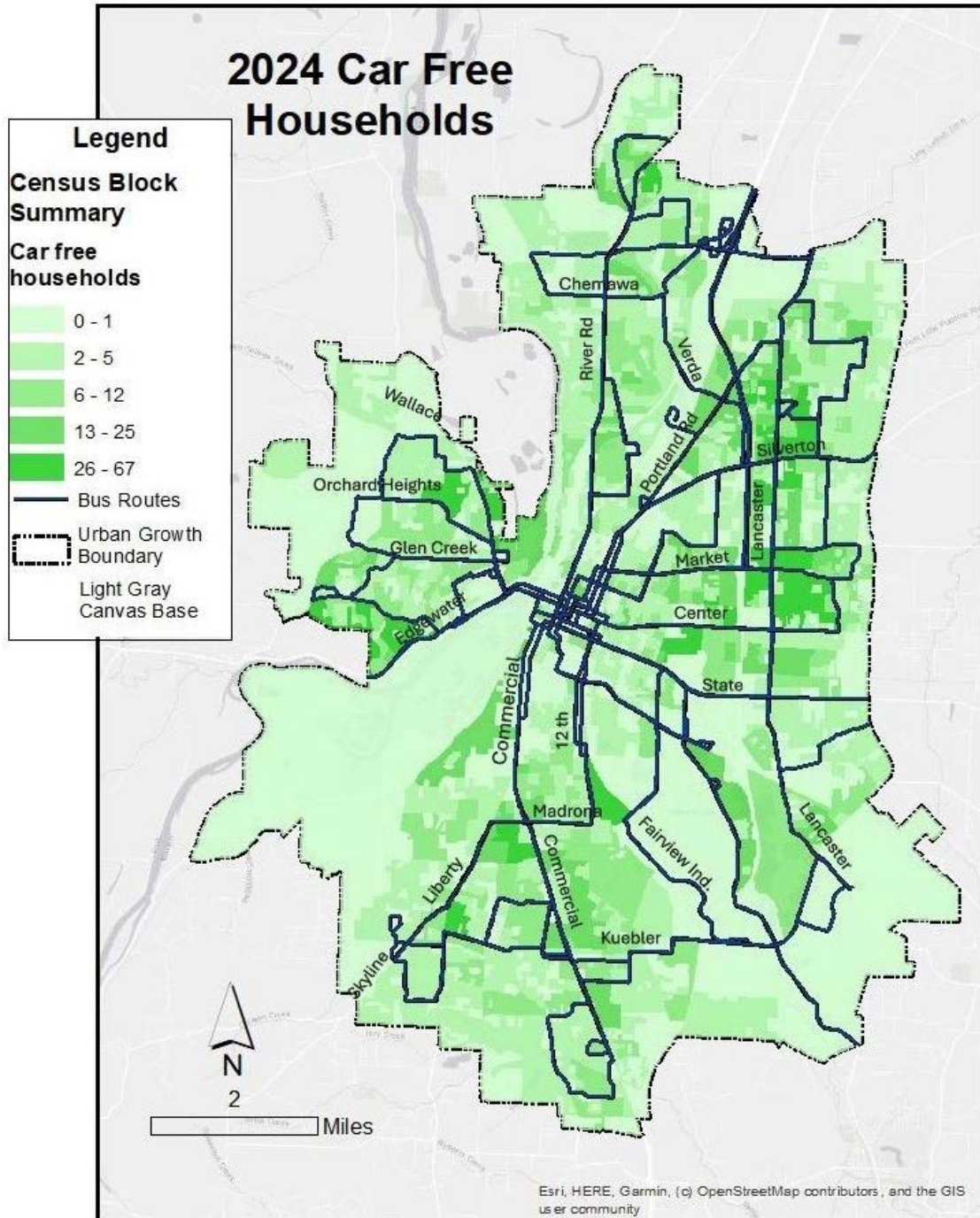
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-8. Minority population in regional UGBs served.



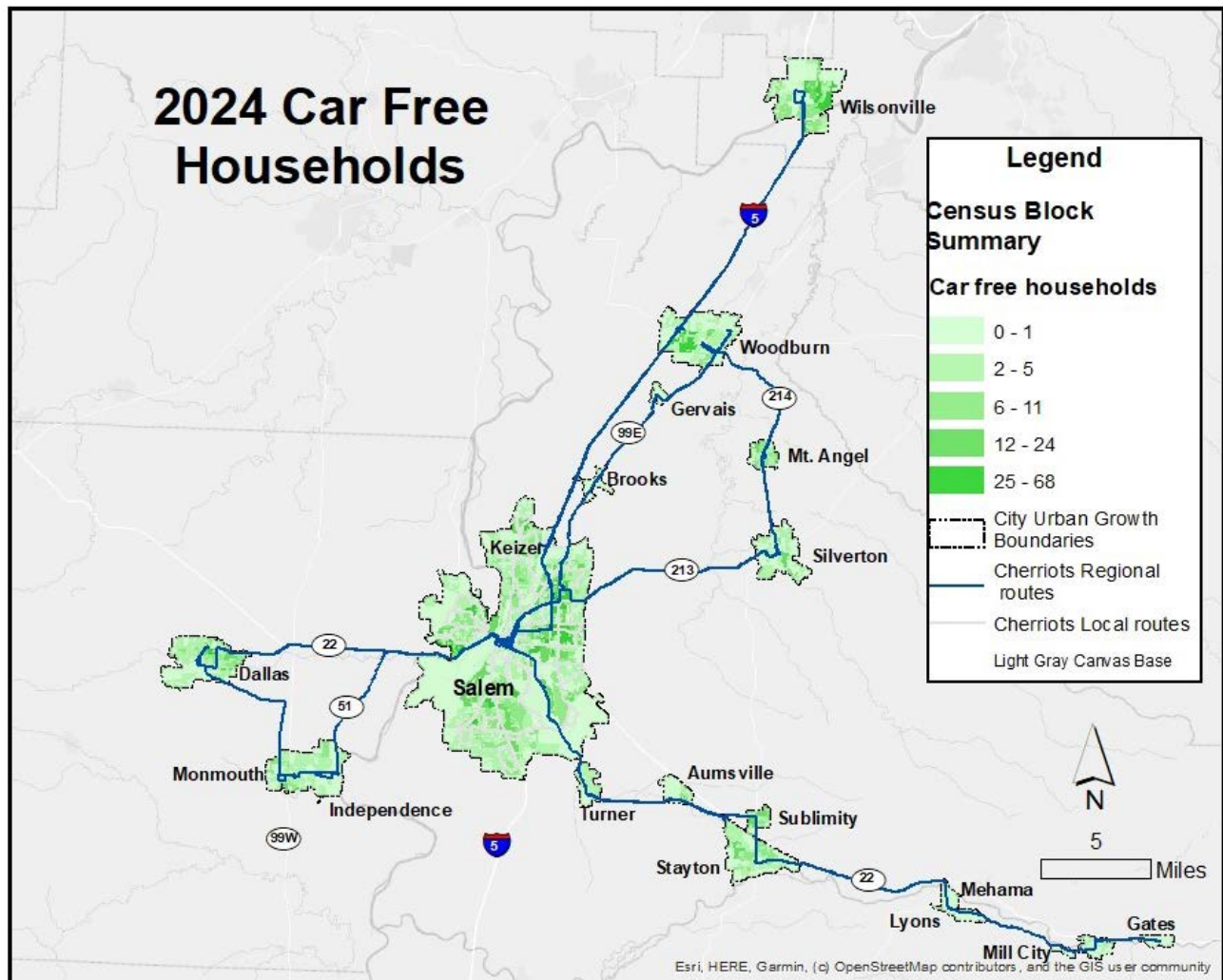
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-9. Car free households within the Salem-Keizer UGB.



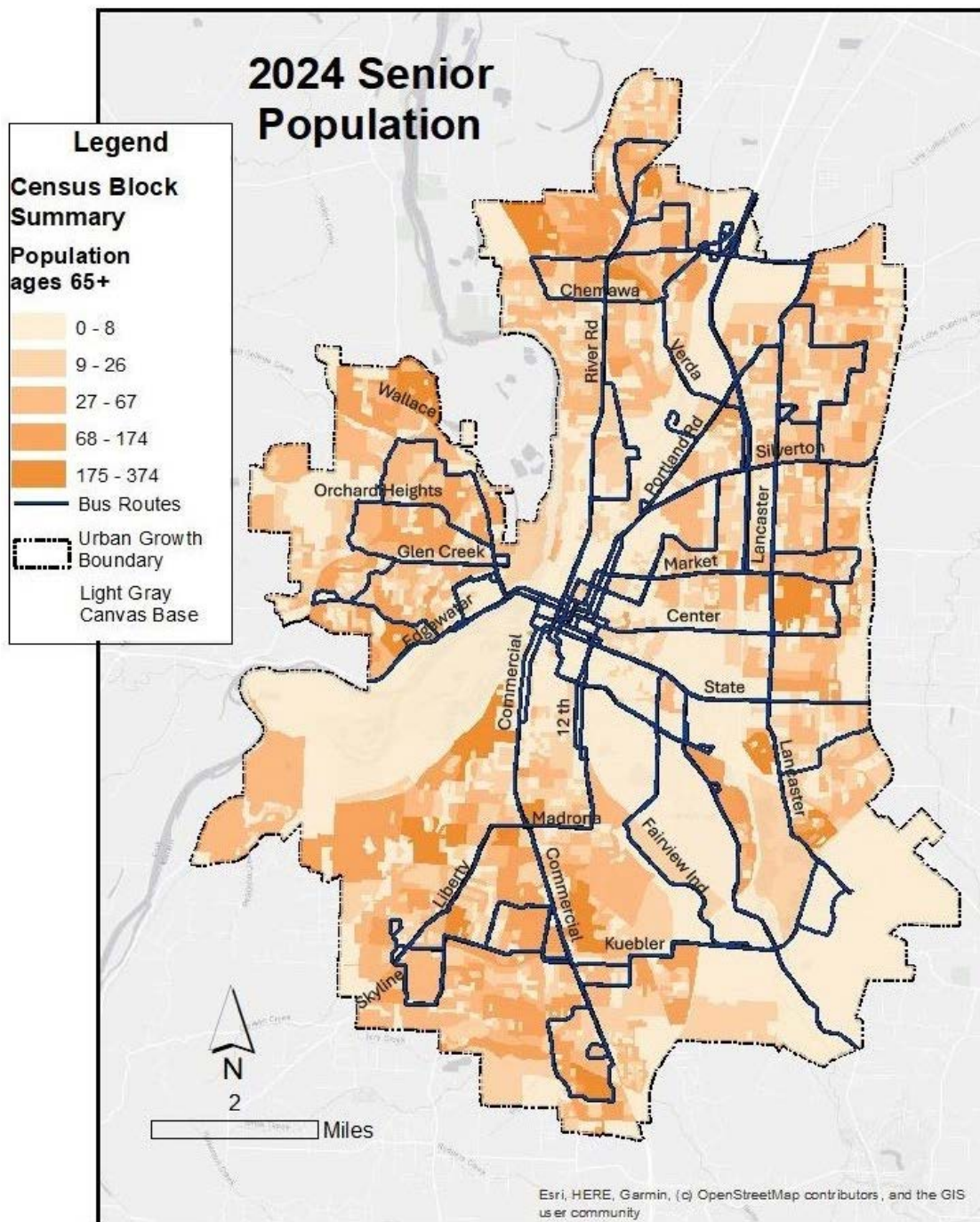
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-10. Car free households in regional UGBs served.



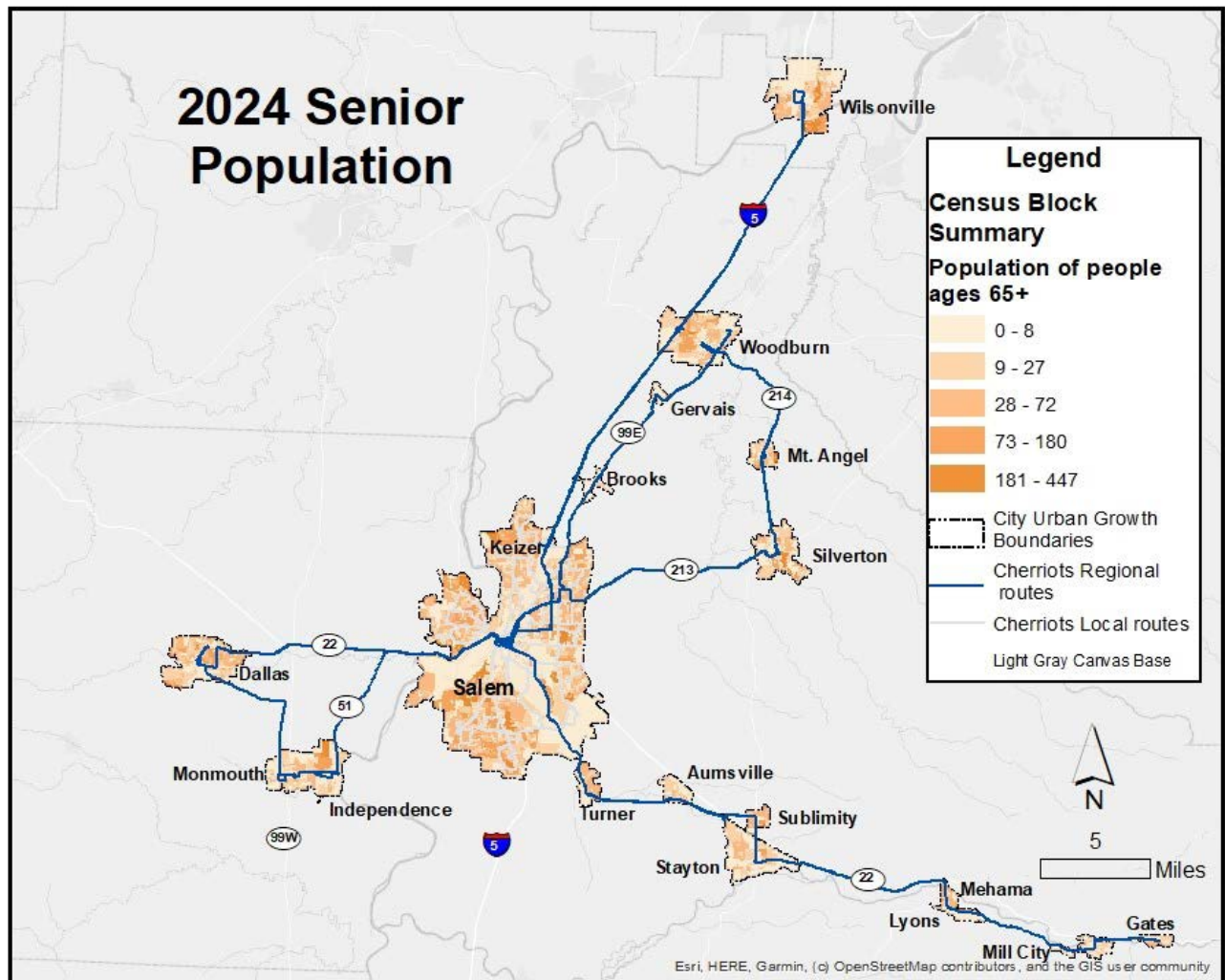
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-11. Seniors within the Salem-Keizer UGB.



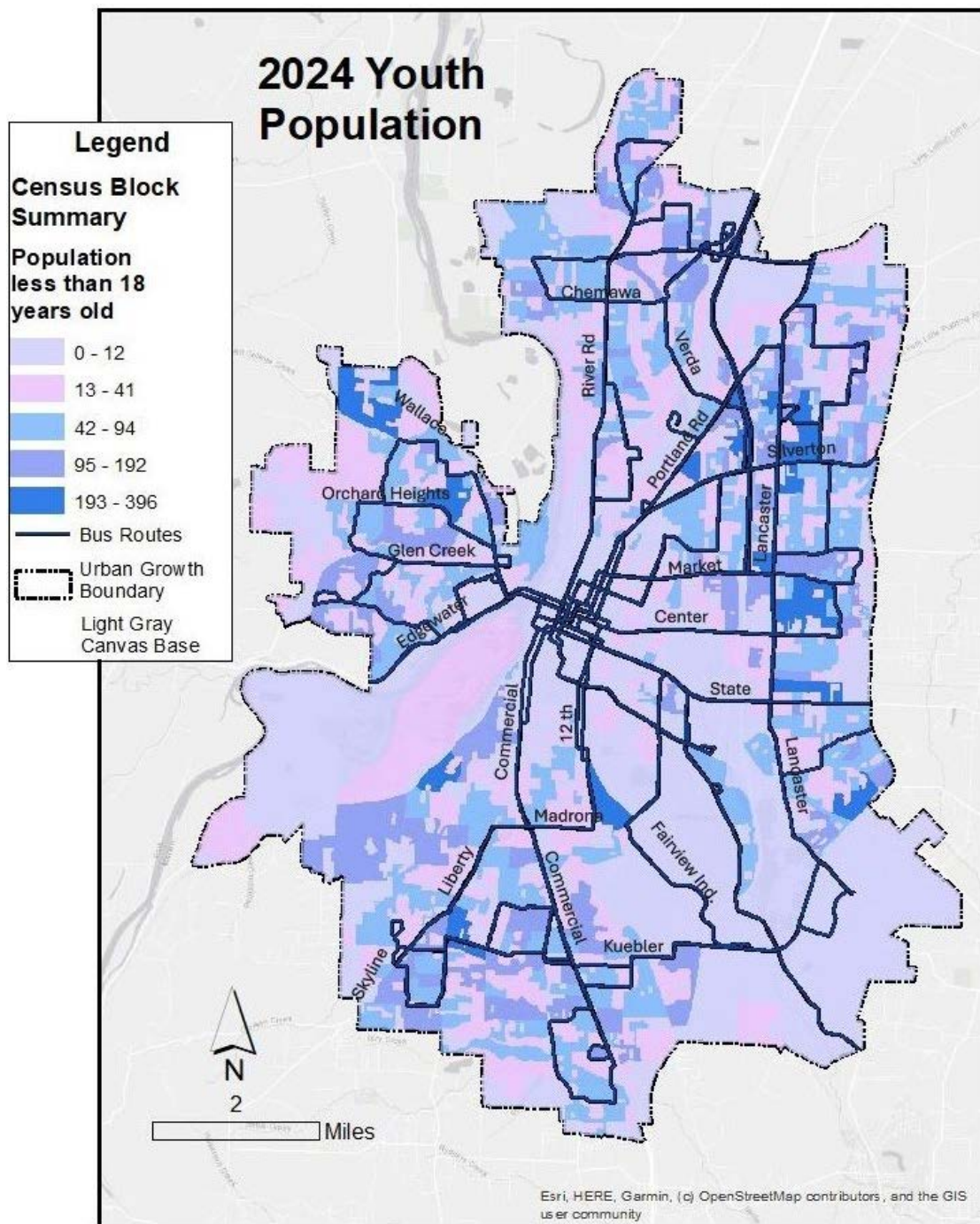
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-12. Seniors in regional UGBs served.



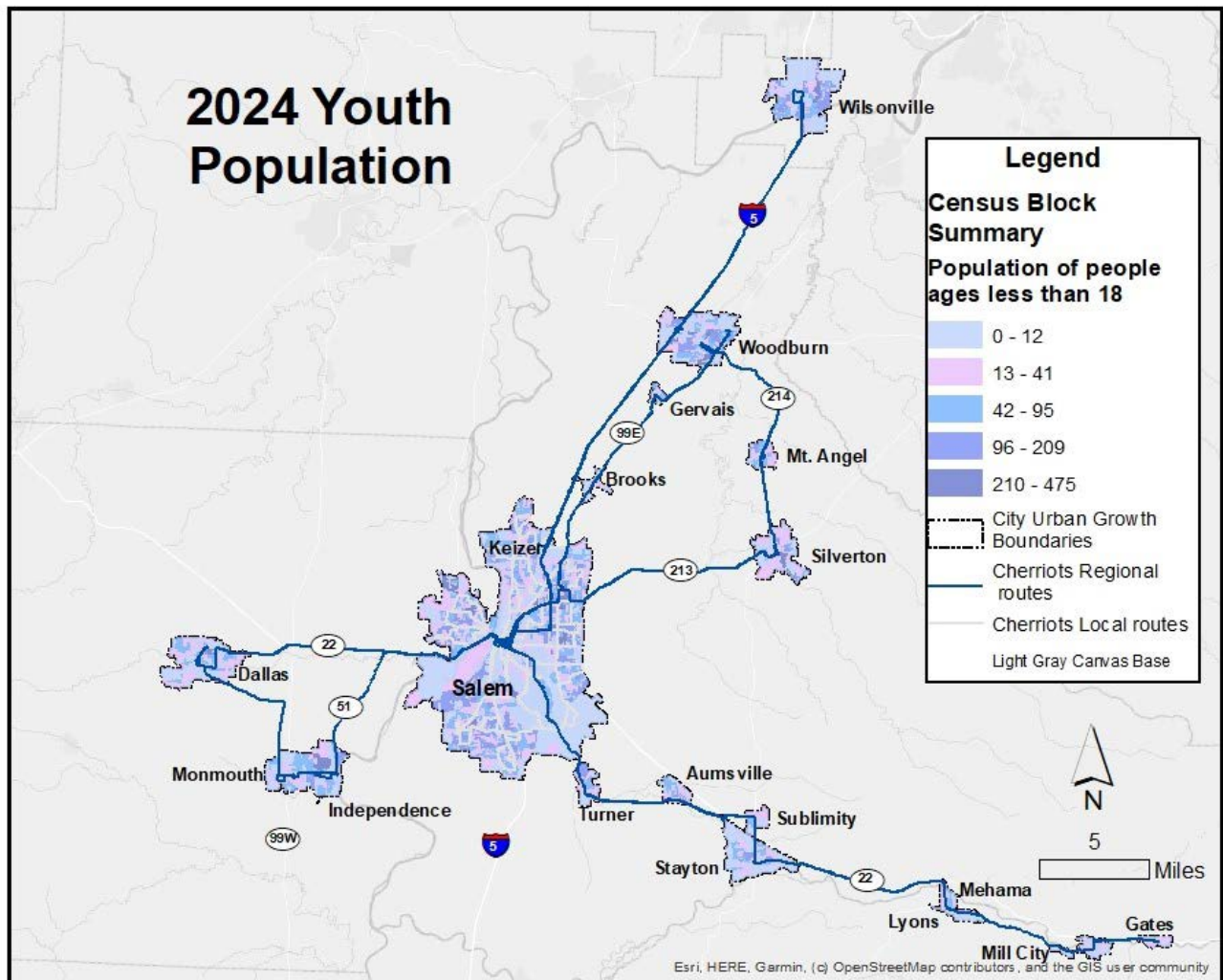
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-13. Youth population within the Salem-Keizer UGB.



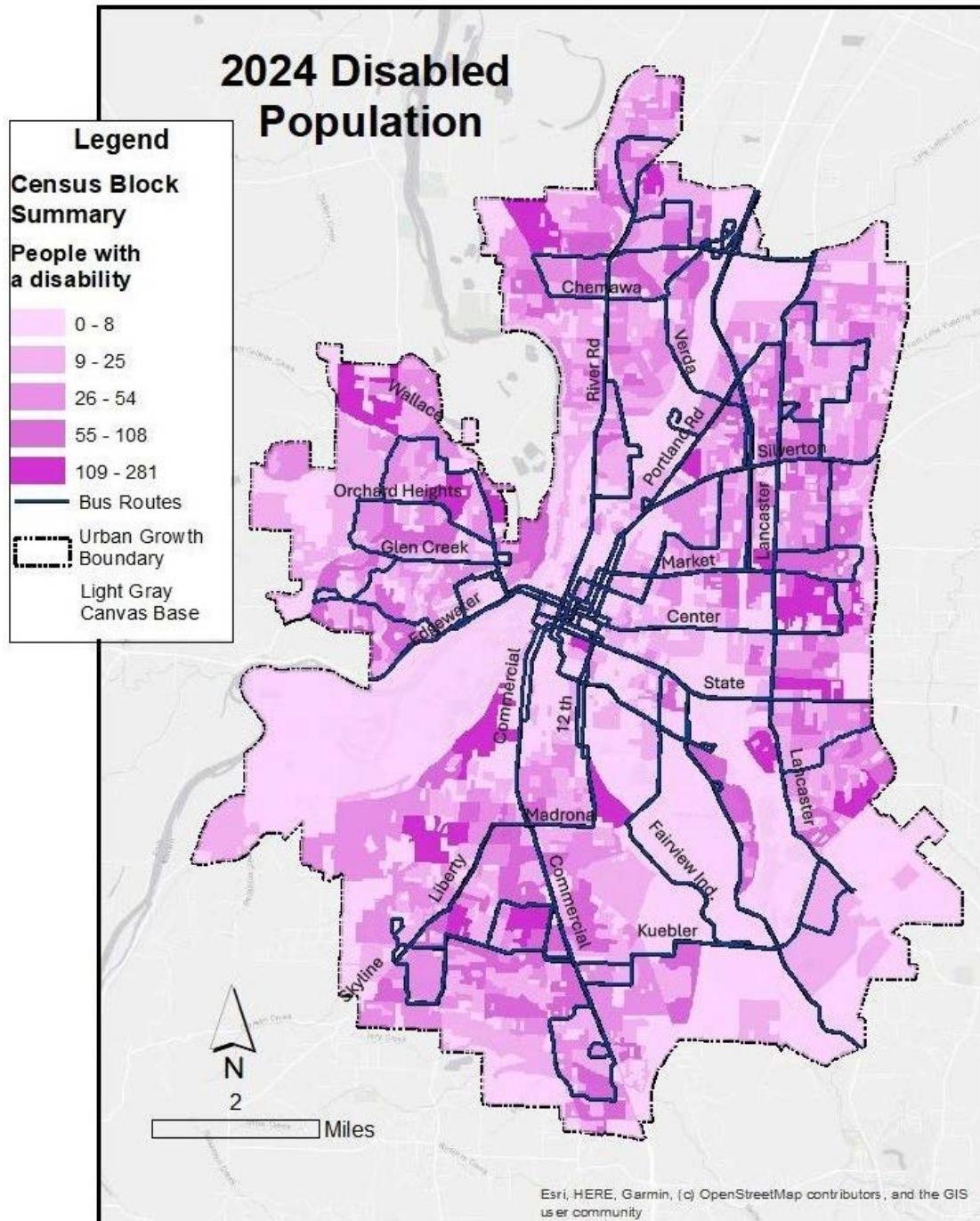
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-14. Youth population in regional UGBs served.



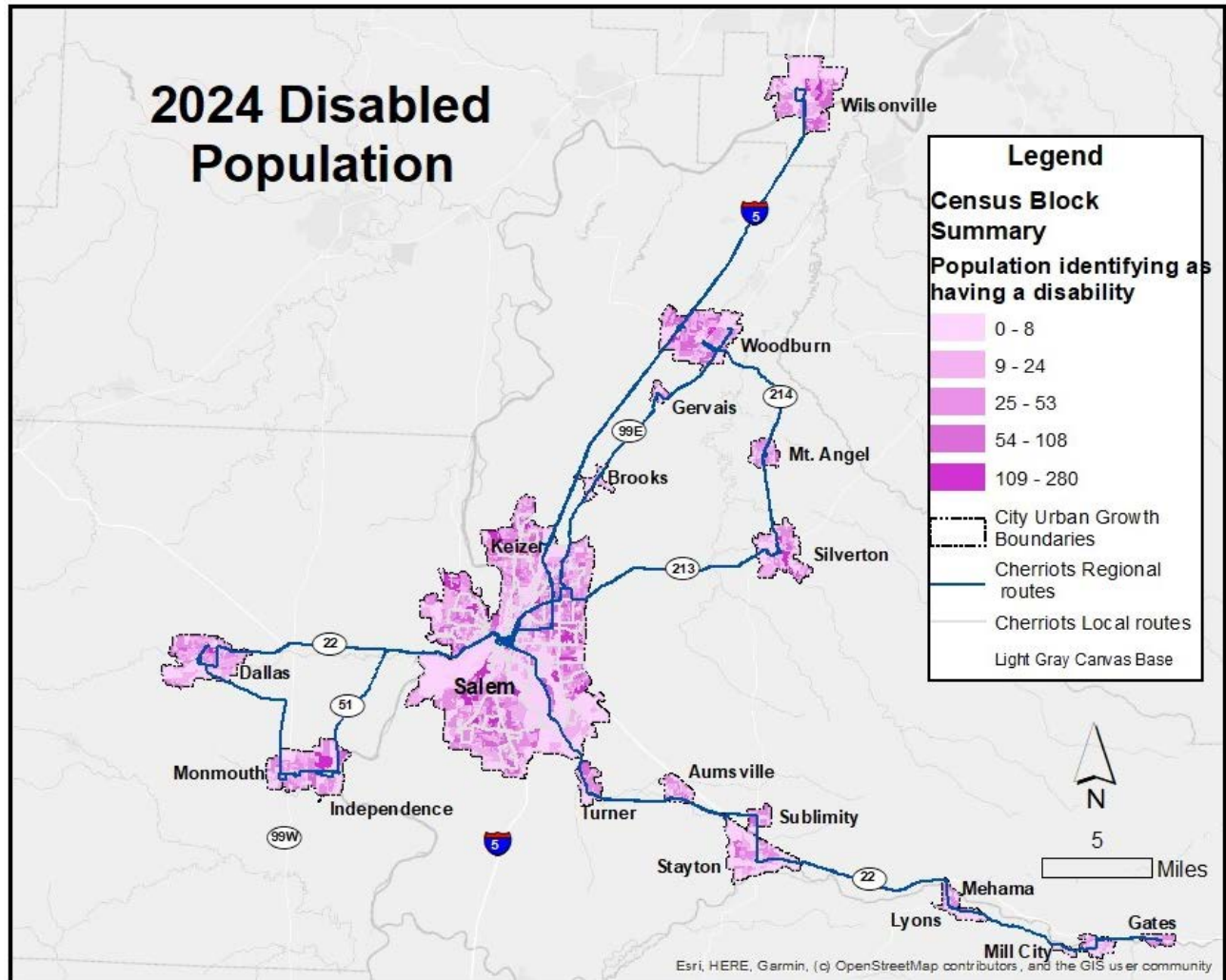
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-15. People with disabilities within the Salem-Keizer UGB.



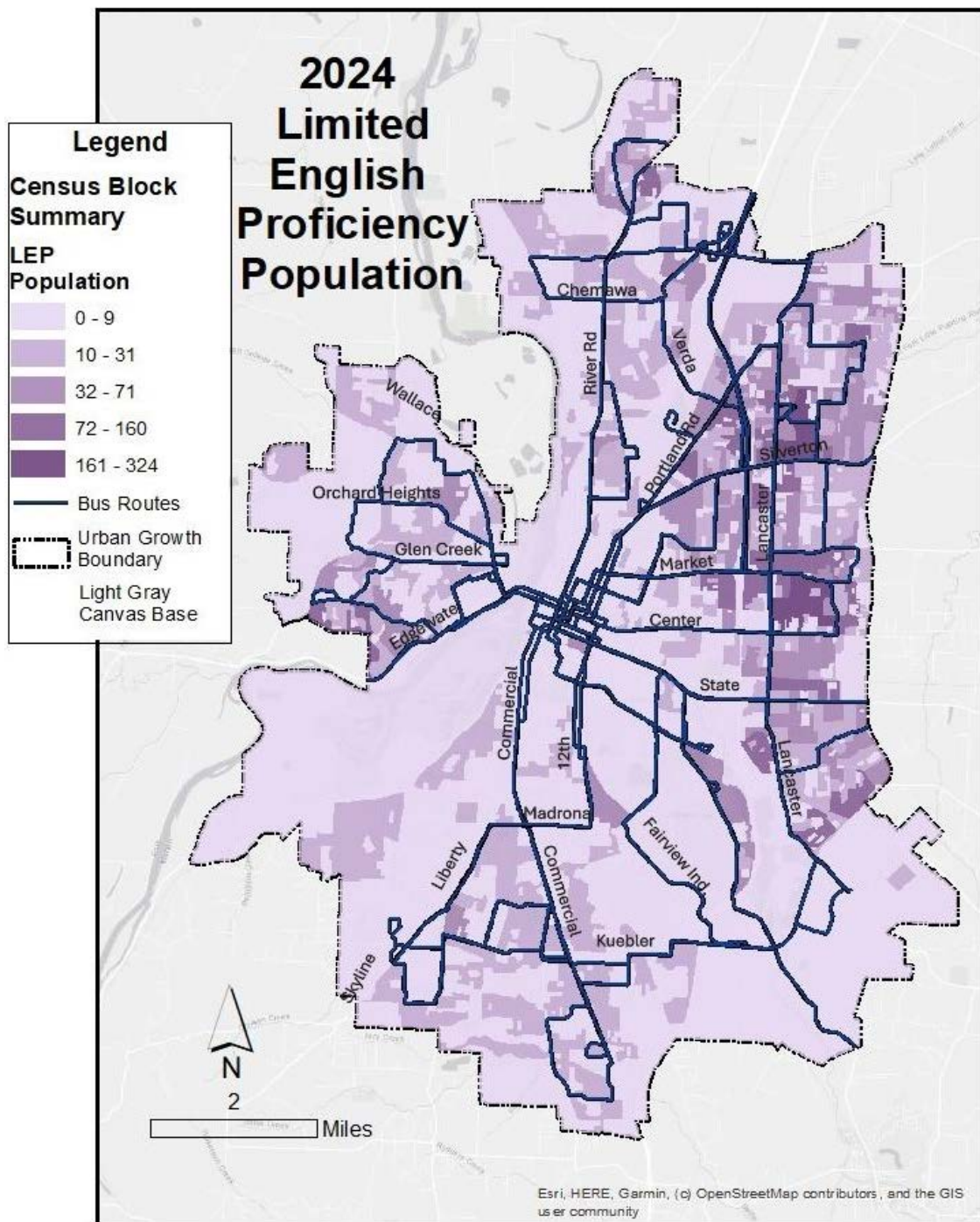
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-16. Population of people with disabilities in regional UGBs served.



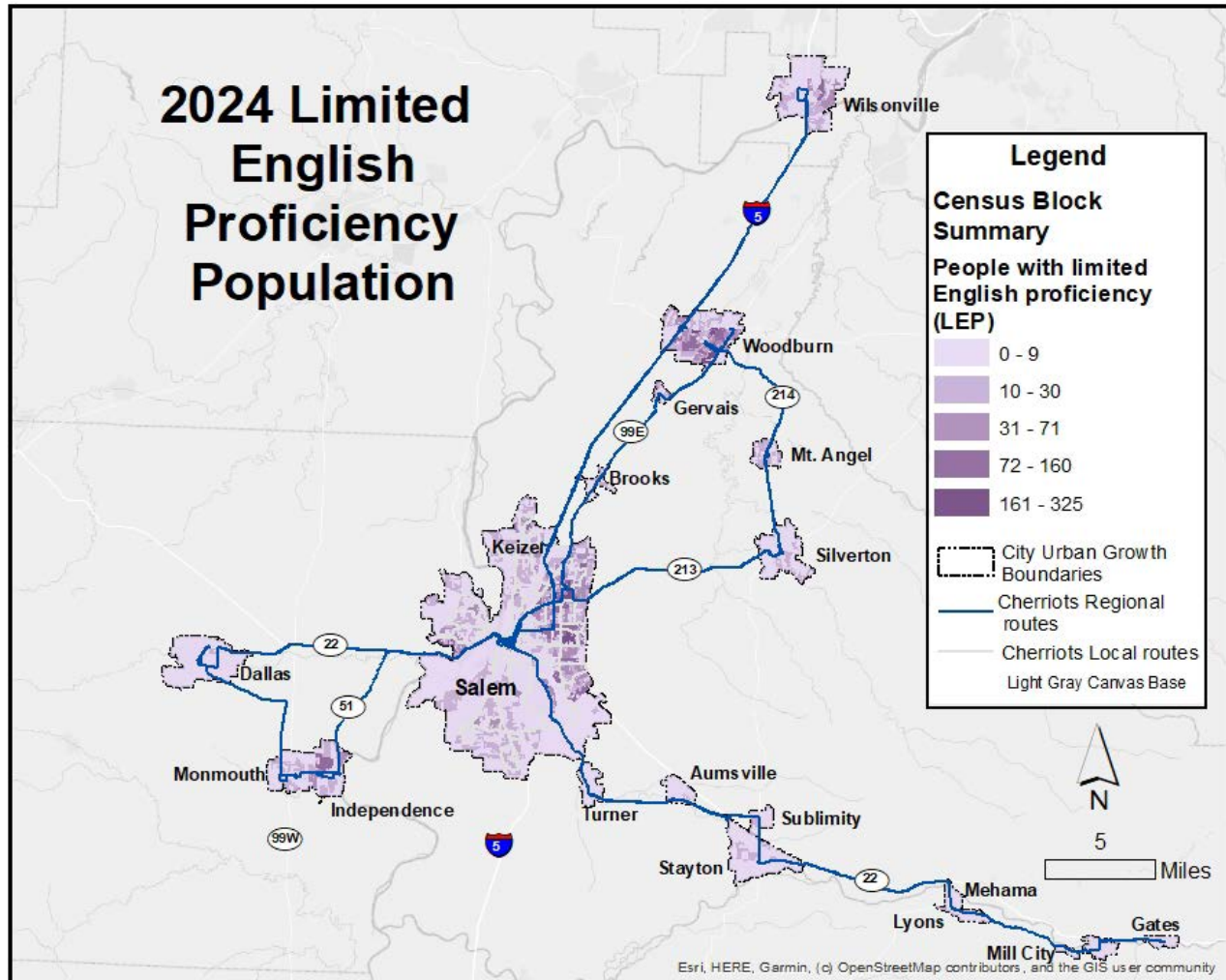
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-17. People who speak limited English within the Salem-Keizer UGB.



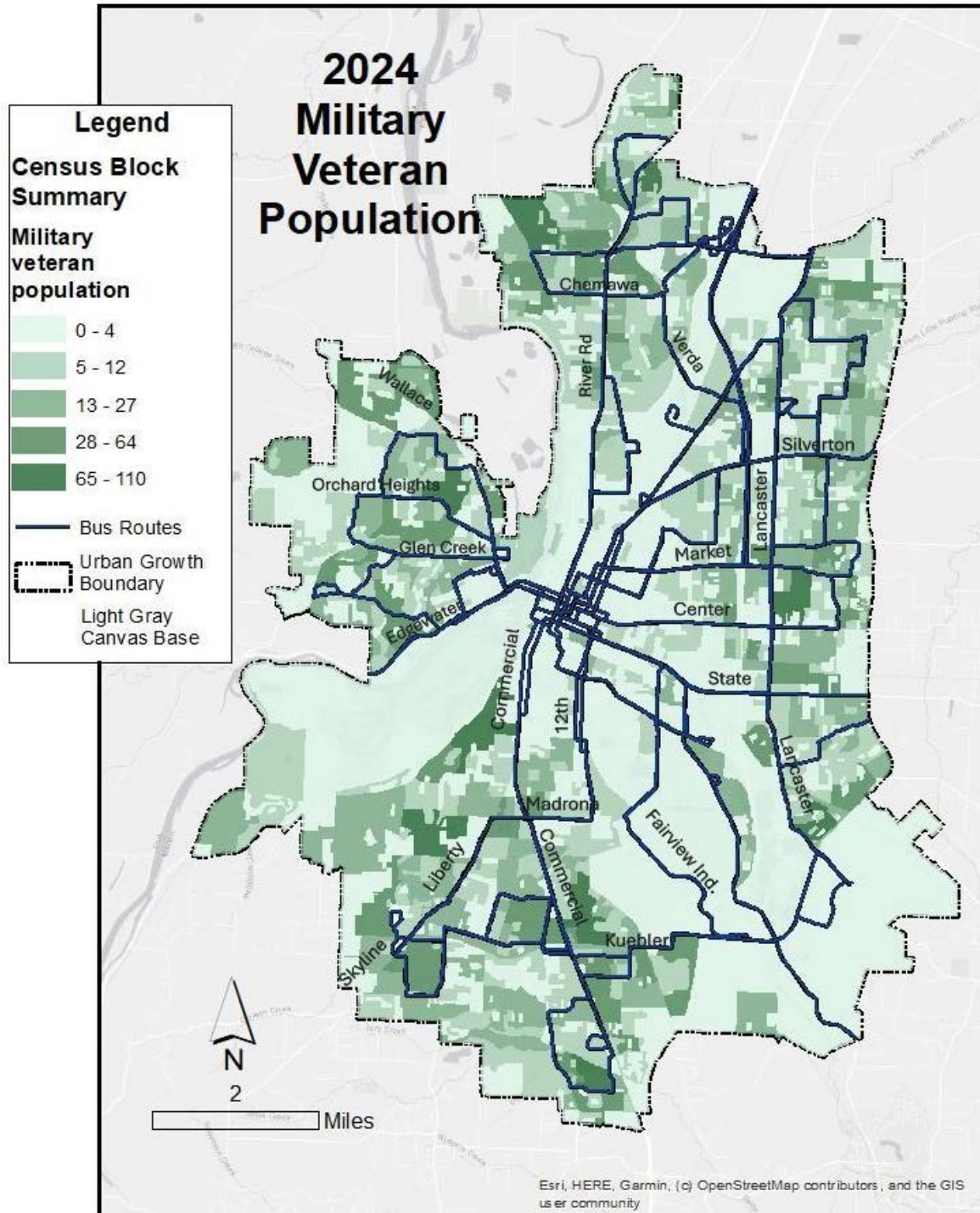
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-18. People who speak limited English in regional UGBs served.



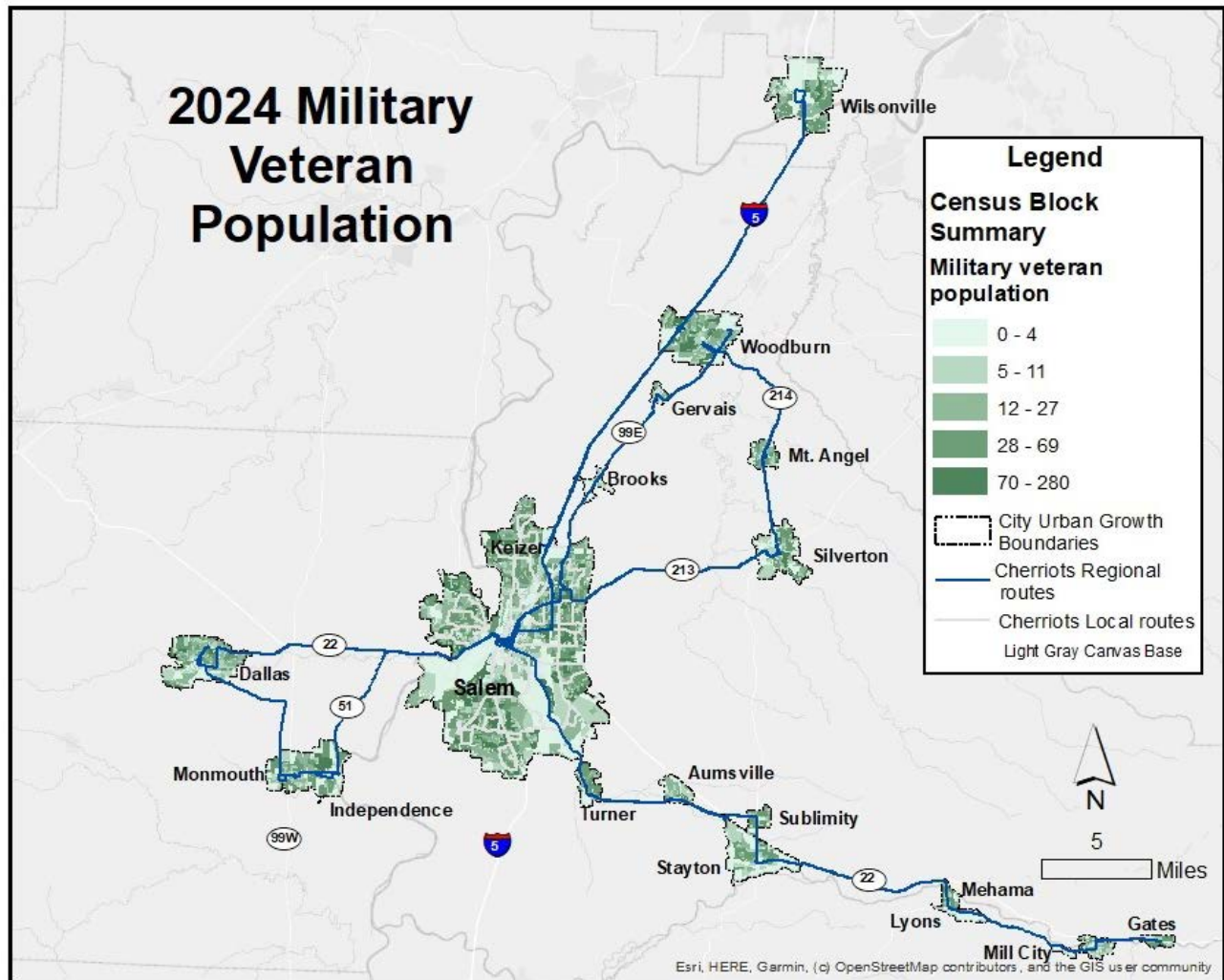
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-19. Military veterans within the Salem-Keizer UGB.



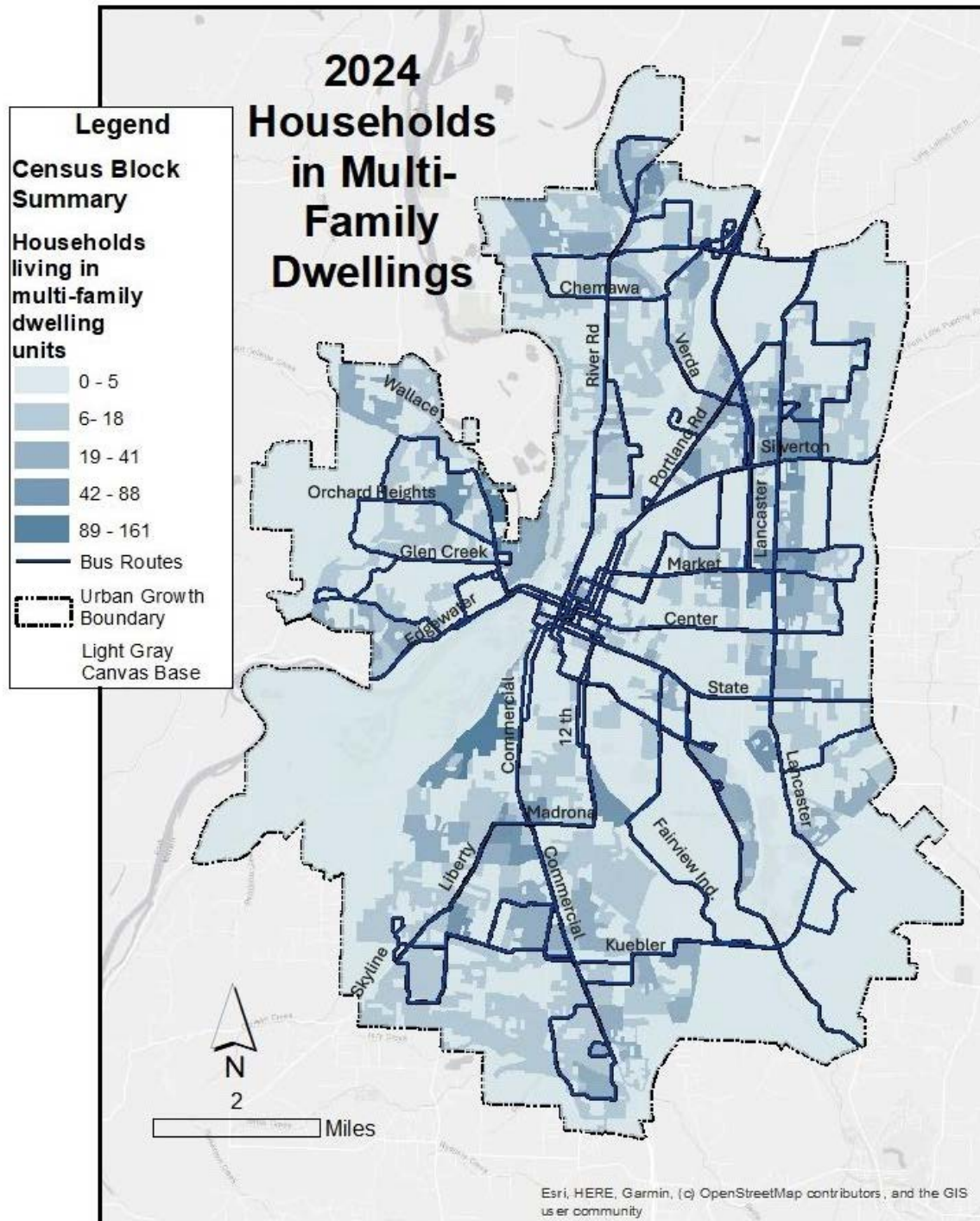
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-20. Military veterans in regional UGBs served.



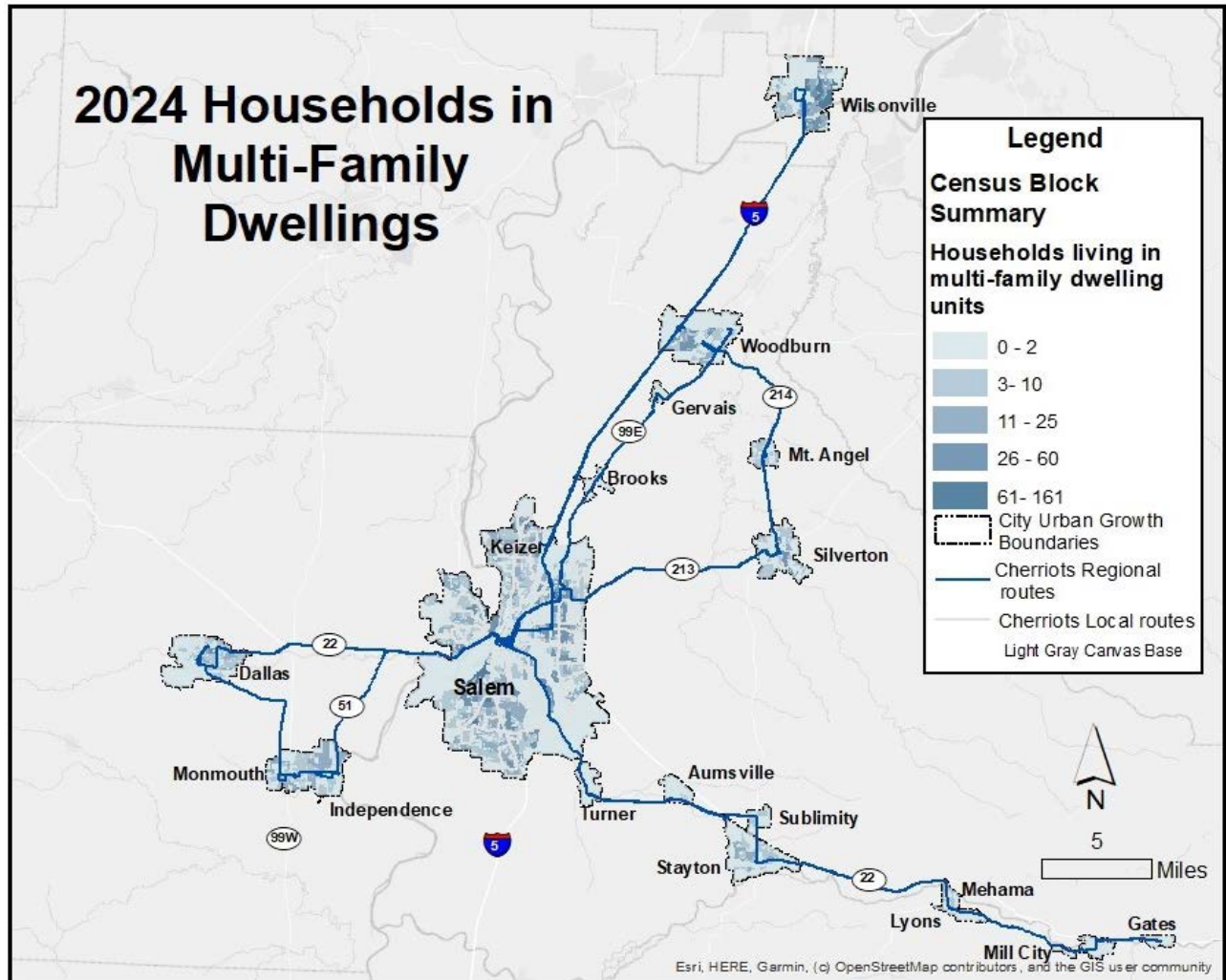
Source: Transit Boardings Estimation and Simulation Tool

Figure 3-21. Households living in multi-family dwellings within the Salem-Keizer UGB.



Source: Transit Boardings Estimation and Simulation Tool

Figure 3-22. Households living in multi-family dwellings in regional UGBs served.



Source: Transit Boardings Estimation and Simulation Tool

3.2 Changing businesses and development

Recent and upcoming changes to employment centers, residential developments, and street networks are detailed in the following subsections. Cherriots Planning staff has worked closely with Cities, Counties, and developers over the years to incorporate public transit into development designs and street infrastructure. These new and future developments help inform our service planning efforts.

3.2.1 Changes since 2022

- [Fairview Refinement Area](#) is developing with both single and multiple family dwellings as well as mixed-use and commercial properties. This area is in the vicinity of Battle Creek Road SE, Strong Road SE, and Reed Road SE. One bus stop has already been constructed and two others do not require construction. More bus stops will be requested in this area as applications are filed with the City of Salem.
- [East Park Estates](#) is located along Cordon Road NE between State Street and Auburn Road NE. This development includes single and multiple family dwellings as well as commercial retail zoning. Greencrest Street NE is extended through the development, creating a new north-south connection between State Street and Auburn Road NE inside the urban growth boundary. While the development is still under construction, three of the four required bus stops have already been completed.
- [Northstar development](#) is a subdivision consisting mostly of single family homes, but with some multiple family dwellings as well. It is located at the north end of Salem between Kale Street NE and Hazelgreen Road NE, west of Cordon Road NE. Several bus stops have already been constructed with more being included in future developments.
- [Macleay Road SE, Caplinger Road SE, Gaffin Road, and Whitaker Drive SE](#) (west of Cordon Road SE) is continuing to be developed with new multiple family housing. While some developments have received approval from the City of Salem, construction has yet to begin.
- [Battle Creek Road SE, south of Kuebler Boulevard](#)- A low-income and low-income senior multiple family development between Foxhaven Drive SE and Eastlake Drive SE has been completed, including a pair of bus stops on Battle Creek Rd SE near a new pedestrian crossing.
- [Newly signalized intersections:](#)
 - Auburn Road NE and Cordon Road NE
 - Liberty Street NE and Union Street NE

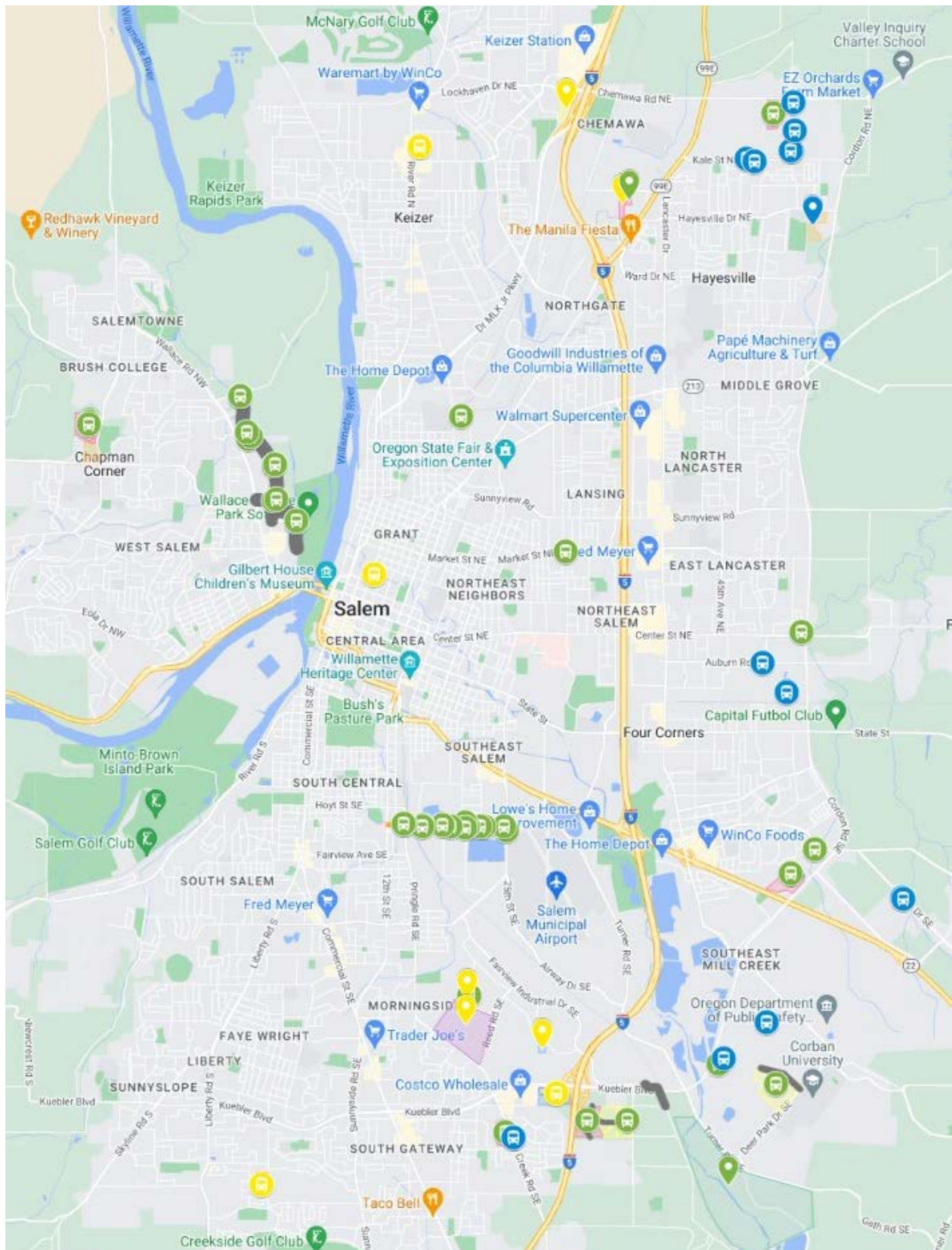
3.2.2 Planned changes

- [Mill Creek Corporate Center](#) will be expanding with more industrial and commercial developments along Mill Creek Drive SE and Logistics Drive SE.
- [Gaia Street SE](#) is proposed to connect through to Culver Drive SE. The properties along Gaia are zoned for industrial and commercial purposes. The City of Salem has constructed a stop pair on Gaia near the intersection with Culver, but it is unclear at this time when the street connection will be open.
- [Southwest corner of Boone Road SE and 36th Avenue SE](#) - Applications filed with the City of Salem on this property include multiple family, commercial retail, and storage developments.
- [Northeast corner of 27th Avenue SE and Boone Road SE](#) is proposed to include a variety of developments, including senior/retirement housing, restaurant/drive-thru, commercial retail, commercial business, and lodging (hotel). A stop pair will be included in the street design.
- [Vacant land around 27th Avenue SE and Marietta Street SE](#) is available for development. On the west side of 27th construction has begun on multiple family and single family homes. There are currently no proposals for the east side of 27th, however, the City has expressed their desire to eventually close the 27th Avenue SE at Strong Rd SE intersection, leaving Marietta as the connecting street from 27th to Fairview Industrial Drive.
- [Battle Creek Road SE, south of Kuebler Boulevard](#)- Between Terra Cotta Drive SE and Landau Street SE, a single family subdivision is proposed. This subdivision would include an extension of Fabry Road SE, connecting Commercial Street SE to Battle Creek Road SE.
- [Mildred Lane S/SE](#) will likely continue being extended westward, eventually connecting with Skyline Road S. Many applications for both single and multiple family developments have been submitted to the City of Salem for properties along all sections of Mildred Lane S/SE.
- [Orchard Heights Road NW](#) - Future land use changes for properties along Orchard Heights Road NW have included single and multiple family housing and neighborhood hub/mixed use developments. Most of these developments are expected to be in the vicinity of the intersection with Doaks Ferry Road NW and further west of there.

- **Marine Drive** is planned to connect at Glen Creek Road NW near the entrance to Wallace Marine Park and run parallel to Wallace Road NW. A section of Marine Drive (from Taybin Road NW to Harritt Drive NW) was included in the City of Salem 2022 bond measure. Cherriots staff have coordinated with the City on including bus stops in the street design.
- **Intersections planned to be signalized:**
 - State Street and Greencrest Street NE (2025)
 - Davis Road S and Liberty Road S (2025)
 - Liberty Road S and Mildred Lane SE (unknown)
 - Lancaster Drive NE and Portland Road NE (unknown)
 - Commercial Street SE and Ratcliff Drive SE (2027)

Keeping track of all of these changes can be challenging. Cherriots Planning staff receive multiple email notifications regarding potential developments daily from the City of Salem alone. To help provide a visual representation of where new developments are happening and which ones will include transit stops, staff have created a Google MyMap with labels and color coding (Figure 3-23). This map is mostly used internally, though it has also played a role in public outreach for Route 22 - Kuebler Link.

Figure 3-22. Google MyMap for land-use and developments created by staff.





4. Rider engagement

After analyzing the results from the last two needs assessments along with outreach related to other projects, such as the Long Range Transit Plan, trends began to emerge in the types of service improvements our riders requested the most. Therefore, our approach to rider engagement was much more focused for the 2024 Needs Assessment, enabling us to gain a clearer understanding of the three emerging trends:

- increased weekend coverage,
- increased frequency,
- and increased span of service.

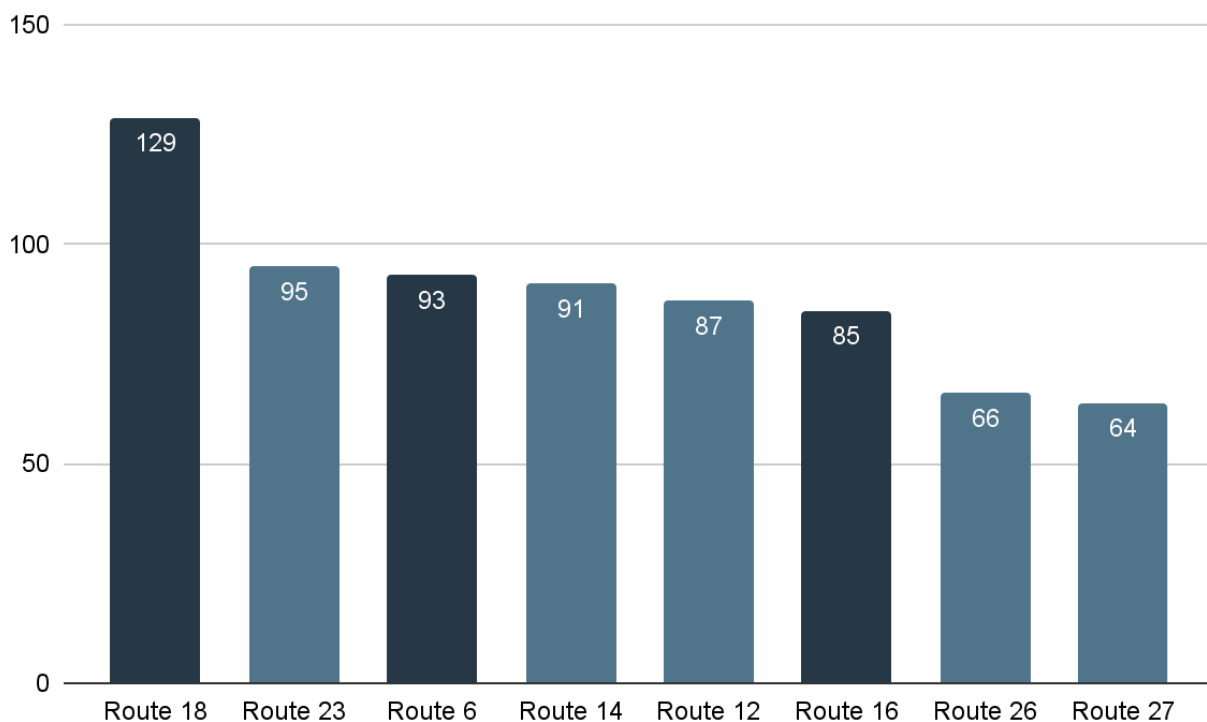
Using the 2024 Rider Survey conducted in April and May of 2024 as the platform for collecting responses, Cherriots engaged riders on what their preferences are regarding these three categories. The results are detailed in the following pages.

4.1 Increased Weekend Coverage (890 responses)

The most commonly selected service improvement category was to increase weekend coverage (54.5%). After identifying this preference, riders were asked to specify which bus routes they'd like to see added to weekend service.

Among the Local routes that currently lack full weekend service, Route 18 12th / Liberty was the top choice among riders (18.2%), highlighting a demand for increased coverage in south Salem on Sundays. Currently, this route operates only from Monday through Saturday.

Figure 4-1. Increased Weekend Coverage - Local Routes

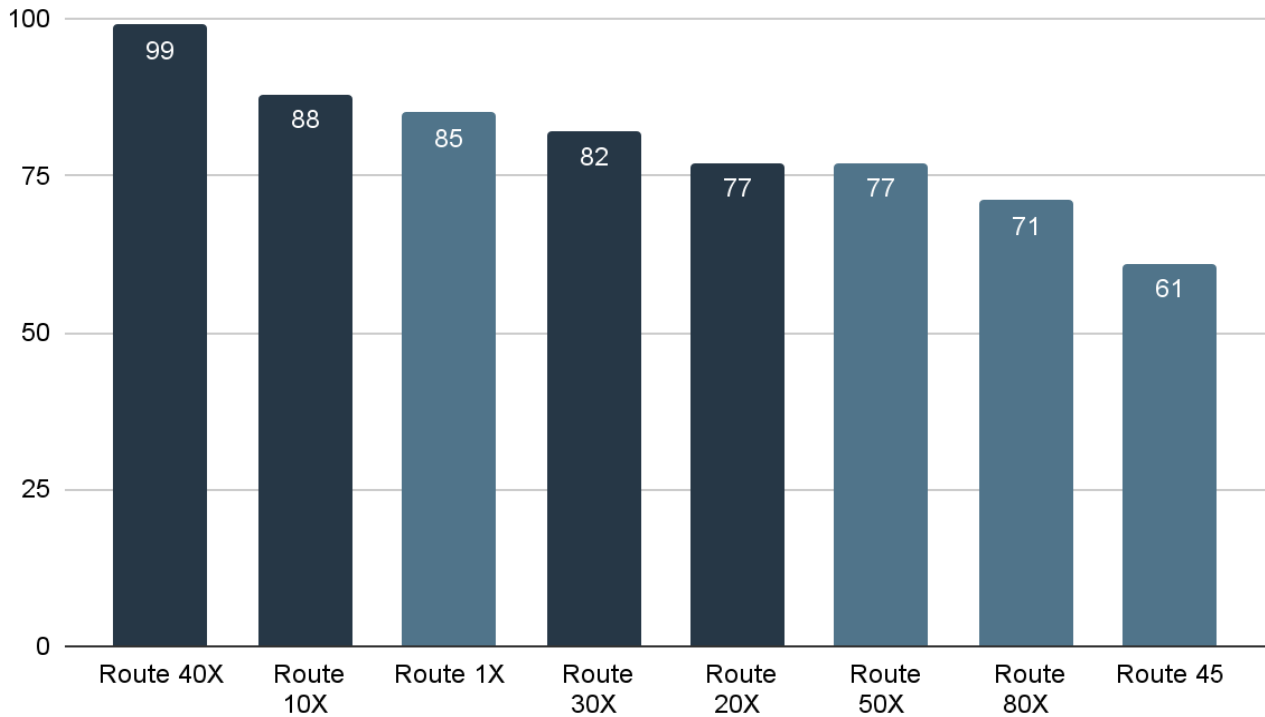


Increased weekend coverage route profiles:

1. Route 18 12th / Liberty - does not run on Sundays.
2. Route 23 Lansing / Hawthorne - does not run on Saturdays or Sundays.
3. Route 6 Fairview Industrial - does not run on Sundays.
4. Route 14 Windsor Island Road - does not run on Saturdays or Sundays.
5. Route 12 Hayesville Drive - does not run on Saturdays or Sundays.
6. Route 16 Wallace Road - does not run on Sundays.
7. Route 26 Glen Creek / Orchard Heights - does not run on Saturdays or Sundays.
8. Route 27 Glen Creek / Eola - does not run on Saturdays or Sundays.

Route 40X - Polk County / Salem Express was the top choice among riders for increased weekend coverage in the regional system, indicating a desire for service between Salem, Independence, Monmouth, and Dallas on Sundays.

Figure 4-2. Increased Weekend Coverage - Regional Routes



Increased weekend coverage route profiles:

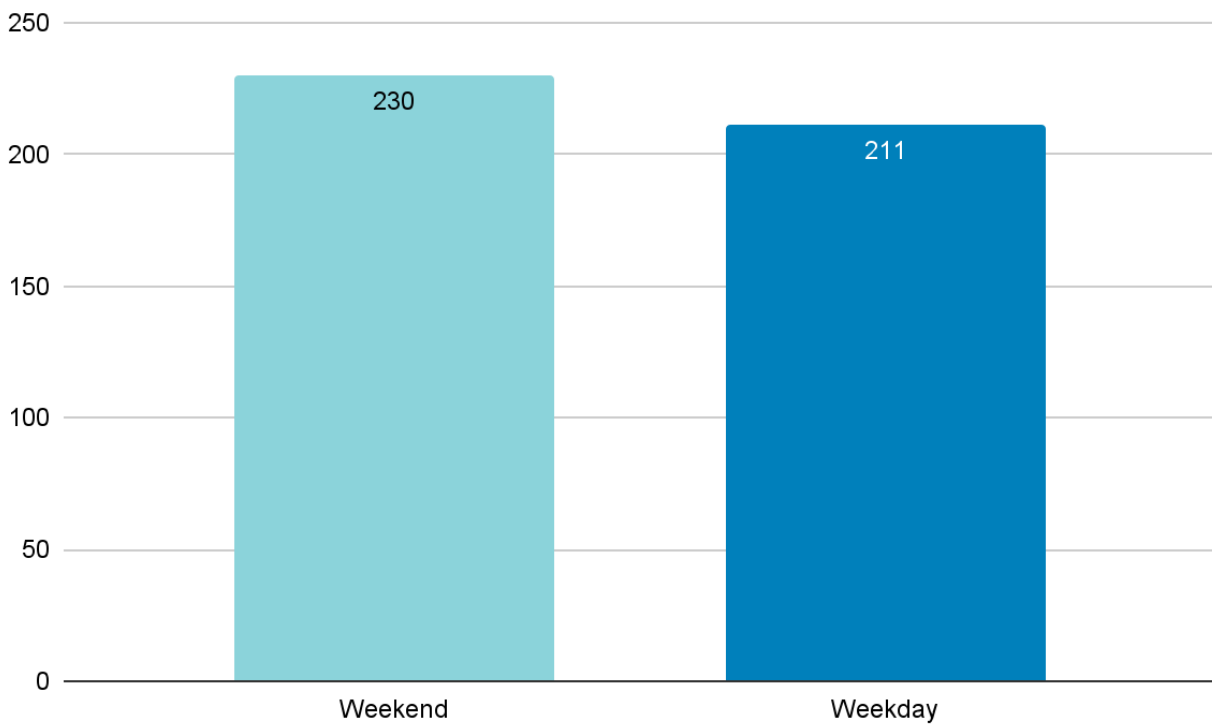
1. Route 40X Polk County / Salem Express – no service on Sundays.
2. Route 10X Woodburn / Salem Express – no service on Sundays.
3. Route 1X Wilsonville / Salem Express – no service on Saturdays or Sundays.
4. Route 30X Santiam / Salem Express – no service on Sundays.
5. Route 20X North Marion County / Salem Express – no service on Sundays.
6. Route 50X Dallas / Salem Express – no service on Saturdays or Sundays.
7. Route 80X Wilsonville / Keizer Express – no service on Saturdays or Sundays.
8. Route 45 Central Polk County – no service on Saturdays or Sundays.

4.2 Increased Route Frequency (456 responses)

Increasing route frequency was the service improvement selected by riders the second most (27.9%). Riders were then asked to specify whether they preferred this service enhancement for weekday or weekend service. Finally, they were asked to indicate which routes they would like to see with increased frequency.

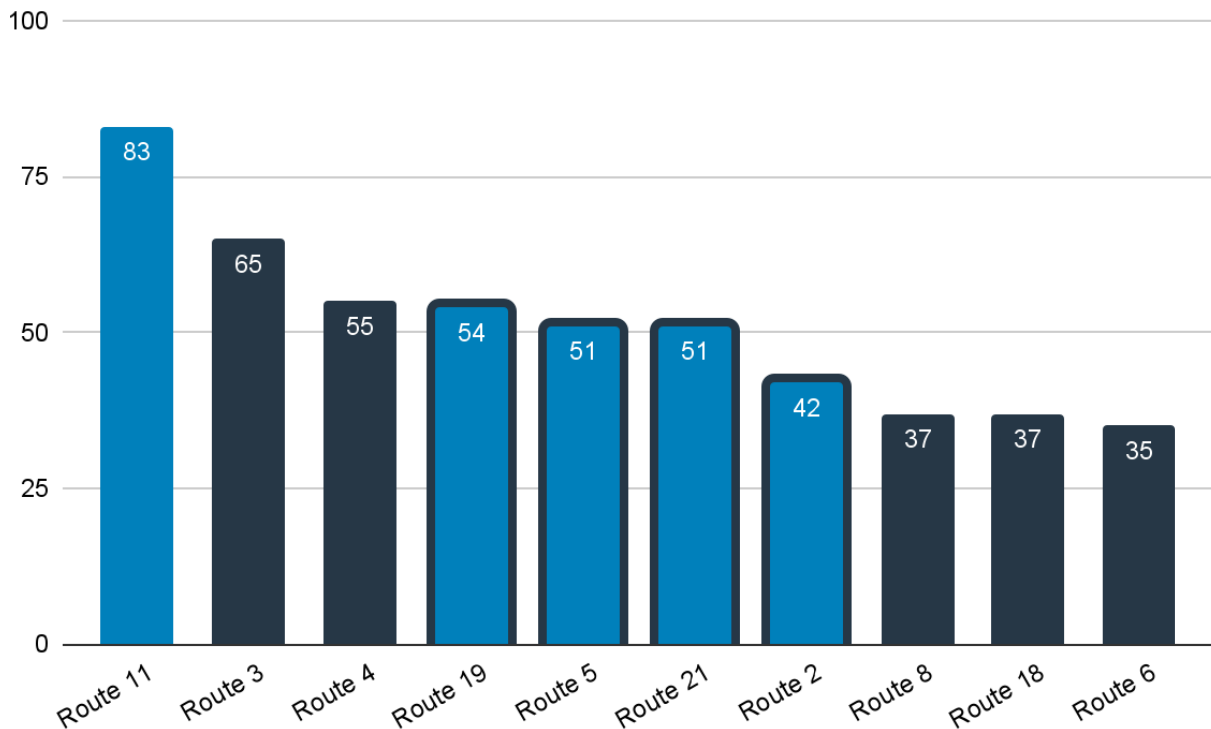
A slight majority of riders prefer increased route frequency on the weekends rather than weekdays (52% vs. 48%), likely because routes run less often on weekends. However, the close margin indicates that higher frequency is important to riders on all days of the week.

Figure 4-3. Increased Route Frequency - Weekday v. Weekend



Below are the top ten routes riders selected for increased frequency on weekends. By selecting both [Standard](#) (30 minute) and Basic (60 minute) frequency routes for this category, riders indicate a desire for weekend frequencies to more closely match weekday schedules.

Figure 4-4. Increased Route Frequency on Weekends - Top 10 Routes

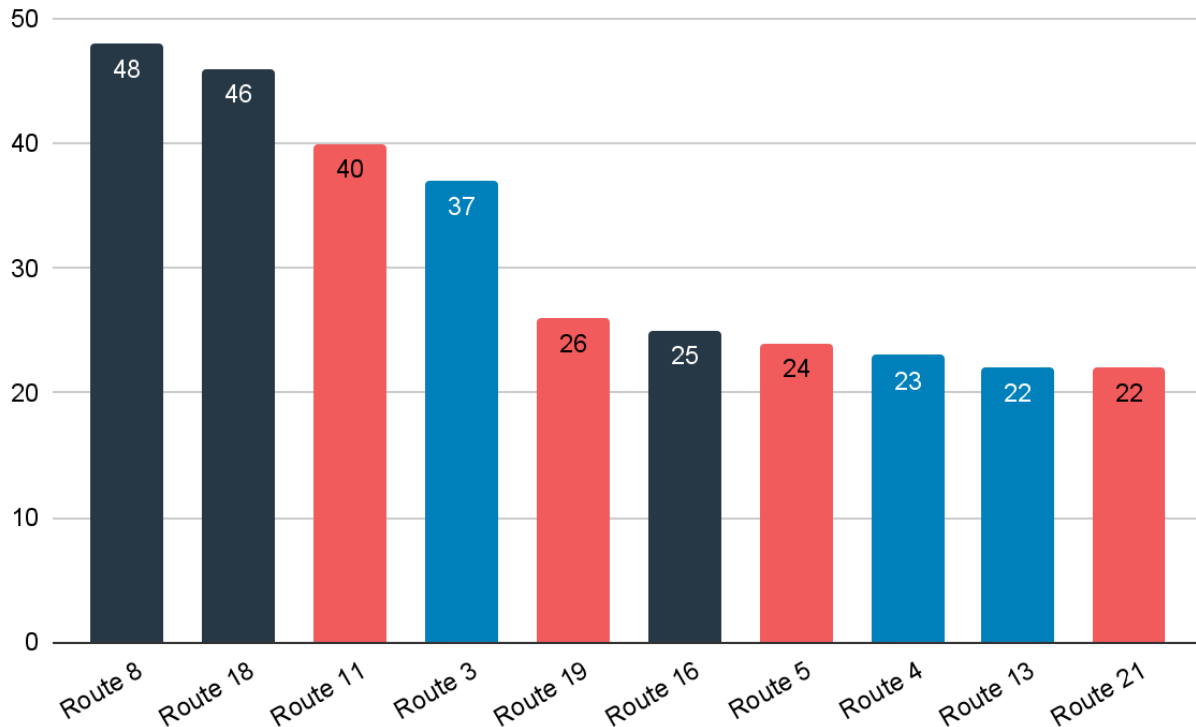


Top 10 weekend route profiles:

1. Route 11 Lancaster / Verda - [Standard](#) service on Saturdays and Sundays.
2. Route 3 Portland Road - Basic service on Saturdays and Sundays.
3. Route 4 State Street - Basic service on Saturdays and Sundays.
4. Route 19 Broadway / River Road - [Standard](#) service on Saturdays, 60-minute service on Sundays.
5. Route 5 Center Street - [Standard](#) service on Saturdays, 60-minute service on Sundays.
6. Route 21 South Commercial - [Standard](#) service on Saturdays, 60-minute service on Sundays.
7. Route 2 Market / Brown - [Standard](#) service on Saturdays, 60-minute service on Sundays.
8. Route 8 12th / Liberty - Basic service on Saturdays and Sundays, shortened route path on Sundays.
9. Route 18 12th / Liberty - Basic service on Saturdays, no service on Sundays.
10. Route 6 Fairview Industrial - Basic service on Saturdays, no service on Sundays.

The top 10 routes selected by riders who prefer increased frequency on weekdays include **Frequent** (15 minute), **Standard** (30 minute), and **Basic** (60 minute) frequency routes. This shows that increased frequency is not only desired on lower frequency routes.

Figure 4-5. Increased Route Frequency on Weekdays - Top 10 Routes



Top 10 weekday route profiles:

1. Route 8 12th / Liberty - Basic service all service hours, creates a **Standard** service level shared corridor with Route 18 12th / Liberty
2. Route 18 12th / Liberty - Basic service all service hours, creates a **Standard** service level shared corridor with Route 8 12th / Liberty
3. Route 11 Lancaster / Verda - **Frequent** service from 6:30 a.m. to 7:30 p.m.; **Standard** service from 7:00 p.m. to 11:00 p.m.
4. Route 3 Portland Road - **Standard** service from 6:30 a.m. to 9:00 p.m.; Basic service from 9:00 p.m. to 11:00 p.m.
5. Route 19 Broadway / River Road - **Frequent** service from 7:00 a.m. to 7:00 p.m.; **Standard** service from 7:00 p.m. to 9:00 p.m.; Basic service from 9:00 p.m. to 11:00 p.m.
6. Route 16 Wallace Road - Basic service all service hours.
7. Route 5 Center Street - **Frequent** service from 6:30 a.m. to 7:00 p.m.; **Standard** service from 7:00 p.m. to 9:00 p.m.; Basic service from 9:00 p.m. to 11:00 p.m.
8. Route 4 State Street - **Standard** service from 6:30 a.m. to 9:00 p.m.; Basic service from 9:00 p.m. to 11:00 p.m.

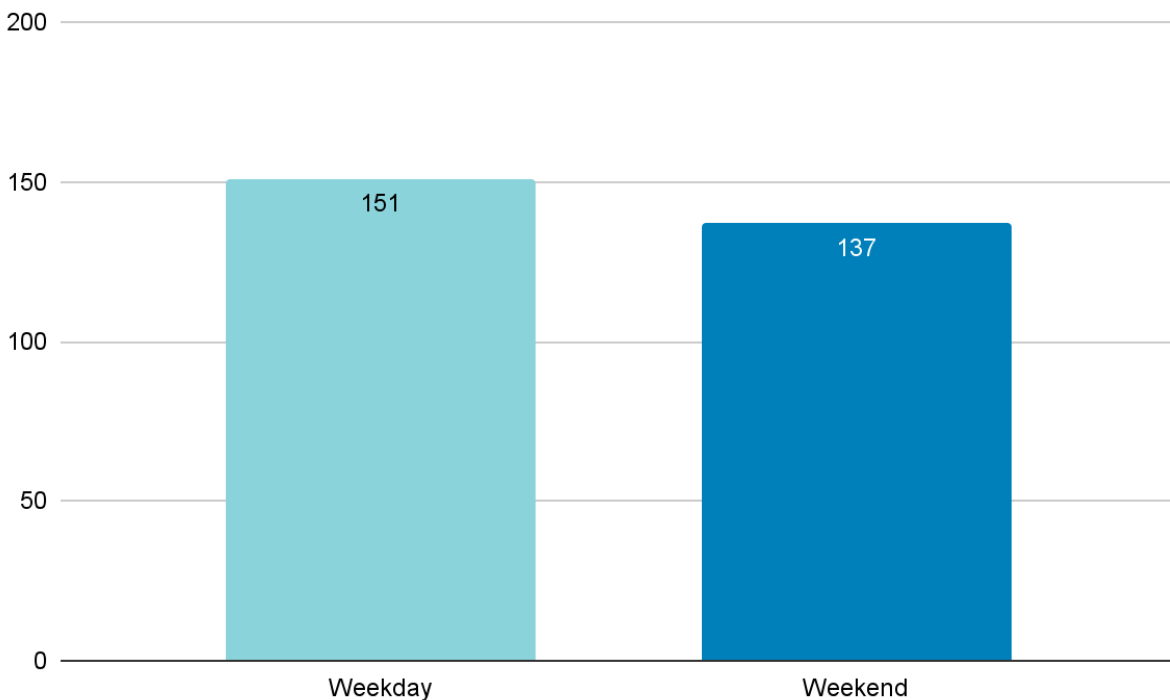
9. Route 13 Silverton Road - **Standard** service from 6:15 a.m. to 9:00 p.m.; Basic service from 9:00 p.m. to 11:00 p.m.
10. Route 21 South Commercial - **Frequent** service from 6:00 a.m. to 7:00 p.m.; **Standard** service from 7:00 p.m. to 9:00 p.m.; Basic service from 9:00 p.m. to 11:00 p.m.

4.3 Increased Span of Service (288 responses)

Increasing the span of service received the third highest number of responses (17.6%). After choosing this category, riders were then asked to specify whether they preferred an increase in the span of service on weekdays or weekends.

More riders indicated a preference for an increased span of service on weekdays (52%) than on weekends (48%), though the difference was slight. This close distinction suggests that extending service hours is a priority for riders on all days of the week.

Table 4-6. Increased Span of Service - Weekday vs. Weekend

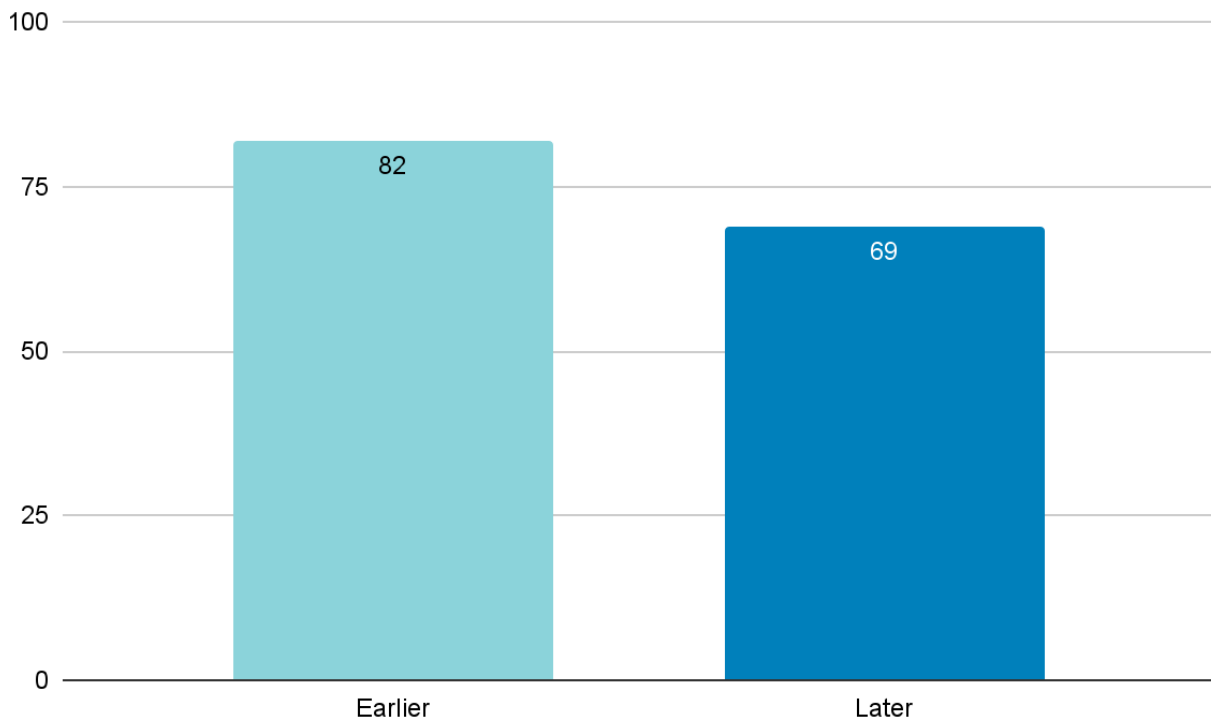


Current span of service profile:

- Weekday span of service - 6:30 a.m. to 9:00 p.m.; corridor routes continue to run hourly until 11:00 p.m.
- Saturday span of service - 7:00 a.m. to 9:00 p.m.
- Sunday span of service - 8:00 a.m. to 8:00 p.m.

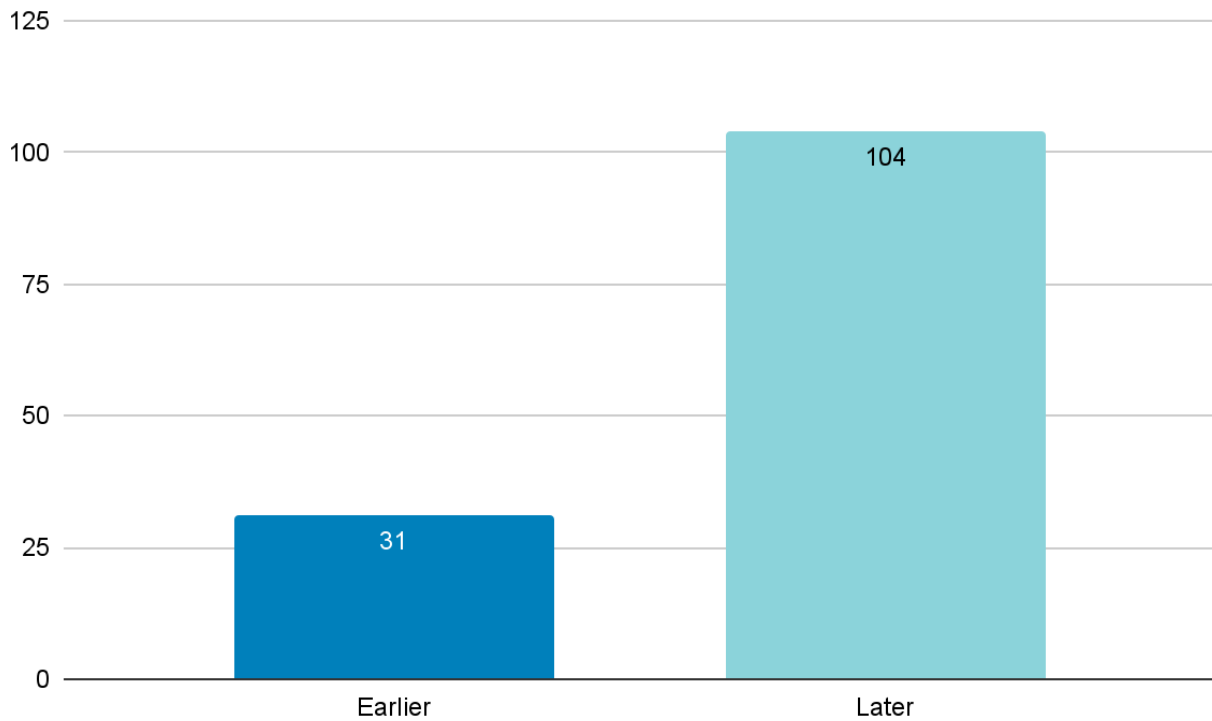
Riders were then asked whether they preferred the span of service to start earlier or end later. Among those who favored a span of service increase on weekdays, slightly more preferred an earlier start (54%), though extending service later was also a close choice (46%). This indicates that expanding service hours both earlier and later on weekdays would benefit the most riders.

Table 4-7. Increased Weekday Span of Service - Earlier vs. Later



In contrast, riders who selected a span of service increase on weekends clearly prefer later service over earlier service (77% vs. 23%, respectively). Extending service hours later into the evenings on weekends would benefit more weekend riders.

Table 4-8. Increased Weekend Span of Service - Earlier vs. Later





5. Unmet transit needs

Over the years, riders have indicated a variety of detailed unmet transit needs. After analyzing this information, staff were able to identify three major categories emerging as trends in the data - increased weekend coverage, increased route frequency, and increased span of service. These trends encapsulate the majority of the unmet needs riders have been expressing over the past several years. By focusing this needs assessment on digging deeper into these identified trends, staff have determined the following unmet transit needs currently existing in Marion and Polk counties.

5.1 Weekend Coverage

It's no surprise that increasing weekend coverage was the number one priority identified through the rider survey. The current levels of weekend service at Cherriots were implemented as a backbone to build off of, providing the most basic level of service that functions as more of a life line than a fully-fledged transit system. Current weekend routes are performing well against efficiency standards and more employment centers

that require non-traditional work days are being developed within the Salem/Keizer urban growth boundary, supporting a need for public transportation to be made more widely available every day of the week.

Recommendation: Set increasing weekend coverage as the District's number one priority for future service enhancements for both the Local and Regional systems. When funding sources are made available, this unmet need should be addressed first. The focus should be on transit desert areas, such as south Salem and West Salem, and in the Regional system where demand is the greatest. Staff should explore all modes of transportation as possibilities for meeting the need to increase weekend coverage, including transit, microtransit, and micromobility.

5.2 Route frequency

Route frequency plays a big role in how reliable a transit system will be. If you miss your bus and have to wait 30 minutes to an hour (or more!) for the next one, chances are you will choose other means to get around. When riders can't rely on the bus being there when they need it, transit agencies will experience low ridership, dissatisfied customers, and may actually contribute to congestion and emissions rather than helping to solve those problems.

Our riders have indicated that current route frequencies do not meet their needs on both weekdays and weekends. The survey results show that hourly routes are insufficient and even routes with 15- and 30-minute frequencies do not meet the demand for reliable public transit in Salem and Keizer. This suggests that the current route frequency is not adequately supporting the needs of the community.

Recommendation: Increasing route frequency should be the District's second highest priority for future service enhancements, focusing first on weekend and then on weekday routes. Consideration should be given to both higher and lower frequency routes according to service demands and not just based on existing route frequencies. Other options for connecting riders to higher frequency routes should also be explored, such as first/last mile strategies like bike or scooter share programs.

5.3 Span of service

The COVID-19 pandemic has changed the landscape of the work day commute. Many workers with traditional eight to five jobs in the Salem/Keizer area are now working remotely, resulting in a shift in peak commute times. Meanwhile, riders who are working

non-traditional hours still need public transit to get to and from work. These riders may find that service is available when it's time for them to go to work, but is no longer running when their shift ends, or vice versa. If you can only rely on transit for one leg of your commute, chances are you won't rely on it at all.

Considering this shift in commute patterns, it's easy to see how current service hours do not meet the needs of many of our riders. On weekdays, riders have expressed the need for both earlier and later service hours, while weekend riders would benefit more from later evening service.

Recommendation: The third highest priority for the District's future service enhancements should be to increase the span of service on all days of the week. Options to consider for meeting this need should include extending service hours for routes that operate along Core Network corridors and/or on-demand transit or ride hailing services.



6. Next Steps

This needs assessment will be used to inform service enhancement priorities for future service changes. The Cherriots Board of Directors has formed a subcommittee focused on service enhancements over the next 3 - 15 years. Many of the enhancements already identified by this subcommittee address some of the unmet needs found in this report.

Additionally, Cherriots will undergo a Comprehensive Operational Analysis (COA) in 2025. The COA will help inform the District on operational efficiencies and deficiencies currently taking place. It will also provide recommendations on how to improve operations and services.

6.1 Cherriots Service Enhancement Board Subcommittee

The Cherriots Board of Directors Service Enhancement Subcommittee meets monthly. The goal of this subcommittee is to provide direction on future service enhancements that have been identified through plans and reports provided by Cherriots staff (e.g. 2022 Cherriots Long Range Transit Plan, Cherriots Core Network policy, this and previous Needs Assessments).

The subcommittee develops service enhancement tactics and classifies them into three timeline horizons: 0 - 5 years, 5 - 10 years, and 10 - 15 years. Examples of these tactics that would address some of the unmet needs found in this report include weekend and holiday service enhancements, implementation of early morning and late-night service, and fulfilling the Core Network promise on weekdays.

6.2 Comprehensive Operational Analysis

In early 2025, Cherriots will bring a consultant on board to conduct a Comprehensive Operational Analysis (COA) of Cherriots' fixed route services. The purpose of the COA is to identify strengths, weaknesses and opportunities for improvement and potential expansion of the existing Cherriots system.

The COA will propose service changes aimed at improving efficiency, on-time performance, and ridership, while also enhancing system effectiveness for existing users. These recommendations will be based on extensive data analysis, including the data found in this report on the existing unmet needs of our riders. Examples of strategies that the COA is expected to propose that could address these unmet needs include ways to optimize coverage routes and evaluate the need for on-demand service; a cost-neutral service plan that addresses the immediate mobility needs for the region; and strategies that move the District closer to the realization of a fully functional Core Network.

Attachment A. 2024 Rider Survey - Service Enhancement Questions

1. SALEM OR 2024 OB SURVEY (TABLET)

Q. Do you have time for two more questions that will help Cherriots improve service for you?

Yes

No

Q. Which one of the following things would you choose for Cherriots to improve service?

Increase route frequency

Increase span of service

Increase weekend coverage

Q. Weekday or weekend? (Choose only one)

Weekday

Weekend

Q. Which route(s)?

01X Wilsonville / Salem Express	17 Edgewater Street
02 Market / Brown	18 12th / Liberty
03 Portland Road	19 Broadway / River Road
04 State Street	20X North Marion County / Salem Express
05 Center Street	21 South Commercial
06 Fairview Industrial	23 Lansing / Hawthorne
07 Weston Street	26 Glen Creek / Orchard Heights
08 12th / Liberty	27 Glen Creek / 30th
09 Cherry / River Road	30X Seaside / Salem Express
10X Woodburn / Salem Express	40X Polk County / Salem Express
11 Lancaster / Verde	45 Central Polk County
12 Hayesville Drive	50X Dallas / Salem Express
13 Stevenson Road	60X Wilsonville / Heizer Express
14 Windsor Island Road	M1 Trolley
16 Wallace Road	

Q. Which one of the following things would you choose for Cherriots to improve service?

Increase route frequency

Increase span of service

Increase weekend coverage

Q. Weekday or weekend? (Choose only one)

Weekday

Weekend

Q. Earlier in the morning or later in the evening?

Earlier

Later

Q. Which one of the following things would you choose for Cherriots to improve service?

Increase route frequency
Increase span of service
Increase weekend coverage

Q. Which route(s)?

01X Wilsonville / Salem Express	17 Edgewater Street
02 Maple / Brown	18 12th / Liberty
03 Portland Road	19 Broadway / River Road
04 State Street	20X North Marion County / Salem Express
05 Center Street	21 South Commercial
06 Parkview Industrial	22 Lansing / Hawthorne
07 Mission Street	23 Glen Creek / Orchard Heights
08 12th / Liberty	27 Glen Creek / Eola
09 Cherry / River Road	30X Seaside / Salem Express
10X Woodburn / Salem Express	40X Polk County / Salem Express
11 Lancaster / Verde	45 Central Polk County
12 Hayesville Drive	50X Dallas / Salem Express
13 Silverton Road	80X Wilsonville / Heizer Express
14 Windsor Island Road	M Trolley
16 Wallace Road	

SALEM AREA MASS TRANSIT DISTRICT**GENERAL ADMINISTRATIVE MANUAL**

Policy:	Core Network	Number: 118
Resolution #2017-10 adopted by the SAMTD Board of Directors on 07/27/2017	Effective Date: 07-27-17	Page 1 of 2

118.01 PURPOSE

To establish a Core Network of bus service corridors in Salem and Keizer that represents the highest priority for service run by Salem Area Mass Transit District (SAMTD). The Core Network will ensure riders, residents, developers, businesses, and municipal planning organizations know where SAMTD plans to invest the most in transit service. Routes serving the corridors of the Core Network may change over time, but service along these corridors will be maintained and prioritized, both in the case of service reductions and service expansions.

118.02 APPLICATION

To set guidelines to facilitate the decision making process in the case of future service reductions and service expansions.

118.03 CORRIDORS DEFINED

The following streets define SAMTD's Core Network –

- High St NE, Broadway St NE and River Rd N (*from Union St NE to Lockhaven Dr. NE*)
- Lockhaven Dr NE (*from River Rd N to Chemawa Rd NE*)
- Summer St NE, Capitol St NE, Fairgrounds Rd NE, and Portland Rd NE (*from Union St NE to Hayesville Dr NE*)
- Lancaster Dr NE (*from Hayesville Dr NE to Rickey St SE*)
- Market St NE (*from Capitol St NE to Lancaster Dr NE*)
- Center St NE (*from 13th St NE to Lancaster Dr NE*)
- State St (*from 13th St NE to Lancaster Dr NE*)
- Commercial St SE (*from Trade St SE to Kuebler Blvd SE*)
- Liberty St SE (*from Commercial St SE to Trade St SE*)
- Skyline Rd S and Liberty Rd S (*from Madrona Ave S to Kuebler Blvd*)
- Marion and Center Street Bridges (*from Wallace Rd NW to Commercial St NE*)
- Edgewater St NW (*from Eola Dr NW to Gerth St NW*)
- Madrona Ave SE (*from Commercial St SE to Liberty St S*)
- Salem's Downtown (*between Front St NE, Union St NE, 13th St NE, and Trade St SE*)

SALEM AREA MASS TRANSIT DISTRICT GENERAL ADMINISTRATIVE MANUAL

Policy:	Core Network	Number: 118
Resolution #2017-10 adopted by the SAMTD Board of Directors on 07/27/2017	Effective Date: 07-27-17	Page 2 of 2

118.04 RULES OF THE CORE NETWORK

1. Corridor Changes

The Core Network corridors cannot be added to or altered without formal action by SAMTD Board of Directors.

2. Service Priorities

Priority will be given to service on the Core Network on all days of service, with the highest frequency prioritized on these corridors. All Core Network corridors will have service operating with a minimum of 30 minute headways during all hours of weekday service, and a goal of 15 minute headways during peak periods. Weekend and holidays service, will have a minimum of 60 minute headways, and a goal of 30 minute headways for all. The Salem Downtown area will always have service. However, the paths of the buses traveling through this area may change over time as streets change (one-way to two-way, additional bike lanes, etc.)

3. Service Reductions and Expansions

In the event of service reductions and expansions, the Core Network will be prioritized over coverage in other areas of the system.

4. Public Hearing Requirements

SAMTD shall hold a public hearing when any Core Network change is proposed that results in removal or reduction of service in a corridor. The public hearing process must be conducted in accordance with SAMTD Policy 707.04 (A).

5. Implementation of Changes

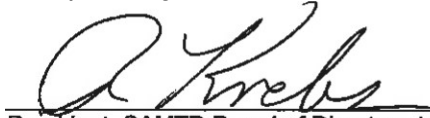
No Core Network removal or reduction shall be instituted until after a public hearing is held and after consideration to views and comments expressed in the hearing is given.

118.05 EXCEPTIONS

There may be exceptions to the above policies for emergency situations such as a long term closure of a section of roadway.

Adopted by:

Date:



President, SAMTD Board of Directors / General Manager

July 27, 2017

