

State Street Corridor Plan Project

Draft Amendments to City of Salem Comprehensive Plan (Transportation System Plan)

Underline = new text

~~Strikeout = revised or deleted text~~

Street System Element – Text Amendments

City of Salem Street System

NORTHEAST SALEM

Northeast Salem includes everything east of the Willamette River from State Street north (see Map 3-7).

Issues

The area west of Cherry Avenue NE and 14th Street NE, previously referred to as North Salem in the TSP, is unique in that it is the only area of the city that is not anticipating significant amounts of new development. The area may experience redevelopment opportunities within some neighborhoods. An established inner city area, its issues deal more with how to maximize existing street system performance and reduce traffic infiltration in residential neighborhoods.

The remainder of Northeast Salem, which encompasses a large portion of the Salem Urban Area, will continue to experience growth from development, although not at the levels of West or South/Southeast Salem. Access to Cherry Avenue Business Park continues to be a concern to businesses. Other issues include how to best serve the large and growing commercial district along Lancaster Drive NE; bringing the East Salem arterial streets up to full urban standards with necessary system capacity; and how to provide sufficient east-west system capacity without severely impacting inner northeast residential neighborhoods.

Arterial Street System

The western portion of Northeast Salem has the highest concentration of arterial streets of any area in the city, outside of downtown. There are four north-south arterial routes: Front Street NE, Liberty Street NE/Commercial Street NE couplet, Broadway Street NE, and the Summer Street NE/Capitol Street NE couplet. East-west arterials include Pine Street NE, Hood Street NE, and Market Street NE. Three of the north-south arterials are classified as Major Arterials, with Front Street NE being a Minor Arterial. All of the east-west arterials are classified as Minor Arterial streets in this portion of Northeast Salem.

The remainder of Northeast Salem is traversed by Interstate 5 and bounded on the northwest by Salem Parkway NE and the City of Keizer. Portland Road NE is a Major Arterial that runs southwest to northeast. The area is also bounded on the east and north by the Cordon Road NE/Hazelgreen Road NE/Chemawa Road NE circumferential travel

route that connects to Salem Parkway NE to the west and Kuebler Boulevard SE to the south. Classified as a Parkway, this route is envisioned someday to have four travel lanes with a raised, landscaped median.

Several east-west arterials serve Northeast Salem, connecting downtown with the commercial districts and residential neighborhoods of the east. These arterials include: State Street (Major), Center Street NE (Major), D Street NE (Minor), Market Street NE (Major), Sunnyview Avenue NE (Minor), Silverton Road NE (Major), Swegle Road NE (Minor), and Kale Street NE (Minor). Northeast Salem also has several north-south arterial streets that allow traffic to travel through Salem without having to go through downtown. These arterials include: 17th Street NE (Minor), Cherry Avenue NE (Major), Lana Avenue NE (Minor), Hawthorne Avenue NE/Hyacinth Street NE (Major), and Lancaster Drive NE (Major).

Collector Street System

Over two dozen streets are classified as Collector streets in Northeast Salem. The majority of these streets provide north-south connections between the several east-west arterials. Although well developed in the inner northeast area, the collector street system needs to be completed in the area east of Lancaster Drive NE. This is especially important since no intervening north-south arterial route exists between Lancaster Drive NE and Cordon Road NE. Many of these outer northeast collectors need to be improved to full urban standards. The availability of sidewalks and bicycle lanes will improve overall mobility and access to transit routes.

Land Use Alternatives

One of the challenges facing Northeast Salem is how to increase mobility and connectivity within the commercial and residential areas east of Interstate 5. Issues that need to be addressed include better access management in commercial areas and better local street connectivity in and between residential neighborhoods. Given the high concentration of commercial activities along the Lancaster Drive NE corridor and its accompanying traffic congestion, it is recommended that the City seriously consider the traffic impacts associated with any proposal to convert more land to commercial designations in the Salem Area Comprehensive Plan in the future.

Goals associated with the area immediately north of downtown include maintaining neighborhood livability, affordable housing, and access to employment. The City completed the North Downtown Plan in 1997. As part of implementing the recommendations of this plan, land uses along Broadway Street NE were redesignated to allow for mixed use transit-oriented redevelopment. The goal is to have a small commercial retail, office, and residential district that is accessible to pedestrians, bicyclists, and transit. The Plan calls for streetscape improvements that enhance the pedestrian environment. See the Pedestrian System Element for details.

The Chemawa Indian School is located in the far northeast section of Salem. The City supports continued use of this property (owned by the Bureau of Indian Affairs) for educational purposes. Anticipated future traffic demand from this property is based upon the expectation that this property will continue to be used for educational purposes through the planning horizon. Given the proximity to I-5, Marion County roads, and the City of Keizer, the City will provide notice to these jurisdictions and the Salem Keizer

Transit District of any proposed changes in the zoning or land use designation of this property with a timely opportunity to review and comment on the potential traffic impact that may be associated with the proposed changes.

State Street Corridor Plan

State Street serves as an important connection between employment and residential uses. The State Street Corridor Plan was developed to support revitalization of State Street from 12th to 25th Streets into a vibrant, walkable, mixed-use corridor. The results of the plan include:

- Land use regulations to encourage pedestrian-friendly, mixed-use development, and
- Alternative street designs intended to create a safer, more welcoming environment for pedestrians and bicyclists.

Transportation Alternatives

One way to increase the effective capacity of arterial streets north of downtown is to manage the availability of on-street parking. It is recommended that the City explore peak hour on-street parking prohibitions as a means of providing additional peak hour capacity on streets such as Capitol Street NE, Summer Street NE, and Broadway Street NE. On the Summer Street NE/Capitol Street NE one-way couplet, on-street parking would only need to be prohibited during each street's two-hour peak period, thus allowing parking the remainder of the day.

Another remedy would require the Capitol Mall offices to institute mandatory staggered work schedules. If each agency staggered its work hours by 15 minutes, peak hour travel demand could be spread and require less overall roadway capacity.

Increasing the availability of transit services by reducing route headways and adding express peak hour service would enhance the attractiveness of transit as an option along the major east-west arterials within Northeast Salem. The addition of park-and-ride lots on outlying major arterials would help facilitate greater transit and carpool ridership.

High Priority Transportation Corridor

Providing viable, cost-effective options to driving alone is one way the City and its regional partners can help relieve traffic congestion that is expected to increase over time. As part of this effort, the City worked with its regional partners over the course of 2002-2003 to develop a High Priority Transportation Corridor Prototype Plan for how a specific corridor could achieve significant transit travel time improvement.

After a thorough study, the Broadway Street NE/River Road N corridor was selected as the preferred location for a series of low-impact improvements that will allow transit to improve schedule reliability and reduce travel time without degrading the flow of automobile traffic. Improvements identified for this corridor range from typical intersection improvements to green time extensions for approaching buses, construction of amenities for pedestrians and transit users, targeted bus stop relocation, passenger information systems, improved fare collection system, and transit service "branding." In concert with these recommendations, the transit service frequency would be increased along the corridor.

Central Salem Mobility Study (2013)

The Central Salem Mobility Study evaluated a range of multimodal transportation issues affecting downtown Salem, including circulation, access, and safety for people traveling to, through, and within central Salem. Recommendations were prepared based on two tiers of transportation analysis and feedback from advisory committees and the public. Projects were only recommended if they were able to provide adequate traffic flow while improving multimodal accessibility. Recommendations were designed to minimize parking impacts in the short term, with the understanding that management of the parking system may change over time.

Several of the recommendations are reflected in the Bicycle and Pedestrian System Elements as they relate most directly to these modes. One component of the study that would impact all modes of travel is the potential conversion from one-way to two-way operation on certain streets. The following streets are recommended for conversion from one-way to two-way operation in the future:

- Cottage Street NE from Marion Street NE to State Street (Short-term)

- Court Street NE from 12th Street NE to Commercial Street NE (Medium-term)

- State Street from 12th Street to Liberty Street (Medium-term)

- High and Church Streets NE/SE from Marion Street NE to Trade Street SE (Long-term)

Chemawa Interchange Area Management Plan

ODOT worked with local and regional partners to develop the Chemawa Interchange Area Management Plan (IAMP). The Plan recommends projects to increase capacity on the road network in order to meet mobility targets. The projects, separated into four phases, are estimated to cost a total of almost \$150 million (2009 dollars). No funding has been identified to construct any of the projects within the 20 year planning horizon. For this reason, the Oregon Transportation Commission (OTC) will provide alternative mobility standards through their adoption of the Chemawa Interchange Area Management Plan (IAMP) for several intersections within the IAMP's defined Interchange Management Area (IMA). These standards are based on forecasted transportation system operational conditions in 2031 assuming build out of the land use designations adopted by the City of Salem, the City of Keizer, and Marion County and no changes to the transportation network within the IMA. These assumptions were used to simulate future 2031 transportation system operational conditions in the traffic model developed and maintained by the Salem-Keizer Area Transportation Study (SKATS) circa 2010.

Given that the recommendations from the Chemawa IAMP are outside of the planning horizon, none of the projects are included in the Salem TSP. The Chemawa IAMP will need to be updated if changes to the land use or transportation system are proposed that would significantly affect the alternative mobility standards within the IMA. The City of Salem will collaborate and coordinate with ODOT and other appropriate jurisdictions to update the Chemawa IAMP regarding any such legislatively-initiated land use or transportation changes.

Definition of Chemawa Interchange Function

The recommended interchange and transportation network improvements in the Chemawa IAMP are intended to serve the increased travel demand expected from planned and forecasted growth in Salem and Keizer. This demand will come largely from residential and commercial development as described in the Chemawa IAMP and provided for by the Salem and Keizer land use plans and zoning ordinance (circa 2010).

Recommended Improvements

Northeast Salem street system improvements include rehabilitation of bridges over Mill Creek and traffic signal interconnections to maximize traffic capacity through intersections. The traffic signal interconnect projects are listed in the Transportation System Management Element. Additional improvements recommended for arterial streets in Northeast Salem focus on bringing them up to full urban standards. Projects that improve accessibility for commercial and industrial areas are also considered important. The following projects have been numbered to correspond with the numbered projects shown on Map 3-7:

High Priority (Construction needed within 10 years):

Blossom Drive NE (Lilac Lane NE to Portland Road NE) (Marion County) (14)

This portion of Blossom Drive NE is a Marion County street. The City portion of Blossom Drive NE has already been improved. It is a high priority to improve the remaining County section of this street to urban standards with two travel lanes, curbs, sidewalks, and bicycle lanes.

Broadway Street NE (Belmont Street NE to Shipping Street NE) (262)

This project will construct streetscape improvements to facilitate the movement of transit through this portion of the High Priority Transportation Corridor. The project will need to accommodate other modes of transportation and the needs of the adjacent Urban Renewal District.

Cottage Street NE (Marion Street NE to State Street) (300)

Cottage Street from State Street to Marion Street NE is currently configured as a one-way street southbound. The Central Salem Mobility Study recommends that this street be converted to two-way operations with shared-lane markings. This will facilitate circulation between Willamette University and downtown.

Hawthorne Avenue NE and Hyacinth Street NE (Portland Road NE to Sunnyview Road NE) (40)

Widen to two travel lanes with center turn lane where needed. Add curbs, gutters, sidewalks, bicycle lanes, and widen intersection approaches to Portland Road NE, Silverton Road NE and Sunnyview Road NE.

Market Street NE/Swegle Road NE (Lancaster Drive NE to Royalty Drive NE) (26)

This project will realign both streets to replace two intersections at 45th Avenue NE with a single one and bring the roadway up to Minor Arterial Standards. Traffic will be routed away from the front of Swegle Elementary School, increasing safety.

Portland Road NE (Beach Avenue NE to Claxter Road NE) (54)

Using North Gateway Urban Renewal District Funds, this project will extend the streetscape improvements along Portland Road NE. The project will improve safety and traffic flow through installation of a center, landscaped median and access consolidation. Phase 1 (Capitol Street NE to the Railroad Undercrossing) was completed in 2004.

Silverton Road Realignment (East of Railroad to Pine Street/Portland Road Intersection) (272)

Realign Silverton Road NE westward to connect with Portland Road NE at Pine Street NE, allowing for the removal of the awkward existing Silverton Road NE/Portland Road NE intersection. Final approval of this realignment must be given by the Union Pacific Railroad and ODOT.

Auburn Road NE (at Cordon Road NE) (Marion County) (283)

Install eastbound and westbound left-turn lanes on Auburn Road NE to Cordon Road NE.

Center Street NE at 17th Street NE (15)

Center Street NE serves as a major connection between downtown Salem, the Willamette River bridges, and all of Northeast Salem. It provides a direct connection to Lancaster Mall. It also serves as a major transit trunk route. In addition to the completed intersection improvement at Hawthorne Avenue NE, the eastern and western approaches to the 17th Street NE intersection need to be improved to increase the capacity of the intersection.

This is part of the strategy of making improvements to the intersections on Center Street NE first before consideration of a general street widening. Over 17,000 vehicles per day used Center Street NE near Park Avenue NE in 2004 in mid-week, with that total expected to gradually rise in the coming years. If the intersection improvements at 17th Street NE and at Hawthorne Avenue NE do not provide sufficient capacity for Center Street NE, then other options will be considered such as removal of on-street parking and planting strips to provide a total of two eastbound travel lanes and one westbound travel lane. Given these options and the availability of other east-west arterials, it does not appear that a five-lane roadway is necessary within the time frame of this plan.

Commercial Street NE at Marion Street Bridge (49)

Provide two right-turn-only lanes for southbound Commercial Street NE movements onto westbound Marion Street Bridge entrance. Northwest corner of the intersection would be improved to facilitate truck turning movements. Provide bulbed corners on the south side of the intersection to improve pedestrian environment. This project came from the 1998 Willamette River Bridgehead Engineering Study.

Cordon Road NE at Carolina Avenue NE/Indiana Avenue NE (Marion County) (279)

Install northbound left-turn lane on Cordon Road NE to westbound Indiana Avenue NE.

Cordon Road NE at Herrin Road NE (Marion County) (280)

Install northbound left-turn lane on Cordon Road NE to westbound Herrin Road NE.

Cordon Road NE at Hayesville Drive NE (Marion County) (281)

Install northbound left-turn lane on Cordon Road NE to westbound Hayesville Drive NE.

Fisher Road NE Extension (Sunnyview Road NE to Market Street NE) (265)

Fisher Road NE shall be extended southward and eastward to intersect with Market Street NE at the location of the traffic signal constructed as part of the relocation of the access to the Fred Meyer property to the south of Market Street NE. The future extension will be classified as a Collector street.

Hazegreen Road NE at Cordon Road NE/55th Avenue NE (Marion County) (282)

Construct turn lanes on all four legs, include minor intersection realignment, and install signal.

Hollywood Drive NE at Silverton Road NE (Marion County) (285)

Install northbound left-turn pocket on Hollywood Drive NE to westbound Silverton Road NE.

Lancaster Drive NE at Market Street NE (25)

Include as a high priority an improvement to widen Lancaster Drive NE to provide additional left-turn lanes both southbound and northbound at Market Street NE.

State Street (12th to 25th Streets) (307)

Classified as a Major Arterial street, State Street functions as a high capacity street which primarily serves regional and intercity travel. This function, however, must be balanced with the adjacent land uses and goals for this corridor to become vibrant and walkable with a mix of residential and commercial land uses. To that end, the State Street Corridor Plan was developed to make recommendations on how to facilitate the goal of revitalizing this area. In addition to land use changes, the State Street Corridor Plan identified the following alternative street design:

- Reconfigure State Street from 13th to 17th Streets from four vehicle travel lanes to one lane in each direction with a center turn lane
- Incorporate buffered bicycle lanes on State Street between 14th and 17th Streets to connect to existing and planned bicycle routes, including parallel routes on Chemeketa Street NE and Mill Street SE (facilitated by a proposed new bicycle and pedestrian bridge over Mill Creek at 24th Street SE).
- Add turn lanes at the intersections of State Street with 14th and 17th Streets to accommodate projected traffic volumes and future land uses.
- Add pedestrian crossing improvements near the intersections with 15th, 19th, and 21st Streets.

- Enhance the pedestrian realm with wider sidewalks and buffers between the pedestrians and vehicle travel lanes from 12th to 25th Streets. This added width east of 17th Street will allow for possible future parking pockets on the north side of State Street if desired through future redevelopment.
- Adopt special right-of-way widths for this corridor to reflect projected needs (refer to Appendix G).

East of 17th Street, the traffic volumes on State Street are projected to be higher than the volumes west of 17th Street. For this reason, the lane configuration east of 17th Street will remain as existing pending an evaluation of the initial phase of the project west of 17th Street. Prior to implementing the lane reconfiguration west of 17th Street, an evaluation framework will be developed. This framework will include measures to evaluate performance of the street before and after implementation of the project. Measures will address travel time/queuing, neighborhood cut-through traffic, safety, and property improvements (e.g., property values or new businesses/residences). The evaluation will be used to determine what, if any, future changes should be made to the street design. The goal is to extend the reconfiguration of travel lanes – one lane in each direction, center turn lane, and bike lanes – east to 24th Street if warranted by the results of the evaluation.

Ward Drive NE at Lancaster Drive NE (Marion County) (284)

Add eastbound right-turn lane on Ward Drive NE to Lancaster Drive NE and upgrade signal.

Geer Park Access Street (Geer Park to Hawthorne Avenue NE) (270)

Extend the Geer Park Access Street eastward to Hawthorne Avenue NE, creating a second access point to the park.

Medium Priority (Construction needed within 15 years):

17th Street NE (Norway Street NE to Sunnyview Road NE) (47)

Improve to Minor Arterial standards, including two travel lanes with curbs, gutters, sidewalks, and bicycle lanes, plus left-turn lanes at intersections.

45th Avenue NE (Silverton Road NE to Ward Drive NE) (Marion County) (31)

Improve to urban Collector standards, including two travel lanes with curbs, gutters, sidewalks, and bicycle lanes where designated.

Auburn Road NE (Lancaster Drive NE to Cordon Road NE) (Marion County) (12)

Improve to urban Collector standards, including two travel lanes with curbs, gutters, sidewalks, and bicycle lanes where designated.

Broadway Street NE (at Salem Parkway) (260)

Construct additional turn lanes for northbound and southbound traffic on Broadway Street NE and for southwestbound traffic on Salem Parkway. This is a High Priority Transportation Corridor project.

Broadway Street NE (at Salem Parkway) (257)

Construct a queue jump for northbound bus traffic at Salem Parkway. This is a High Priority Transportation Corridor project.

Brown Road NE (Sunnyview Road NE to Silverton Road NE) (13)

Improve to urban Collector standards, including two travel lanes with curbs, gutters, sidewalks, and bicycle lanes where designated.

Cherry Avenue NE (BNRR/SF to Salem Parkway NE) (16)

This project will improve capacity and access to Northgate Industrial Park by widening the roadway to four travel lanes and a center turn lane. The project will also construct curbs, sidewalks, and bicycle lanes.

Cordon Road NE (State Street to Center Street NE) (Marion County) (275)

Improve to Parkway standards, including four travel lanes, center turn lane or left-turn lanes at selected locations, curbs, gutters, sidewalks, and bicycle lanes.

Cordon Road NE (Center Street NE to Sunnyview Road NE) (Marion County) (276)

Improve to Parkway standards, including four travel lanes, center turn lane or left-turn lanes at selected locations, curbs, gutters, sidewalks, and bicycle lanes.

Cordon Road NE (Sunnyview Road NE to Silverton Road NE) (Marion County) (277)

Improve to Parkway standards, including four travel lanes, center turn lane or left-turn lanes at selected locations, curbs, gutters, sidewalks, and bicycle lanes.

Court Street NE (12th Street NE to Commercial Street NE) (301)

Convert from one-way to two-way operation, including modification to traffic signals.

Front Street NE (Norway Street NE to Division Street NE) (66)

Reconstruct Front Street NE to a modified Minor Arterial standard and realign the railroad tracks down the center. Construct wide travel lanes as well as curbs, gutters, and sidewalks. The project includes the reconstruction of Mill Creek Bridge.

Hawthorne Avenue NE (Midway Street NE to Center Street NE) (38)

Add a northbound right-turn lane extending from Midway Street NE to the Center Street NE intersection.

Hawthorne Avenue NE (Mission Street NE to Market Street NE) (39)

As traffic volumes increase on Lancaster Drive NE, drivers will avoid congestion by using Hawthorne Avenue NE. Even without spillover traffic from Lancaster Drive NE, Hawthorne Avenue NE volumes are continuing to grow. Traffic volumes have increased from 12,000 vehicles per day in 1995 to over 15,000 in 2003 north of Center Street NE. The northbound approach to the Center Street NE intersection operates at LOS E and F during the P.M. peak travel periods. It is recommended that Hawthorne Avenue NE be widened to four travel lanes, with either a center turn lane or raised, landscaped median, between Mission Street SE and Market

Street NE. Priority should be given to relieving congestion at the Center Street NE intersection approach prior to an overall widening of the corridor.

The purpose of the overall project is to alleviate congestion on Hawthorne Avenue NE and provide a much needed, second north-south Major Arterial street in East Salem. Having two Major Arterial routes, one on either side of Interstate 5, will give traffic an alternative to Lancaster Drive NE.

Hayesville Drive NE Extension (Portland Road NE to Astoria Street NE) (269)

The Hayesville Drive NE alignment should be extended west from Portland Road NE to meet with existing Phyllis Street NE just east of the intersection of Phyllis Street NE with Niles Avenue NE. The portion of this street extension between Portland Road NE and Astoria Street NE is classified as a future Collector street. The portion of this street extension east of Astoria Street NE to where it meets Phyllis Street NE is classified as a local street. (See Phyllis Street NE project below.)

Hollywood Drive NE (City Limits North to Silverton Road NE) (Marion County) (34)

Improve to urban Collector standards, including two travel lanes with curbs, gutters, sidewalks, and bicycle lanes where designated.

Hood Street NE (at Broadway Street NE) (259)

Construct both eastbound and westbound left-turn pockets at Broadway Street NE.

Lancaster Drive NE (State Street to Silverton Road NE) (22)

One of the busiest and most congested arterial streets in the Salem Urban Area is Lancaster Drive NE. High intensity commercial activities, combined with a growing population in the East Salem area, have made traffic volumes soar along this roadway.

Widening Lancaster Drive NE to six travel lanes is not considered financially feasible, or desirable, within the time frame of this Plan. A project that is recommended as a high priority is an access management project that would help reduce the high concentration of driveways along Lancaster Drive NE. This would include: elimination of unnecessary driveways, access consolidation, connections between properties, development of a local street circulatory system, and, potentially, a raised, landscaped median that would focus access at planned locations.

Phyllis Street NE Extension (Niles Avenue NE to Astoria Street NE) (267)

Extend Phyllis Street NE eastward to connect with Astoria Street NE. This will complete the street connection discussed under the Hayesville Drive NE project above. This street segment will be classified as a local street.

State Street (12th Street to Liberty Street) (302)

Convert from one-way to two-way operation, including bike lanes. Requires modification to traffic signals and reduction in on-street parking. In the long-term, consider providing an enhanced bike facility on State Street. Options to consider may include one-way or two-way cycle tracks or buffered bike lanes. This should

be looked at based on success of previously installed bike facilities downtown and taking into consideration additional cost and parking impacts.

State Street (Lancaster Drive NE to Cordon Road NE) (Marion County) (28)

Classified as a Major Arterial street in the *Salem Transportation System Plan*, this street will be widened to four travel lanes, with a center turn lane to improve traffic flow. The project will construct the street to urban standards having curbs, sidewalks, and bicycle lanes.

Sunnyview Road NE (Evergreen Avenue NE to Fisher Road NE) (44)

Install roundabout at Park Avenue NE, traffic signal at Lansing Avenue NE, and curbs, gutters, and sidewalks from Evergreen Avenue NE to Byram Street NE.

Evergreen Avenue NE (at Market Street NE) (18)

Add southbound right-turn lane on Evergreen Avenue NE at Market Street NE.

New Streets and Extensions of Existing Streets (Medium Priority)

Salem Industrial Drive Extension (Bill Frey Drive NE to Hyacinth Street NE) (271)

Extend Salem Industrial Drive northward to Hyacinth Street NE.

Low Priority (Construction needed within 25 years):

Capitol Street NE/Summer Street NE Couplet (D Street NE to Fairgrounds Road NE) (63 and 64)

This one-way couplet serves as a major commuter route and connection to Portland Road NE (Highway 99E) and to Interstate 5, via Market Street NE. Daily traffic volumes were about 12,500 on Capitol Street NE in 2001 and about 11,000 on Summer Street NE by 2006. Existing peak hour levels of service are already poor at the Market Street NE and Fairgrounds Road NE intersections.

It is recommended that on-street parking be permanently removed or prohibited during peak hours on both Capitol Street NE and Summer Street NE to provide for an additional lane of through traffic capacity. Peak hour prohibition of on-street parking would only be needed between 4-6 p.m. on Capitol Street NE and 7-9 a.m. on Summer Street NE. If the State agencies on the Capitol Mall are able to successfully stagger their work schedules, utilize park & ride lots, or otherwise reduce overall travel demand, these parking measures may not be necessary.

Center Street NE (Lancaster Drive NE to Cordon Road NE) (Marion County) (53)

Classified as a Major Arterial street in the *Salem Transportation System Plan*, this street will be widened to two travel lanes with a center turn lane to improve traffic flow. The project will construct the street to an interim Minor Arterial standard having curbs, sidewalks, and bicycle lanes.

Chemawa Road NE (Interstate 5 to Portland Road) (36)

Improve to urban Parkway standards, including four travel lanes and a center turn lane with curbs, gutters, sidewalks, and bicycle lanes.

Cherry Avenue NE (Pine Street NE to Johnson Street NE) (17)

With the completion of Bill Frey Drive NE, industrial park traffic should decrease on Cherry Avenue NE south of Johnson Street NE. However, as traffic congestion increases on the Liberty Street NE/Commercial Street NE couplet, Broadway Street NE, and Hyacinth Street NE, commuter traffic may increase on Cherry Avenue NE. If traffic volumes increase, it may become necessary to increase the effective capacity of this portion of Cherry Avenue NE by widening the roadway to add a center turn lane and removing on-street parking.

Church and High Streets NE/SE (Marion Street NE to Trade Street SE) (304)

Consider converting these streets from one-way to two-way operation, taking into consideration success of previously installed bike facilities in downtown and impacts to access in and out of the transit mall. Requires modification to traffic signals and reduction in on-street parking.

Front Street NE (River Road N to Pine Street NE) (65)

Improve to Minor Arterial standards, including two travel lanes with curbs, gutters, sidewalks, and left-turn pockets at intersections.

Greencrest Street NE Extension (Auburn Road NE to State Street) (Marion County) (266)

Currently no north-south collector street exists between Center Street NE and State Street, east of Lancaster Drive NE. Greencrest Street NE should be extended to the south to intersect with State Street to serve as a north-south collector.

Hazelgreen Road NE (Portland Road NE to Cordon Road NE) (48)

Improve to an interim two travel lanes with center turn lane where needed. Add curbs, gutters, sidewalks, bicycle lanes, and improve intersection approach to Portland Road NE.

Hyacinth Street NE (Portland Road NE to Salem Parkway NE) (41)

It is recommended that Hyacinth Street NE be widened and improved to serve as a major north-south arterial for Northeast Salem. The improvement would also improve access to Salem Industrial Park. The project will widen Hyacinth Street NE to four travel lanes and a center turn lane, plus curbs, sidewalks, and bicycle lanes. While daily traffic volumes have only grown slightly beyond the 16,000 level of 1993, this project will enable Hyacinth Street NE to carry the added traffic expected from the planned extension of Salem Industrial Drive NE.

Kale Street NE (Portland Road NE to Cordon Road NE) (20)

Connecting Portland Road NE to Cordon Road NE, Kale Street NE is classified as a Minor Arterial street. Kale Street NE is the only east-west arterial street serving the area between Hazelgreen Road NE and Silverton Road NE. This street should be improved to full urban standards with curbs, sidewalks, and bicycle lanes. It may be necessary to signalize the intersection of Kale Street NE and Portland Road NE within the time frame of this Plan. Some of these improvements should occur over

time with the development of abutting land. The remainder will need to be accomplished through City funds.

Sunnyview Road NE (Walker Road NE to Cordon Road NE) (45)

Improve to Minor Arterial standards, including two travel lanes with curbs, gutters, sidewalks, and bicycle lanes, plus left-turn lanes at intersections.

Swegle Road NE (Hoffman Road NE to Cordon Road NE) (27)

Improve to Minor Arterial standards, including two travel lanes plus a center turn lane with curbs, gutters, sidewalks, and bicycle lanes.

Evergreen Avenue NE (Market Street NE to Sunnyview Avenue NE) (19)

Fisher Road NE (Ward Drive NE to South of Sunnyview Road NE) (32)

Hayesville Drive NE (Portland Road NE to Lancaster Drive NE) (46)

Hayesville Drive NE (Lancaster Drive NE to Cordon Road NE) (Marion County) (263)

Herrin Road NE (45th Avenue NE to Cordon Road NE) (Marion County) (33)

Indian School Road NE (Chemawa Road NE to Blossom Drive NE) (30)

Park Avenue NE (Center Street NE to D Street NE) (286)

All or portions of these Collector streets need to be improved over the next 25 years, or more, to urban standards with two travel lanes, turn lanes where needed, curbs, drainage, sidewalks, illumination, and bicycle lanes where needed. These improvements may occur through the development of adjacent land or with City funding.

New Streets and Extensions of Existing Streets (Low Priority)

The following Collector streets will be extended through future development or City-initiated projects. These streets should be constructed to full urban standards. Map 3-7 shows the location of these new street extensions.

Harold Drive NE Extension (264)

This local street will need to be extended to the south to connect to Devonshire Avenue NE. This extension will likely occur along with commercial development. The street extension should align with the existing driveway easement that extends north from Devonshire Avenue NE.

New Collector (Kale Street NE to Hazelgreen Road NE) (287)

A new Collector street should be built to connect Kale Street NE to Hazelgreen Road NE. This street should be located roughly in the area of the 49th Avenue NE or Lake Labish Road NE alignments. This connection will most likely be constructed as a result of land development.

SOUTH SALEM

South Salem is defined as the area bounded by the Willamette River on the west, Mission Street SE to the north, Liberty Street SE/Commercial Street SE/Liberty Road S to the east, and the UGB to the south (see Map 3-8).

Issues

South Salem shares many of the same concerns that affect inner Northeast Salem. The historical development of the street system in South Salem has resulted in an arterial system dependent on Commercial Street SE to carry the majority of traffic and transit load. Most every arterial street in South Salem feeds into Commercial Street SE. With a large amount of developable land remaining in the far south of Salem, traffic pressure will continue to grow. Increased traffic will also place pressure on inner South Salem neighborhoods as they try to maintain livability in the face of increased traffic infiltration.

Arterial Street System

South Salem has few north-south arterial streets and even fewer east-west arterials. North-south arterials include: Commercial Street SE (Major Arterial), Liberty Road S (Major Arterial), Skyline Road S (Major Arterial), River Road S (Minor Arterial), and Croisan Scenic Way S (future Minor Arterial). East-west arterials include: Madrona Avenue S (Minor Arterial), Mission Street SE (Minor Arterial), Mildred Lane SE (Minor), and Kuebler Boulevard S (Parkway).

Collector Street System

While South Salem may lack in arterial streets, it has an adequate number of both north-south and east-west collectors. Most of the collector streets in inner South Salem are built to urban standards. However, many of the collectors further south need to be improved with curbs, sidewalks, and bicycle lanes, where needed.

Land Use Alternatives

There are very few alternatives that can be enacted within South Salem that would alleviate the current and expected traffic pressure, as inner South Salem is well established, and outer South Salem is primarily low density residential. It is possible that the introduction of employment uses in the far south would create a more balanced "reverse commute." Redevelopment opportunities should consider mixed use, transit-supportive design.

Transportation Alternatives

A major consideration should be the introduction of express transit service from the suburban south towards downtown. Increased transit trunk service is one relatively affordable option. Other options would require the City to expand Commercial Street SE to a wider, more costly facility such as a divided, six-lane arterial or high-speed, grade-separated expressway. Neither of these latter options will improve neighborhood livability.

Recommended Improvements

There are several strategies that are recommended for South Salem. The first priority is to maximize the capacity of the existing arterial street system through incremental improvements to traffic signalization, intersection design, and access control. Another important strategy is to bring the arterial streets up to full urban standards. As soon as

funds permit, express and high-frequency transit service should be initiated in South Salem to relieve some of the traffic pressure.

High Priority (Construction needed within 10 years):

Fern Drive S Extension (Heath Street S to River Road S) (180)

A northward extension of Fern Drive S should connect with River Road S in the future as that area develops. The extension should follow the best contours possible to limit extreme grades.

Liberty Road S at Madrona Avenue S (59)

Improvements will be needed to this intersection to create left-turn lanes on all four approaches. A recent project added eastbound and westbound left-turn pockets on Madrona Avenue S. This project will add northbound and southbound left-turn pockets on Liberty Road S.

River Road S (Croisan Creek Road S to the UGB) (70)

River Road S is constrained by high terrain on the east and the Railroad and the Willamette River on the west. Daily traffic volumes approaching Owens Street S were 11,000 vehicles per day in 2005 and west of Croisan Creek Road S they were 7,000 vehicles per day. Large scale widenings do not appear feasible since there is little room available for the roadway to expand. However, as traffic volumes increase, improvements will need to be made to increase intersection capacity at Fern Drive S, Homestead Road S, Browns Island Road S, and Viewcrest Road S among others. Those intersections meeting signal warrants will be signalized. Otherwise, left-turn refuges will be constructed. Other improvements will be made to bring River Road S up to Minor Arterial standards where topography allows between Croisan Creek Road S and the UGB.

Skyline Road S (Liberty Road S to Kuebler Boulevard S) (72)

Classified as a Major Arterial between Liberty Road S and Summercrest Drive S, this street needs to have an interim improvement of two travel lanes, a center turn lane, curbs, sidewalks, and bicycle lanes. These interim improvements should accommodate the travel needs of this roadway for the next 25 years.

Medium Priority (Construction needed within 15 years):

Croisan Creek Road S (River Road S to Heath Street S) (9)

This project will improve the intersection of Croisan Creek Road S at River Road S and bring this portion of Croisan Creek Road S up to urban standards with curbs, sidewalks, and bicycle lanes. This will be the first step in preparing for the eventual connection of Croisan Scenic Way S to Croisan Creek Road S prior to the River Road S intersection.

Davis Road S (Skyline Road S to Liberty Road S) (76)

Improve to Collector standards including two travel lanes, curbs, gutters, sidewalks, and bicycle lanes where designated.

Liberty Road S (Commercial Street SE to Browning Avenue SE) (57)

This project would widen Liberty Road S to have four travel lanes with either a center turn lane or raised landscape median. This would relieve congestion caused by left-turning traffic. Bicycle lanes would be constructed as part of this project, as well as sidewalks, and other standard improvements.

Mildred Lane SE Extension (Liberty Road S to Skyline Road S) (294)

The westward continuation of Mildred Lane SE is required to complete a necessary east-west Minor Arterial roadway south of Kuebler Boulevard S. Built to Minor Arterial standards, this connection, when completed, will provide a continuous east-west connection between Skyline Road S and Battle Creek Road SE. This connection should primarily occur as the surrounding area develops. Some City participation may be necessary.

Mission Street SE at Liberty Street SE and Commercial Street SE (121)

Improvements will need to be made to increase capacity at these intersections, especially for turning movements.

Owens Street S at Liberty Street SE and Commercial Street SE (125)

Improvements need to be made to these intersections to increase turning movement capacity from Owens Street SE to Liberty Street SE (northbound). This will be important as development increases off of the River Road S area.

Red Leaf Drive S Extension (Davis Road S to Mildred Lane SE Extension) (183)

This street should be extended south to connect with the future extension of Mildred Lane S. This street should be designed so that it can be extended further south toward the UGB.

Low Priority (Construction needed within 25 years):

Browning Avenue S at Kurth Street S (2)

The intersection needs to be realigned and improved to provide increased safety and capacity.

Byers Street S—Deer Run S (Viewcrest Road S to end of roadway) (77)

Improve to Minor Arterial standards including two travel lanes, turn lanes where appropriate, curbs, gutters, sidewalks, and bicycle lanes.

Croisan Creek Road S (Kuebler Boulevard S to Heath Street S) (10)

The project will widen this section of Croisan Creek Road S to a 30-foot cross section, which will include shoulders but no curbs, gutters, or sidewalks.

Kuebler Boulevard S (Liberty Road S to Skyline Road S) (61)

The portion of Kuebler Boulevard S needs to have four travel lanes, turn pockets, curbs, sidewalks, and bicycle lanes constructed to bring it up to Parkway standards. Additional widening may be needed at the approaches to the Liberty Road S and Skyline Road S intersections.

Liberty Road S (Holder Lane to south UGB) (58)

Improve to an interim three-lane urban standard, with two travel lanes, a center turn lane, curbs, gutters, sidewalks, and bicycle lanes.

Madrona Avenue S (Biegler Lane S to Liberty Road S) (68)

This portion of Madrona Avenue S would be improved to full urban standards with bicycle lanes, sidewalks, and street lighting. Pedestrian curb extensions and other traffic calming treatments may be considered where appropriate.

Madrona Avenue S (Croisan Creek Road S to Elderberry Drive S) (67)

This project would bring a difficult one-quarter-mile segment of Madrona Avenue S up to interim Collector standards by constructing curbs, gutters, and sidewalks.

Skyline Road S (Maplewood Drive S to Mildred Lane S) (73)

Improve to Minor Arterial standards including two travel lanes, a center turn lane, curbs, gutters, sidewalks, and bicycle lanes.

Browning Avenue S (Liberty Road S to Kurth Street S) (1)

Cunningham Lane S (Kurth Street S to Barrett Street S) (3)

Kuebler Road S (Croisan Creek Road S to UGB)

Kurth Street S (Browning Avenue S to Cunningham Lane S) (56)

Salem Heights Avenue S (Liberty Road S to Sunridge Drive S) (71)

These streets need to be improved to urban standards over the next 25 years or more. Improvements should include two travel lanes, turn lanes where necessary, curbs, sidewalks, drainage, illumination, and bicycle lanes, where needed. Improvements to these streets will be funded through adjacent development or through City funds.

New Streets and Extensions to Existing Street (Low Priority)

Arterial Streets

Major roadway extensions are needed in far South Salem to accommodate future development and improve circulation opportunities (see Map 3-8). In addition to the Mildred Lane SE extension listed as a medium priority, the following street extensions are needed:

Croisan Scenic Way S Extension (Joplin Street S to Croisan Creek Road S) (185)

This roadway has been planned for many years as a new Minor Arterial connection between Kuebler Boulevard S and River Road S. Portions of the street have been completed as part of subdivision development. One of the limiting factors in constructing this street is the difficulty and expense of negotiating the hilly terrain. The alignment would extend Croisan Scenic Way S northward connecting with a section already built near Madrona Avenue S then continuing northward and westward and intersecting with Croisan Creek Road S just south of River Road S. It

is anticipated that this road will be completed as more development occurs and with the participation of the City.

New Minor Arterial Street Connection (Deer Run Avenue S to River Road S) (288)

A new street connection will be created between Deer Run Avenue S to River Road S to provide access from the surrounding area without having to use Homestead Road S or Viewcrest Drive S, both of which are substandard roadways for significant amounts of traffic. The street connection is to be built to Minor Arterial standards with one travel lane per direction plus left-turn pockets or center turn lanes where necessary. The street will also have bicycle lanes.

Collector Streets

The following Collector streets will be extended through future development or City-initiated projects. These streets should be constructed to full urban standards.

Browning Avenue S Extension (Cloudview Drive S to Croisan Scenic Way S) (182)

Browning Avenue S should be extended westward to connect with Croisan Scenic Way S, as it is completed.

Croisan Creek Road S Extension (Kuebler Boulevard S to Skyline Road S) (181)

A southward extension of Croisan Creek Road S is needed to connect with Skyline Road S in the vicinity of the intersection of Davis Road S. The intersection of Croisan Creek Road S and Kuebler Boulevard S should be realigned to create a standard four-legged intersection. This will increase safety and intersection efficiency.

Croisan Ridge Way S Extension (Inland Drive S to the westward extension of Heath Street S) (179)

This Collector street should be extended to the northeast along the foot of Croisan Mountain, cross over Homestead Road S, and then connect to the westward extension of Heath Street S. A local street extension should be made to connect Croisan Ridge Way S with Crestmont Circle S.

Deer Run Avenue S Extension (Byers Street S to Heath Street S Extension) (288)

This future Minor Arterial street should be extended eastward to connect to both a westward extension of Heath Street S and the southern terminus of the new Minor Arterial street connecting to River Road S. This connection will become important as the hilly area of far South Salem begins to develop. It will also be important given that Homestead Road S, a local residential street, is not suitable to handle significant increase in traffic, due to its tight curves and substandard improvement.

Heath Street S Extension (Fern Drive S to Deer Run Avenue S Extension) (178)

A westward extension of Heath Street S should occur to connect with an eastward extension of Deer Run Avenue S and the new north/south Minor Arterial connection to River Road S. This will provide another access to the development occurring around Fern Drive S and Heath Street S.

SOUTHEAST SALEM

Southeast Salem is roughly defined as the area bordered by Liberty Street SE/Commercial Street SE/Liberty Road S on the west, the UGB to the south and east, and State Street to the north (see Map 3-9).

Issues

Southeast Salem shares the other half of the mobility problem with South Salem. Almost every arterial street leads to and from Commercial Street SE. There are, however, other arterial streets in Southeast Salem that completely bypass the Commercial Street SE bottleneck. Pringle Road SE and Turner Road SE are peripheral arterials that provide access through the Fairview Industrial Area and McNary Field (airport). These roads will need to carry a larger burden of the traffic load as Southeast Salem continues to grow.

Another issue is how to provide sufficient street capacity to the Kuebler Boulevard SE/Interstate 5 interchange as the area develops. In addition, this interchange needs to provide a southerly access to the Fairview Industrial Park and a westerly access to the Mill Creek Industrial Park. City staff have been working with ODOT and other agency staff to complete the Interstate 5/Kuebler Boulevard Interchange Area Management Plan as a part the Southeast Salem Area Transportation Study. This Study will produce recommendations for future roadway improvements in this area.

A third issue is the development of an east-west Minor Arterial street south of Kuebler Boulevard SE. Final connections and upgrade need to be made to the Mildred Lane SE/Fabry Road SE arterial. This Minor Arterial street will need to be extended all the way to the west to Skyline Road S.

Arterial Street System

Southeast Salem has several north-south arterials. They include: Commercial Street SE (Major Arterial), 12th Street SE/13th Street SE (Major Arterials), Lancaster Drive SE (Major Arterial), 25th Street SE (Major Arterial), Pringle Road SE (Minor Arterial), Battle Creek Road SE (Minor Arterial), Sunnyside Road SE (Minor Arterial), Turner Road SE (Minor Arterial), Aumsville Highway SE (Minor Arterial), and Airport Road SE (Minor Arterial). The east-west arterials are fewer and include: Mission Street SE/Highway 22 (Minor Arterial/Parkway/Freeway), ~~State Street (Major Arterial)~~, Madrona Avenue SE (Minor Arterial/Major Arterial east of Fairview Industrial Drive SE), McGilchrist Street SE east of 12th Street SE (Major Arterial), Kuebler Boulevard SE (Parkway), and Mildred Lane SE/Fabry Road SE (Minor Arterial).

Kuebler Boulevard SE provides a major portion of the region's circumferential travel route. Mission Street SE (Highway 22) also serves as a major east-west route through Salem, connecting via Pringle Parkway SE and Front Street SE to the Willamette River bridges.

Collector Street System

With so few arterial streets available in Southeast Salem compared to the amount of land area served, the collector street system must provide an additional level of circulation and capacity for the street system. Over two dozen collector streets serve Southeast Salem. Many of these streets need to be improved to urban standards to maximize their utility.

Land Use Alternatives

The City of Salem and Marion County have been working to create comprehensive plan designations for the Kuebler Boulevard SE/Interstate 5 interchange area that will limit strip commercial uses and encourage mixed uses such as neighborhood retail, residential housing, office space, and industrial land to the southeast. Southeast Salem neighborhoods share the same concerns of other inner city neighborhoods about increased traffic and street widenings. Creating employment opportunities in Southeast Salem will create a reverse commute situation, decreasing unidirectional traffic demand on arterial streets. This includes consideration of future expansions to both aviation-related and airtaxi business facilities at McNary Field and development of the Mill Creek Industrial Park east of Kuebler Boulevard SE, between Turner Road SE and Aumsville Highway.

Transportation Alternatives

Any strategy to improve mobility in Southeast Salem must have improved transit service and ridership as a key component. Transit ridership must increase in Southeast Salem or insufficient street capacity will cause congestion, cut-through traffic in neighborhoods, and significant degradations in air quality. Express bus service may offer some relief during the peak travel periods. If transit or other alternative travel modes are not successful in relieving automobile traffic, the City may have no alternative but to further widen 12th Street SE, Pringle Road SE, and Madrona Avenue SE.

Recommended Improvements

Increasing system capacity and improving streets to full urban standards are the two main objectives of the Plan for Southeast Salem. The following projects are numbered to correspond to the numbered projects shown on Map 3-9:

High Priority (Construction needed within 10 years)

12th Street SE (McGilchrist Street SE to Fairview Avenue SE) (98)

This project along with its lower priority companion project from Fairview Avenue SE to Vista Avenue SE completes a “missing link” in traffic capacity for 12th Street SE. This project will add turn lanes at Fairview Avenue SE and widen the bridge over Pringle Creek to allow for four travel lanes, bicycle lanes, and sidewalks.

Battle Creek Road SE (Kuebler Boulevard SE to Hillrose Street SE) (109)

This street is a part of an important north-south connection between far south and inner South Salem. This project will upgrade the street to Minor Arterial standards adding a center turn lane or left-turn pockets, curbs, gutters, sidewalks and bicycle lanes. Additional lanes may be required in the vicinity of the Kuebler Boulevard SE intersection. It is expected that a majority of this project will be completed by development.

Commercial Street SE at Kuebler Boulevard SE (196)

Widen from north of Boone Road SE to easterly Barnes Road SE to provide a second left-turn lane on both approaches to Kuebler Boulevard SE. This project will include an upgraded traffic signal and will restrict some left turns to/from Boone Road SE and Barnes Road SE.

Fabry Road SE Extension (Reed Lane SE to Battle Creek Road SE) (188)

Extend Fabry Road SE eastward from Reed Lane SE to Battle Creek Road SE. This, along with the westward extension of Mildred Lane SE, will provide an east/west Minor Arterial connection south of Kuebler Boulevard SE from Battle Creek Road SE to Skyline Road S.

Gaffin Road SE (Cordon Road SE to west of Highway 22 Interchange) (198)

Construct a 3/4 street improvement on a 1,500-foot segment bordering City-owned property to Minor Arterial standards and construct turnpike improvements to the remaining portion of the roadway (approximately 3,500 feet).

Hilfiker Lane SE (Commercial Street SE to Pringle Road SE via Hillrose Street SE) (105)

This project will construct a new street extension between Hilfiker Lane SE and Hillrose Street SE and reconstruct both to urban standards, creating a new connection between Commercial Street SE and Pringle Road SE. Although not expected to divert large amounts of commuting traffic away from Commercial Street SE and 12th Street SE, this collector street will provide a much-needed east-west connection to Pringle Road SE. Design of this project should be closely coordinated with the Morningside Neighborhood Association and adjacent properties to incorporate context sensitive elements, including appropriate access to the City-owned park property.

Hilfiker Lane SE (Sunnyside Drive SE to Commercial Street SE) (304)

This project will widen this short block of Hilfiker Lane SE to provide increased capacity for vehicles traveling between Sunnyside Drive SE and Commercial Street SE.

Kuebler Boulevard SE (Sunnyside Road SE to Interstate 5) (133)

Part of the regional circumferential travel route, Kuebler Boulevard SE will continue to grow in importance as one of the City's major travelways. Kuebler Boulevard SE is classified as a Parkway, a limited access facility, ultimately having four travel lanes, divided by a raised median. In 1993, Kuebler Boulevard SE carried 14,500 vehicles per day between Liberty Road S and Commercial Street SE. By 2002 this traffic had increased to 21,000 vehicles per day. Between Commercial Street SE and Interstate 5, the 1993 level of up to 20,500 had increased to nearly 30,000 by 2005. Each of these numbers represent a growth of about 45 percent.

The segment of Kuebler Boulevard SE from Sunnyside Road SE to the Interstate 5 Interchange needs to be widened to Parkway standards within the next ten years. The project will also include bicycle lanes and sidewalks. This project is needed to relieve congestion and provide adequate east-west capacity. A portion of this improvement between Commercial Street SE and Interstate 5 will already have been made through a committed project.

Lancaster Drive SE (Cranston Street SE to Kuebler Boulevard SE) (23)

This segment of Lancaster Drive SE, classified as a Major Arterial, needs to be widened to two travel lanes plus a center turn lane. Several curves need to be

realigned to better facilitate traffic flow and improve safety. The improvement will also include construction of curbs, sidewalks, drainage, illumination, and bicycle lanes.

Madrona Avenue SE Realignment (25th Street SE to UPRR) (122)

Madrona Avenue SE needs to be realigned at its intersection with 25th Street SE in order to improve traffic flow and reduce delays. The realignment will remove the two existing stop signs and relocate Aviation Loop SE 150 to 200 feet south of its current connection with 25th Street SE. Once completed, 25th Street SE will flow directly into Madrona Avenue SE, and Airway Avenue SE will bend to the west and “T” into this Major Arterial. Madrona Avenue will be rebuilt to Major Arterial standards west to the UPRR.

Madrona Avenue SE at Commercial Street SE (124)

This intersection will need a northbound right-turn lane on the east approach of Madrona Avenue SE to increase the capacity of turning movements and through traffic.

Mildred Lane SE Extension (Lone Oak Road S to Liberty Road S) (184)

The westward continuation of Mildred Lane SE is required to complete a necessary east-west Minor Arterial roadway south of Kuebler Boulevard S. Built to Minor Arterial standards, this connection, when completed, will provide a continuous east-west connection between Skyline Road S and Battle Creek Road SE. This connection should primarily occur as the surrounding area develops. Some City participation may be necessary.

Pringle Road SE (Copper Glen Drive SE to Hillrose Street SE) (111)

Improve to Minor Arterial standards with two travel lanes, center turn lane or turn pockets, bicycle lanes, curbs, gutters, and sidewalks. This is a companion project with the Battle Creek Road SE project shown above. It is expected that a majority of this project will be completed by development.

Rainier Drive SE (Rainier Drive SE to Davis Road S and to Gamma Street SE) (293)

Realign and extend Rainier Drive SE northward and then westward to align with Davis Road S at Liberty Road S. Also continue roadway farther northward to connect with Gamma Street SE. Rainier Drive SE is a local street in an area that is experiencing increasing residential development. This realignment east of Liberty Road S to intersect with Davis Road S will provide a safe route to Crossler Middle School from the east when this intersection is signalized.

Reed Road SE (Battle Creek Road SE to Strong Road SE) (115)

Improve to Minor Arterial standards with two travel lanes, center turn lane or turn pockets, bicycle lanes, curbs, gutters, and sidewalks. This will be done largely by development.

Strong Road SE (Fairview Industrial Drive SE to Reed Road SE) (118)

Improve to Collector standards, including two travel lanes, curbs, gutters, sidewalks, and bicycle lanes. This will be done largely by development.

Rehabilitation of Commercial Street NE Bridge over Pringle Creek (243)

Rehabilitation of 14th Street NE (244) and Winter Street NE Bridges over Shelton Ditch (241)

Replacement of Fairway Avenue SE Bridge over Battle Creek (242)

Additional Rehabilitation of Liberty Street NE bridge at Pringle Creek (278)

These projects are vitally needed to replace or extend the life of these aging and heavily used structures.

Medium Priority (Construction needed within 15 years):

22nd Street SE (Vista Avenue SE to Madrona Avenue SE) (305)

Extend 22nd Street SE southerly to connect to Madrona Avenue SE, and reclassify 22nd Street SE to Collector from McGilchrist Street SE to Madrona Street SE. The land uses in the area are Industrial. This street extension will enhance connectivity and circulation in the area. The additional connectivity will disperse traffic, thereby reducing overall congestion.

32nd Avenue SE and Trelstad Avenue SE (Interstate 5 to 36th Avenue SE signal at Kuebler Boulevard SE) (193)

As the Interstate 5 overcrossing is rebuilt during the Interstate 5 widening project, an opportunity exists to soften the right angle alignment on the east side of the freeway. The entire street should be built to Minor Arterial standards.

Brentwood Drive SE (Battle Creek Road SE to Robins Lane SE) (197)

Fully connecting Robins Lane SE and Brentwood Drive SE will provide an east-west collector level connection between Commercial Street SE and Battle Creek Road SE in the far Southeast Salem. Currently the streets are connected by an emergency vehicle accessway. An additional need relates to the location of Brentwood Drive SE. This street is currently located within the right-of-way for Interstate 5. The future widening of Interstate 5 may necessitate relocating this street. The eventual alignment of Brentwood Drive SE will need to be determined through future study or as a condition of future development. When the final alignment of Brentwood Drive SE has been determined, the street needs to be improved to urban Collector standards.

Boone Road SE (Between Kinsington Street SE and Southampton Street SE) (296)

Rebuild and lower Boone Road SE in the vicinity of the closed section and reopen the roadway to traffic as a local street.

Cordon Road SE (Caplinger Road SE to State Street) (Marion County) (274)

Improve to Parkway standards, including four travel lanes, center turn lane or left-turn lanes at selected locations, curbs, gutters, sidewalks, and bicycle lanes.

Cordon Road SE (Highway 22 to Caplinger Road SE) (101)

Improve to Parkway standards, including four travel lanes, center turn lane or left-turn lanes at selected locations, curbs, gutters, sidewalks, and bicycle lanes.

Cordon Road SE at Highway 22 (Santiam Highway) (100)

Construction of a grade-separated interchange is needed to improve access to the Cordon Road SE/Kuebler Boulevard SE circumferential travel route. The design of the interchange is dependent upon the findings of the Highway 22 studies.

Kuebler Boulevard SE (Interstate 5 Interchange to Turner Road SE) (134)

Widen to Parkway standards with four travel lanes, paved or raised median, bicycle lanes, curbs, gutters, and sidewalks. This project includes turn lanes at Turner Road SE and bridge improvements over the railroad.

Kuebler Boulevard SE (Highway 22 to Turner Road SE) (135)

Widen to Parkway standards with four travel lanes, paved or raised median, bicycle lanes, curbs, gutters, and sidewalks, and bridge improvements over Mill Creek.

Kuebler Boulevard SE at Lone Oak Road SE (159)

Construct both eastbound and westbound right turn lanes on Kuebler Boulevard at Lone Oak Road.

Macleay Road SE at Cordon Road SE (136)

Add left-turn pockets on both eastbound and westbound approaches to Cordon Road SE.

New Collector Streets (Pringle Road SE to Reed Road SE and Strong Road SE to Reed Road SE) (189 and 194)

The recommended land use master plan for the redevelopment of the Fairview Training Center site calls for the 152 acres to be developed primarily as residential housing, with some neighborhood commercial uses. In order to serve the travel demand generated by the redeveloped site, Collector street connections shall be constructed through the site between Pringle Road SE and Reed Road SE and between Strong Road SE to Reed Road SE. The exact alignment of the street connection will be determined at a future time, pending additional planning work. The streets shall be designed to incorporate planting strips, street trees, and other streetscape features, as appropriate, to soften the appearance of the street and encourage desired speeds and driver behavior.

New Collector Street (Aumsville Highway to Turner Road SE) (191)

A new collector street route is needed to serve development of the Mill Creek Industrial Park. The purpose of this route is to provide on-site circulation and limit direct access to arterials and parkway designated streets. This route will be located east of Kuebler Boulevard SE and will connect Aumsville Highway to Turner Road SE. The precise alignment will be developed through the master planning process.

Reed Lane SE (Soapstone Avenue SE to Madras Street SE) (190)

This extension will connect Reed Lane SE south toward a connection with Commercial Street SE and Madras Street SE.

Turner Road SE (2,100 feet south of Cascades Gateway Park to Airway Drive SE) (138)

This project will increase traffic, bicycle, and pedestrian safety by adding paved shoulders, drainage improvements, sidewalks, and bicycle lanes.

Wiltsey Road SE (Sunnyside Road SE to Commercial Street SE) (139)

Realign "S" curve and improve to Collector standards, including two travel lanes, curbs, gutters, sidewalks, and bicycle lanes where designated.

Low Priority (Construction needed within 25 years)

12th Street SE (Fairview Avenue SE to Vista Avenue SE) (99)

Widen the roadway to add a southbound lane. The additional lane becomes a right-turn-only lane at Vista Avenue SE.

25th Street SE (Mission Street SE to McGilchrist Street SE) (106)

Classified as a Major Arterial, 25th Street SE connects Mission Street SE to the airport and Fairview Industrial Park. In 1993, daily traffic volumes were as much as 19,000 vehicles per day. By 2006, these daily volumes exceeded 27,000. This project will improve the effective capacity of the street by widening the existing four-lane street to add a center turn lane. Bicycle lanes and sidewalks are also to be included.

Battle Creek Road SE (Kuebler Boulevard SE to Wiltsey Road SE) (140)

As traffic volumes increase on Battle Creek Road SE, it will become necessary to widen the roadway to increase the effective capacity of the street by adding a center turn lane. Bicycle lanes and sidewalks are to be included in this project.

Commercial Street SE (Baxter Road SE to Interstate 5 Interchange) (141)

Daily traffic volumes on Commercial Street SE in 2001 ranged from 23,500 vehicles per day at Baxter Road SE to 14,300 per day at Fairway Avenue SE. This project will increase the number of travel lanes from two to four, and install a raised landscape median with turn pockets. This improvement will be necessary to improve traffic flow. Bicycle lanes and sidewalks will be constructed as part of this project. This project will incorporate recommendations of the South Salem Gateway Plan (2002), including an entryway to Salem with a landscape treatment focused on the south end of the project. The project will make every effort to preserve the Willamette Valley Ponderosa Pine trees along this corridor as referenced in the South Salem Gateway Plan. This could include shifting the alignment of Commercial Street SE to the east, just north of Wiltsey Road SE, to protect a large stand of pine trees on public and private property. This component of the project needs to be based on an evaluation of the health of these trees prior to project design. Portions of this project will be constructed as a result of adjacent development.

Commercial Street SE (Ratcliff Drive SE to Vista Avenue SE) (107)

This project would add paved shoulders, curbs, sidewalks, and bicycle lanes, where missing, on this segment of Commercial Street SE. (31)

Mildred Lane SE (Lone Oak Road SE to Sunnyside Road SE) (137)

The entire east-west arterial should be improved to Minor Arterial standards with two travel lanes, a center turn lane where necessary and feasible, sidewalks, and bicycle lanes.

Pringle Road SE (Hoyt Street SE to Georgia Avenue SE) (110)

Although currently underutilized, this street is a part of an important north-south connection between far South and inner South Salem. This project will upgrade this street to Minor Arterial standards, adding a center turn lane or left-turn pockets, curbs, gutters, sidewalks, and bicycle lanes.

Ratcliff Drive SE and Salem Heights Avenue SE (Liberty Road S to Commercial Street SE) (126)

This collector street needs to be improved to urban standards. The intersection of Ratcliff Drive SE with Commercial Street SE will require the addition of a westbound left-turn lane on Ratcliff Drive SE and signalization to improve future traffic flow.

25th Street SE (State Street to Helm Street SE) (120)

27th Avenue SE (Kuebler Boulevard SE to Marietta Street SE) (156)

36th Avenue SE (Kuebler Boulevard SE to Langley Street SE) (142)

36th Avenue SE (Langley Street SE to Wiltsey Road SE) (143)

Airport Road SE (State Street to Mission Street SE) (112)

Airway Drive SE (Ewald Avenue SE to Turner Road SE) (113)

Baxter Road SE (Sunnyside Road SE to Commercial Street SE) (128)

Boone Road SE (Reed Lane SE/Barnes Road SE to Battle Creek Road SE) (129)

Connecticut Avenue SE (Pennsylvania Avenue SE to Rickey Street SE) (Marion County) (273)

Deer Park Road SE (Turner Road SE to Aumsville Highway) (152)

Gath Road SE (Turner Road SE to UGB) (144)

Holder Lane SE (Lone Oak Road SE to Liberty Road S)(130)

Hrubetz Road SE (Liberty Road S to Lone Oak Road SE) (132)

Lone Oak Road SE (Holder Lane SE to Mildred Lane SE) (145)

Macleay Road SE (Lancaster Drive SE to Connecticut Avenue SE) (Marion County) (147)

Macleay Road SE (Pennsylvania Avenue SE to Cordon Road SE) (146)

Marietta Street SE (27th Avenue SE to Fairview Industrial Drive SE) (155)
Oak Hill Avenue SE (Commercial Street SE to 12th Street SE) (117)
Oxford Street SE (22nd Street SE to 14th Street SE) (114)
Reed Lane SE (Fabry Road SE to Soapstone Avenue SE) (160)
Rees Hill Road SE (Sunnyside Road SE West to Champion Hill Road SE) (148)
Strong Road SE (Reed Road SE to Marietta Street SE) (154)
Sunnyside Road SE (Kuebler Boulevard SE to Mildred Lane SE) (157)
Sunnyside Road SE (Pawnee Circle SE to the UGB) (158)
Turner Road SE (Airway Drive SE to Gath Road SE) (149)
Turner Road SE (Gath Road SE to UGB) (151)
Wiltsey Road SE (Battle Creek Road SE to 36th Avenue SE) (150)

These streets need to be improved to urban standards over the next 25 years or more. Improvements would include two travel lanes, turn lanes where necessary, curbs, sidewalks, drainage, illumination, and bicycle lanes, where needed. Improvements to these streets will be funded through adjacent development or City funds.

New Streets and Extensions to Existing Streets (Low Priority)

The following streets will be extended through future development or City-initiated projects. These streets should be constructed to full urban standards. Map 3-9 shows the location of these new street extensions.

New Collector Street (Lancaster Drive SE to Turner Road SE) (186)

This new collector street will create a connection between Lancaster Drive SE and Turner Road SE. This new street will be the result of eventual closure and reclamation of the sand pit operations west of Lancaster Drive SE. This street will be constructed as the property redevelops. The street would most likely intersect with Lancaster Drive SE across from Cranston Street SE. Its intersection with Turner Road SE would most likely be a realigned intersection with 37th Avenue SE.

Lone Oak Road SE Extension (Muirfield Avenue SE to Rees Hill Road SE) (187)

As development occurs south of Muirfield Avenue SE, Lone Oak Road SE should be extended south to intersect with Rees Hill Road SE. This will create an important north-south collector street connection through this developing area.

Street System Element – Map Amendments

The following maps will be removed and replaced to incorporate the new street design project developed as part of the State Street Corridor Plan.

- Map 3-5: Street Improvement Projects
- Map 3-7: Street Improvement Projects Northeast Salem

Street System Element – Table Amendments

Amend Table 3-5, High Priority Street Improvement Projects, to add in the new street design project developed as part of the State Street Corridor Plan. Text to be added to the table:

- Street: State Street
 - Location: 12th to 25th Street
 - Full Project Description: Reconfigure street from 13th to 17th Streets to one travel lane in each direction, center turn lane, buffered bike lanes, and wide sidewalks; widen sidewalks between 17th and 25th Streets; includes intersection modifications at 17th and 14th Streets
 - ID: 307
 - Project Type: Roadway
 - Estimated Cost: \$4,000,000
 - Wards: 1,2
 - Neighborhoods: NEN, SESNA
 - Lead Agency: Salem

Bicycle System Element – Map Amendments

The following maps will be removed and replaced to incorporate the bicycle components of the new street design developed as part of the State Street Corridor Plan.

- Map 7-1: Bicycle Network – Downtown Salem
- Map 7-2: Bicycle Network – Northeast Salem
- Map 7-3: Bicycle Network – Southeast Salem
- Map 7-4: Bicycle Network – South Salem
- Map 7-6: Bicycle Project Priorities – Downtown Salem
- Map 7-7: Bicycle Project Prioritization – Northeast Salem
- Map 7-8: Bicycle Project Prioritization – Southeast Salem
- Map 7-9: Bicycle Project Prioritization – South Salem

Bicycle System Element – Table Amendments

Amend Table 7-5, Recommended Tier 1 Bicycle Projects, to reference the bike facilities that are included in the new street design developed as part of the State Street Corridor Plan, with costs to be included in the Street System Element. Text to be added to table:

- Header: State Street Bike Facilities

- Corridor and Segments: State Street
 - From: 12th Street
 - To: 14th Street
 - Facility Type: Shared Lane Markings
 - Partner Agencies: City of Salem
 - Estimated Cost: *
_
- Corridor and Segments: State Street
 - From: 14th Street
 - To: 17th Street
 - Facility Type: Buffered Bike Lanes
 - Partner Agencies: City of Salem
 - Estimated Cost: *
_
- Corridor and Segments: State Street
 - From: 17th Street
 - To: 24th Street
 - Facility Type: Shared Use Path
 - Partner Agencies: City of Salem
 - Estimated Cost: *
_

Amend Table 7-7, Recommended Tier 3 Bicycle Projects by Quadrant to remove the bike lane project that is being replaced by the bike facilities project that is being added to Table 7-5. Text to be removed from table:

- ~~Quadrant: Downtown~~
- ~~Corridor: State Street~~
 - ~~From: 12th Street~~
 - ~~To: 24th Street~~
 - ~~Facility Type: Bike Lanes~~
 - ~~Partner Agencies: City of Salem~~
 - ~~Estimated Cost: \$1,913,000~~

Pedestrian System Element – Map Amendments

The following maps will be removed and replaced to incorporate the wider sidewalks that are included in the new street design developed as part of the State Street Corridor Plan.

- Map 8-3: Pedestrian Network – Downtown Salem
- Map 8-4: Pedestrian Network – Northeast Salem
- Map 8-6: Pedestrian Network – Southeast Salem
- Map 8-8: Pedestrian Project Prioritization – Downtown Salem
- Map 8-9: Pedestrian Project Prioritization – Northeast Salem
- Map 8-10: Pedestrian Project Prioritization – Southeast Salem

Pedestrian System Element – Table Amendments

Amend Table 8-5, Recommended Tier 1 Pedestrian Projects, to reference the wider sidewalks, pedestrian crossings, and bicycle/pedestrian bridge that are included in the new street design developed as part of the State Street Corridor Plan, with costs to be included in the Street System Element. Text to be added to the table:

- Quadrant: Northeast
- Corridor: State Street
 - From: 12th Street
 - To: 25th Street
 - Facility Type: Wider Sidewalks
 - Partner Agencies: City of Salem
 - Estimated Cost: **

- Quadrant: Northeast
- Corridor: State Street at 15th Street, 19th Street, and 21st Street
 - From: -
 - To: -
 - Facility Type: Intersection Improvements
 - Partner Agencies: City of Salem
 - Estimated Cost: **

- Quadrant: Southeast
- Corridor: 24th Street Bridge over Mill Creek
 - From: 24th Street SE
 - To: 24th Street SE
 - Facility Type: Shared Use Path
 - Partner Agencies: City of Salem
 - Estimated Cost: \$600,000

Appendix G: Refinements to Typical Street Requirements – Text Amendments

Special Street Right-of-way and Improvement Requirements

The Street System Element, Policy 4.6, provides the policy basis for right-of-way requirements. The Plan identifies typical right-of-way requirements based on functional classification. This and other policies acknowledge that there are circumstances that will require adjustments to either the right-of-way required or the physical improvements to the street. These considerations include topographic constraints, natural resources, historic properties, schools, cemeteries, existing on-street parking, livability, and significant cultural features. The Public Works Director has the authority to approve adjustments to street cross sections or right-of-way requirements in response to these or other documented considerations. In some cases the City has undertaken additional

analysis to determine adjustments that are likely to be needed. Variations from the typical right-of-way requirements are documented in the table, Special Street Right-of-way and Improvement Requirements. Special street cross sections for the following streets are included in this appendix:

Hawthorne Avenue NE, Sunnyview Avenue NE to Silverton Road NE

Marine Drive NW

State Street, 12th Street to 24th Street

Appendix G: Refinements to Typical Street Requirements – Table and Figure Amendments

**Table G-1
Special Street Right-of-way and Improvement Requirements**

Amend Table G-1 to add special street right-of-way and improvement requirements for State Street between 12th and 25th Streets, as follows.

| | |
|-----------------------|-------------------------------|
| Street Name: | <u>State Street</u> |
| From: | <u>12th Street</u> |
| To: | <u>13th Street</u> |
| Classification: | <u>Major Arterial</u> |
| Minimum Right-of-way: | <u>101 Feet</u> |
| Improvement Width: | <u>73 Feet</u> |

| | |
|-----------------------|-------------------------------|
| Street Name: | <u>State Street</u> |
| From: | <u>13th Street</u> |
| To: | <u>17th Street</u> |
| Classification: | <u>Major Arterial</u> |
| Minimum Right-of-way: | <u>88 Feet</u> |
| Improvement Width: | <u>64 Feet</u> |

| | |
|-----------------------|-------------------------------|
| Street Name: | <u>State Street</u> |
| From: | <u>17th Street</u> |
| To: | <u>24th Street</u> |
| Classification: | <u>Major Arterial</u> |
| Minimum Right-of-way: | <u>69 Feet</u> |
| Improvement Width: | <u>42 Feet</u> |

| | |
|-----------------------|-------------------------------|
| Street Name: | <u>State Street</u> |
| From: | <u>24th Street</u> |
| To: | <u>25th Street</u> |
| Classification: | <u>Major Arterial</u> |
| Minimum Right-of-way: | <u>86 Feet</u> |
| Improvement Width: | <u>68 Feet</u> |

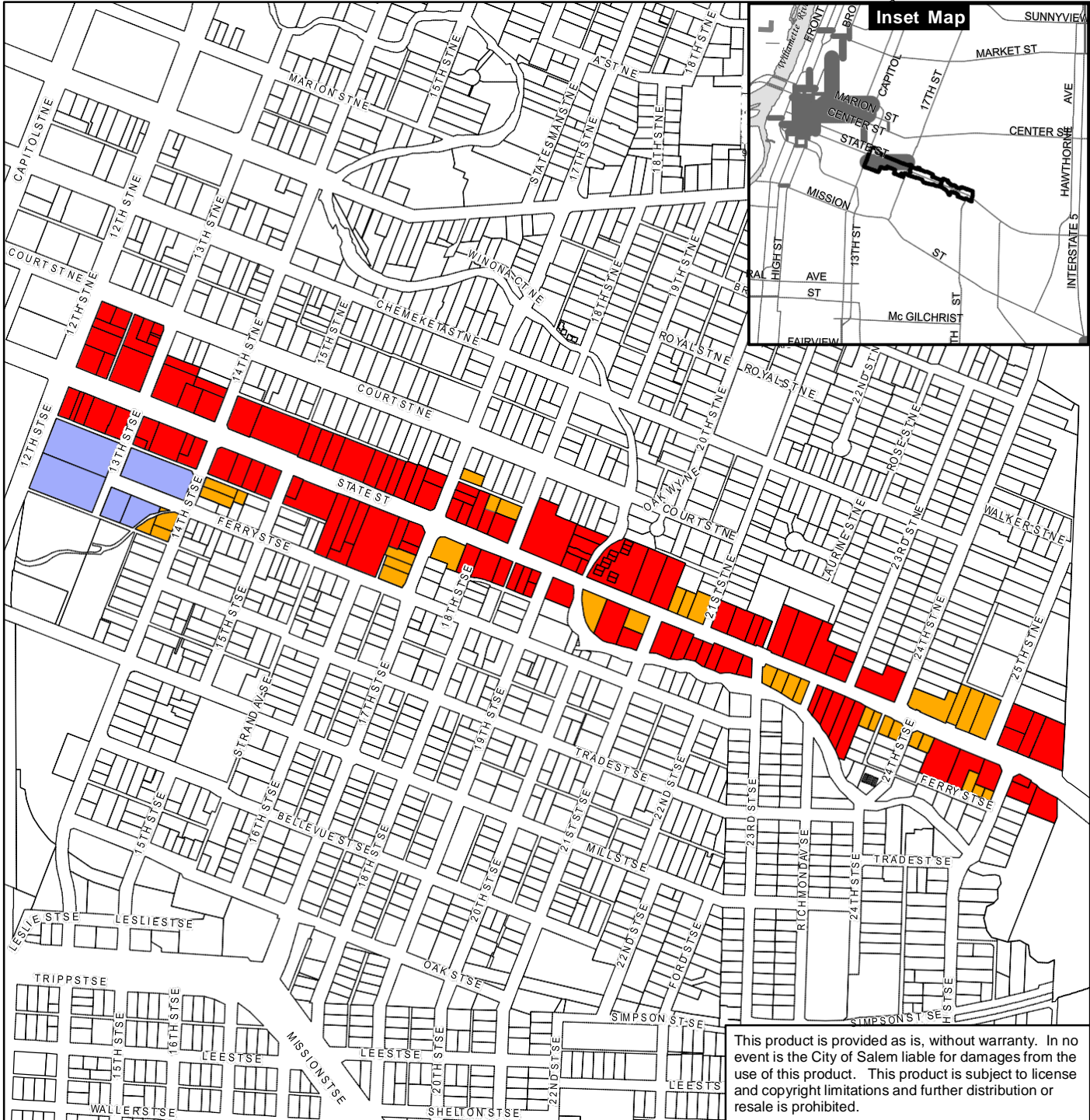
Figure G-4

Insert Figure G-4 to add special street cross section for State Street between 12th and 24th Streets:



Note: The proposed design of State Street between 13th to 14th street does not include bike lanes. It has one lane in each direction and a center turn lane, and it provides wider sidewalks and on-street parking.

State Street Comprehensive Plan Change Areas



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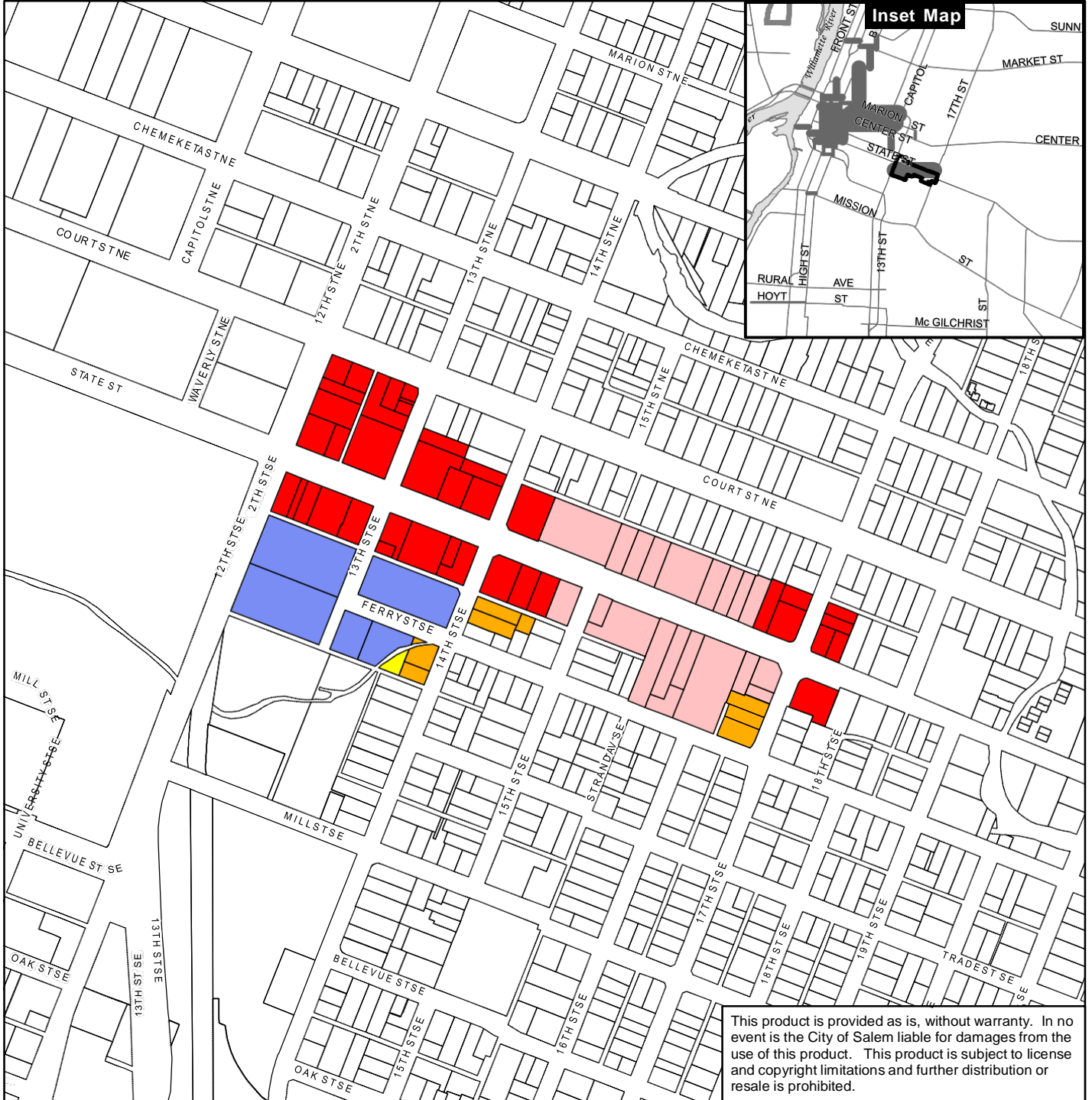
State Street Comprehensive Plan Change Areas

Legend

- Area 1 (COM to MU)
- Area 2 (CSG to MU)
- Area 3 (MF to MU)
- Taxlots

0 175 350 700 Feet

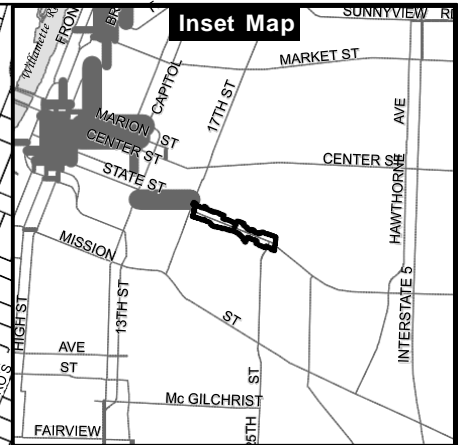
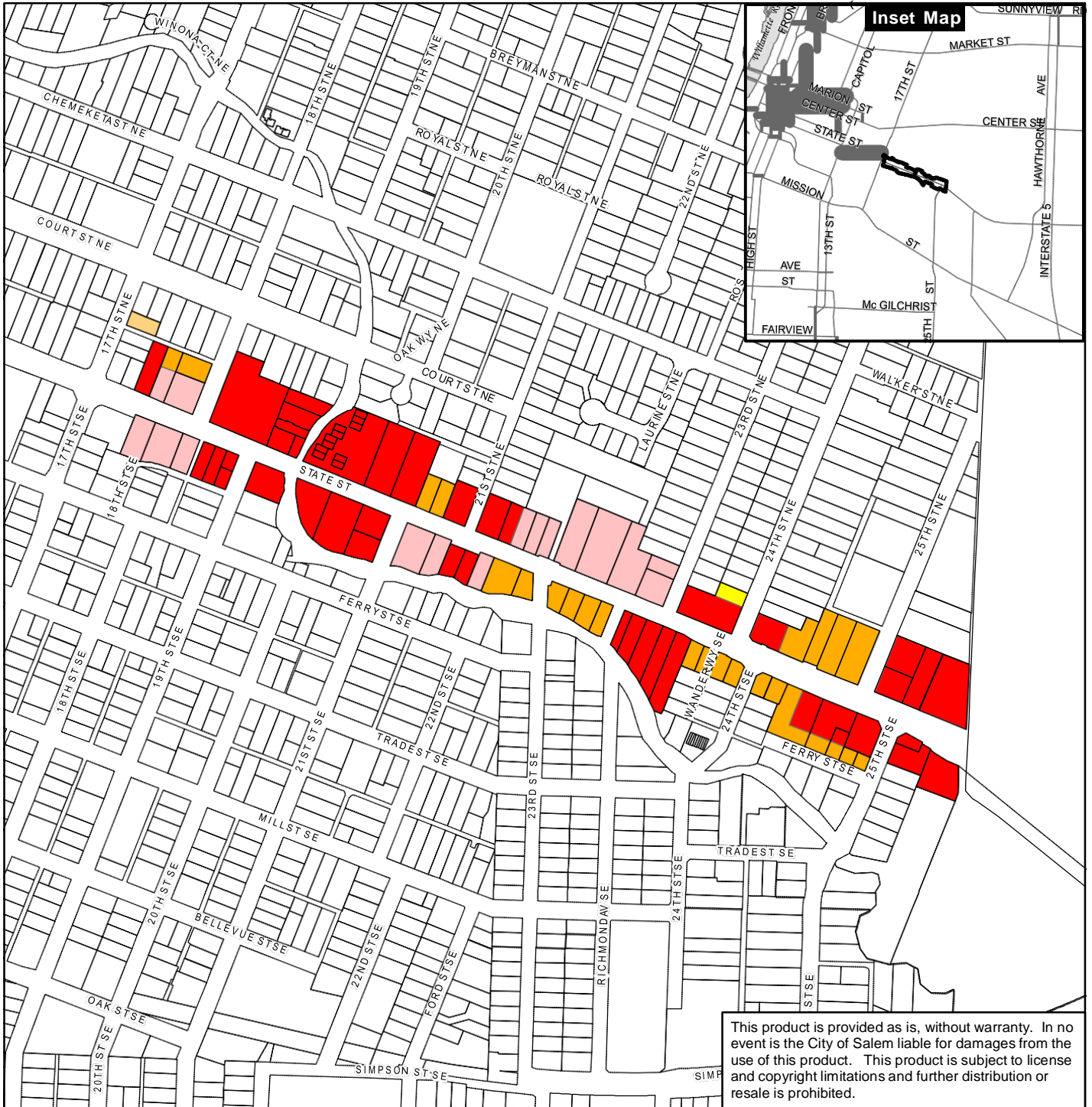
State Street Zone Change Areas (MU-I)



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| | | | |
|---------------|---|--|--|
| Legend | Area 4 (CO to MU-I) | Area 6 (PS to MU-I) | Taxlots |
| | Area 5 (CR to MU-I) | Area 7 (RM-II to MU-I) | |
| | Area 8 (RS to MU-I) | | |
| | | | |
| | | | |

State Street Zone Change Areas (MU-II)



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Legend

| | | |
|-----------------------|--------------------------|---------|
| Area 9 (CO to MU-II) | Area 11 (RM-I to MU-II) | Taxlots |
| Area 10 (CR to MU-II) | Area 12 (RM-II to MU-II) | |
| | Area 13 (RS to MU-II) | |

0 125 250 500 Feet

Exhibit E

FINDINGS FOR ORDINANCE BILL NO. 4-18

AMENDMENTS TO THE UNIFIED DEVELOPMENT CODE, SALEM AREA COMPREHENSIVE PLAN, COMPREHENSIVE PLAN MAP, NEN-SESNA NEIGHBORHOOD PLAN MAP, AND ZONING MAP TO ADOPT NEW ZONING AND A NEW STREET DESIGN FOR THE STATE STREET CORRIDOR

(CODE AMENDMENT CASE NO. CA18-02)

Substantive Findings

Comprehensive Plan Amendment

Amending the Transportation System Plan to adopt a new street design

SRC 64.020 establishes the following approval criteria for a major Comprehensive Plan amendment to be approved:

1. *The amendment is in the best interest of the public health, safety, and welfare of the City.*

Finding: The proposed amendments to the Transportation System Plan (TSP), a component of the Comprehensive Plan, is in the best interest of the public health, safety, and welfare of the City because it provides enhanced facilities for bicyclists and pedestrians in the State Street corridor through a new street design. By providing buffered bike lanes, wide sidewalks, and pedestrian crossings, the new design seeks to improve safety for those traveling on bike or foot, while supporting the vision of State Street as a vibrant, walkable, mixed-use corridor.

The new street design also results in properties along State Street gaining development potential; with the street design being context sensitive, the amount of land abutting the street that needs to essentially be set aside for future road widening is reduced.

2. *The amendment conforms to the applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development.*

Finding: The proposed amendments to the TSP was reviewed for conformance with the applicable Statewide Planning Goals and administrative rules adopted by the Department of Land Conservation and Development. They conform with the statewide planning goals as follows:

Goals 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The proposed amendments to the TSP were developed through a multi-year planning process that included extensive public outreach. The community provided input through a variety of means, including public meetings, stakeholder interviews, property owner meetings, a survey, and an advisory committee. Representatives of Northeast Neighbors (NEN) and Southeast Salem Neighborhood Association (SESNA) served on the advisory committee, and staff presented the proposed amendments at NEN and SESNA meetings and solicited input. The process to adopt the proposed amendments to the TSP requires public notice and affords the public an opportunity to review, comment, and take part in the approval process. The proposed amendments therefore conform with this goal.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The SACP contains the following transportation goal: “To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.”

The TSP is a component of the SACP and is the document that contains goals, objectives, policies, plan maps, and project lists to guide provision of transportation facilities and services in the Salem area. The amendments proposed to the TSP support the overall goal of the Salem Comprehensive Policies Plan by supporting a balanced, multimodal transportation system that supports the safe and efficient movement of goods and people along the State Street corridor. In addition, the amendments align with the Comprehensive Policies Plan, Policy J6, Supportive of Land Use Plan Designations and Development Patterns. The proposed amendments are intended to enhance the corridor for walking, bicycling, and using transit to support the planned land uses and goals of the neighborhood. As such, the amendments are consistent with the overarching goals as contained in the Salem Comprehensive Policies Plan. The proposed amendments therefore conform with this goal.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historical areas and open spaces.

The proposed amendments include modifying the ultimate right-of-way needed along State Street between 17th and 24th Streets. Reducing the ultimate right-of-way needed and modifying the street cross-section will result in less impervious surface and associated stormwater runoff, thereby reducing impacts to natural resources. In addition, the narrower right-of-way in the section east of 17th Street will minimize impacts to Mill Creek, which crosses under State Street east of 19th Street. Minimizing right-of-way requirements also reduces potential impacts to historic resources located adjacent to the corridor. The proposed amendments therefore conform with this goal.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

The EOA, adopted in 2015, was developed consistent with the requirements with Goal 9 and associated administrative rules. It determined that there is expected to be a 271-acre deficit of commercial land in Salem's portion of the UGB over the next 10 years. The EOA recommends meeting this need in several ways, including redeveloping existing commercial areas and allowing or encouraging mixed-use development in downtown or other employment areas. The proposed MU-I and MU-II zones allow mixed-use development and facilitate the redevelopment of commercial areas, if applied to such areas, by allowing a broad array of uses, including retail uses, offices, and other commercial uses. The proposed MU-I zone also establishes design standards that require the ground floor of buildings to accommodate retail uses in the future even if developed initially for other uses. This increases the likelihood that development in the proposed MU-I zone will help the City meet its employment needs. The amendments to the TSP are designed to support the new zoning by improving the pedestrian realm and minimizing right-of-way requirements. The proposed amendments therefore conform with this goal.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

The HNA was intended to comply with Goal 10 and the associated Oregon Administrative Rules 660.008. It determined that there is expected to be a 207-acre deficit of land for multifamily housing in Salem's portion of the UGB over the next 20 years. One way the HNA recommends meeting that need is to lower barriers to multifamily development. The proposed MU-I and MU-II zones accomplishes this by allowing multifamily housing outright and streamlining the approval process for such housing. Specifically, the proposed zones remove the requirement that multifamily developments go through a design review land use application process. The opportunity to meet the housing needs of Salem's diverse and growing population are therefore increased. The proposed amendments to the TSP are intended to support the new zoning by improving the pedestrian realm and minimizing right-of-way requirements. The proposed amendments therefore conform with this goal.

Goal 11: Public Facilities and Services

To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The Public Facilities Plan for the City of Salem includes relevant portions of the Salem Area Wastewater Management Master Plan, Stormwater Master Plan, and Water System Master Plan. The proposed amendments to the Salem TSP do not limit the City's ability to provide a timely, orderly, and efficient arrangement of public facilities and services as identified in the Public Facilities Plan. The proposed amendments therefore conform with this goal.

Goal 12: Transportation

To provide and encourage a safe, convenient, and economic transportation system.

The proposed amendments to the TSP provide for a safe and convenient transportation system by planning pedestrian and bicycle facilities that serve the planned land uses along this corridor. This is accomplished through wide sidewalks, buffered bike lanes (in part),

shared-use paths, a new bicycle/pedestrian bridge across Mill Creek, and pedestrian crossing improvements. Intersection modifications are also included to address capacity for motor vehicles. The proposed amendments therefore conform with this goal.

Oregon Administrative Rule 660-012 implements Goal 12. Section 660-012-0015(3) requires that the system of transportation facilities and services identified in the local transportation system plan be consistent with the regional and state transportation system plans.

2015-2035 Regional Transportation Systems Plan

Finding: The Regional Transportation Systems Plan is supportive of a multimodal and comprehensive transportation system designed with safety of all users that is planned to minimize the impact to the natural and built environment. The proposed amendments to the TSP support provision of safe facilities for people walking and biking through wider sidewalks, protected pedestrian crossings, buffered bike lanes, and a shared-use path. The proposed amendments respond to the natural and built environment by minimizing right-of-way needed for future street widening. Finally, the amendments are the result of a multi-year planning process that engaged the public and a wide variety of stakeholders, which is another goal of the Regional Transportation Systems Plan. For the above reasons, the proposed amendments to the TSP are consistent with the Regional Transportation Systems Plan.

Oregon Transportation Plan

Finding: It is a goal of the Oregon Transportation Plan to support economic vitality.

Policy 4.3 – Creating Communities: It is the policy of the State of Oregon to increase access to goods and services and promote health by encouraging development of compact communities and neighborhoods that integrate residential, commercial and employment land uses to help make shorter trips, transit, walking and bicycling feasible. Integrate features that support the use of transportation choices.

The proposed amendments to the TSP are aimed at supporting land uses that respond to the above policy. Safety for people walking and bicycling, together with a context sensitive street design, are intended to support this policy. For this reason, the proposed amendments are consistent with the Oregon Transportation Plan.

Goals 3, 4, 6, 7, 8, 13, 14, 15, 16, 17, 18, and 19

Goals 3, 4, 6, 7, 8, 13, 14, 15, 16, 17, 18, and 19 are not applicable to the proposed amendments to the TSP.

Comprehensive Plan Map Amendment

Amending the Comprehensive Plan Map and NEN-SESNA Neighborhood Plan Map to the “Mixed Use” designation

SRC 64.025 establishes the following approval criteria for a major Comprehensive Plan map amendment to be approved:

1. *The amendment is in the best interest of the public health, safety, and welfare of the City.*

Finding: The proposed Comprehensive Plan map and neighborhood plan map changes are in the best interest of the public health, safety, and welfare of the City because they will facilitate pedestrian-friendly, mixed-use development and redevelopment along a highly visible corridor, State Street between 12th and 25th streets, which is referred to as the State Street corridor. Today, the area proposed to be redesignated to “Mixed Use” has a patchwork of different designations, including “Multi-Family Residential,” “Commercial,” and “Community Service Government.” The proposed Comprehensive Plan Map and NEN-SESNA Neighborhood Plan Map change to the “Mixed Use” designation will facilitate development in a manner that complements the surrounding neighborhoods and helps meet Salem’s projected housing and employment needs. Among the purposes of the “Mixed Use” designation is to allow a mixture of complementary land uses to create economic and social vitality and to develop mixed-use areas that are safe, comfortable, and attractive to pedestrians. The proposed changes implement the vision for State Street that was established by NEN and SESNA in their joint neighborhood plan adopted in 2015.

2. *The amendment conforms to the applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development.*

Finding: The proposed Comprehensive Plan map and neighborhood plan map changes were reviewed for conformance with the applicable Statewide Planning Goals and administrative rules adopted by the Department of Land Conservation and Development. They conform with the statewide planning goals as follows:

Goals 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The proposed Comprehensive Plan map and neighborhood plan map changes were developed through a multi-year planning process that included extensive public outreach. The community provided input through a variety of ways, including public meetings, stakeholder interviews, property owner meetings, a survey, and an advisory committee. The proposed changes implement the vision for State Street that was established in the 2015 NEN-SESNA Neighborhood Plan adopted in 2015. That plan was developed through a collaborative process that included extensive public outreach and input from NEN and SESNA residents, property owners, business operators, and other stakeholders.

The process to adopt these proposed map changes requires public notice and affords the public an opportunity to review, comment, and take part in the approval process. The proposed map changes therefore conform with this goal.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The City has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The SACP has been adopted by the City and acknowledged by the Land Conservation and Development Commission as being in compliance with the statewide goals, state statutes, and state administrative rules.

The NEN-SESNA Neighborhood Plan was adopted by the City Council on February 9, 2015, and that included adopting the generalized land use map as a component of the SACP. The City Council also adopted the NEN and SESNA opportunities maps as support documents to the SACP. The opportunities maps recommend changing the existing zoning along State Street between 12th and 25th street to a mixed-use zone. The proposed Comprehensive Plan map and neighborhood plan map changes allow beneficial use of the properties in the State Street corridor in line with those recommendations in the NEN-SESNA Neighborhood Plan. The proposed map changes therefore conform with this goal.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historical areas and open spaces.

The proposed Comprehensive Plan map and neighborhood plan map changes do not eliminate the requirement for future development in the State Street corridor to meet the conditions of SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), and Chapter 230 (Historic Preservation). There are several historic resources in the State Street corridor. Generally, any exterior changes to them will continue to be required to go through historic design review under Chapter 230. All protections afforded to historic resources in the State Street corridor will also remain. The proposed map changes therefore conform with this goal.

Goal 6: Air, Water and Land Resources Quality

To maintain and improve the quality of air, water, and land resources of the state.

Goal 7: Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters.

The proposed Comprehensive Plan map and neighborhood plan map changes do not eliminate the requirement for future development to meet the conditions of SRC Chapter 808 (Preservation of Trees and Vegetation), SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), and SRC Chapter 810 (Landslide Hazards). The proposed changes also do not affect policies established by the SACP and NEN-SESNA Neighborhood Plan associated with goals 6 and 7. The proposed map changes therefore conform with goals 6 and 7.

Goal 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destinations resorts.

The Salem Comprehensive Park System Master Plan Update (Parks Master Plan) was

adopted on May 13, 2013. Application of the “Mixed Use” Comprehensive Plan map designation to properties in the State Street corridor does not preclude the siting of any facilities identified in the Parks Master Plan. The “Mixed Use” designation, as implemented by the proposed MU-I and MU-II zones, will allow parks, open space, and recreation services such as museums, community centers, nature centers, youth clubs, and zoological gardens. The proposed map changes therefore conform with this goal.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

The EOA, adopted in 2015, was developed consistent with the requirements with Goal 9 and associated administrative rules. It determined that there is expected to be a 271-acre deficit of commercial land in Salem’s portion of the UGB over the next 20 years. The EOA recommends meeting this need in several ways, including redeveloping existing commercial areas and allowing or encouraging mixed-use development in downtown or other employment areas. Currently, the area proposed to be redesignated in the State Street corridor is largely designated on the Comprehensive Plan map and neighborhood map as “Commercial” and “Multi-Family Residential.” The proposed Comprehensive Plan map and neighborhood plan map changes to the “Mixed Use” designation, as implemented by the proposed MU-I and MU-II zones, facilitate mixed-use development in the State Street corridor and the redevelopment of the existing commercial corridor by allowing a broad array of uses outright, including retail uses, offices, and other commercial uses. This is further described below. Among the purposes of the “Mixed Use” designation is to allow a mixture of complementary land uses to create economic and social vitality and to develop mixed-use areas that are safe, comfortable, and attractive to pedestrians.

Area 1: Commercial (COM) to Mixed Use (MU)

The “Commercial” designation is generally characterized by commercial uses. The designation, as implemented by the Commercial Office (CO) zone, allows offices but prohibits most personal services, restaurants, and retail uses. The designation, as implemented by the Retail Commercial (CR) zone, allows most offices, personal services, restaurants, and retail uses. The proposed change to the “Mixed Use” designation, as implemented by the proposed MU-I and MU-II zones, will allow all offices and retail sales and services outright on properties in Area 12. The amount of land for commercial uses will therefore be maintained. The proposed change will help meet the need for land for retail uses by expanding where retail uses can be developed in Area 12.

Area 2: Community Service Government (CSG) to Mixed Use (MU)

The “Community Service Government” designation, as implemented by the PS zone, prohibits most offices, personal services, and retail uses. The proposed change to the “Mixed Use” designation, as implemented by the proposed MU-I zone, will allow all offices and retail sales and services outright on properties in Area 13. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

Area 3: Multi-Family Residential (MF) to Mixed Use (MU)

The “Multi-Family Residential” designation is characterized by a mix of housing types, with the predominant use of land being housing. As implemented by the Multiple Family I (RM-I) and Multiple Family II (RM-II) zones, the designation prohibits most offices, personal services, restaurants, and retail uses. The proposed change to the “Mixed Use” designation, as implemented by the proposed MU-I and MU-II zones, will allow all offices and retail sales and services outright on properties in Area 11. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

For the above reasons, the proposed map changes therefore conforms with this goal.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

The HNA was intended to comply with Goal 10 and the associated Oregon Administrative Rules 660.008. It determined that there is expected to be a 207-acre deficit of land for multifamily housing in Salem’s portion of the urban growth boundary (UGB) over the next 20 years. One way the HNA recommends meeting that need is to lower barriers to multifamily development. Currently, the area proposed to be redesignated in the State Street corridor is largely designated on the Comprehensive Plan map and neighborhood map as “Commercial” and “Multi-Family Residential.” Under the “Commercial” designation, the predominant use is intended to be commercial. The proposed Comprehensive Plan map and neighborhood plan map changes to the “Mixed Use” designation lowers barriers to multifamily development because that designation encompasses a variety of housing opportunities as well as retail, offices, and other compatible uses. The “Mixed Use” designation, as implemented by the proposed MU-I and MU-II zones, specifically facilitates the development of multifamily housing in the State Street corridor by allowing such housing outright. Therefore, the “Mixed Use” designation increases the amount of land for multifamily development, helping address the projected deficit of multifamily land identified in the HNA. Overall, the proposed change increases the opportunity to meet the housing needs of Salem’s diverse and growing population.

Area 1: Commercial (COM) to Mixed Use (MU)

The “Commercial” designation is generally characterized by commercial uses. The designation, as implemented by the CO zone, allows multifamily outright and requires multifamily development to go through a design review land use process. The designation, as implemented by the CR zone, allows multifamily housing through a conditional use permit and also requires multifamily development to go through a design review land use process. The proposed change to the “Mixed Use” designation, as implemented by the proposed MU-I and MU-II zones, will allow multifamily housing outright. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 2: Community Service Government (CSG) to Mixed Use (MU)

The “Community Service Government” designation, as implemented by the PS zone, prohibits multifamily housing. The proposed change to the “Mixed Use” designation, as implemented by the MU-I zone, will allow multifamily housing outright on properties in Area 13. This increases the amount of land for multifamily housing, helping address the projected deficit of multifamily land identified in the HNA.

Area 3: Multi-Family Residential (MF) to Mixed Use (MU)

The “Multi-Family Residential” designation is characterized by a mix of housing types, with the predominant use of land being housing. As implemented by the RM-I and RM-II zones, allows multifamily housing, but multifamily development in those zones are required to go through a design review land use application process. The proposed change to the “Mixed Use” designation as implemented by the MU-I and MU-II zones allow all multifamily housing outright on properties in Area 11. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

For the above reasons, the proposed map changes therefore conform with this goal.

Goal 12: Transportation

To provide and encourage a safe, convenient, and economic transportation system.

Goal 12 is implemented through Oregon Administrative Rules 660-012. Oregon Administrative Rule 660-012-0060(1) defines when a plan or land use regulation amendment significantly impacts a transportation facility. The proposed Comprehensive Plan map and neighborhood plan map changes are not projected to have a significant impact on the transportation system because the trip generation is similar between the existing and proposed map designations. The uses allowed in the new mixed-use designation are consistent with the functional classification of State Street as a major arterial.

The Salem Transportation System Plan is being amended concurrently with this Plan map amendment to support the mixed-use, pedestrian-oriented land uses envisioned with this designation. The amendments to the Salem Transportation System Plan also include intersection modifications to accommodate future traffic volumes.

The proposed Comprehensive Plan map and neighborhood plan map changes, as implemented by the proposed MU-I and MU-II zones, also require pedestrian-friendly development in the State Street corridor and connections to pedestrian systems. In addition, lowering barriers to developing a mix of uses is intended to promote trips by modes other than the single-occupant vehicle. This further assures that the proposed map changes conform with this goal.

Goal 13: Energy Conservation

To conserve energy.

The proposed Comprehensive Plan map and neighborhood plan map changes, as implemented by the proposed MU-I and MU-II zones, facilitate the redevelopment and reuse of vacant land in the State Street corridor by allowing a broad mix of uses and expanding the ways in which many properties can be used and developed. The proposed “Mixed Use” designation also facilitates mixed-use development and multifamily housing along State Street, a major transit corridor, which reduces the reliance on automobile trips. The proposed map changes therefore conform with this goal.

Goal 14: Urbanization

To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

The proposed Comprehensive Plan map and neighborhood plan map changes help accommodate Salem’s urban population and employment and ensure efficient use of land inside the UGB by facilitating the development of multifamily housing and commercial uses throughout the State Street corridor. Specifically, the proposed “Mixed Use” designation encompasses a variety of housing opportunities as well as retail, offices, and other compatible commercial uses, and applying it to the State Street corridor increases the opportunities to develop those uses either alone or as part of a mixed-use development. The proposed map changes therefore conform with this goal.

Goals 3, 4, 11, 15, 16, 17, 18, and 19

Goals 3, 4, 11, 15, 16, 17, 18, and 19 are not applicable to the proposed Comprehensive Plan map and neighborhood plan map changes.

Code Amendment

Amending the Unified Development Code to create the Mixed Use-I (MU-I) and Mixed Use-II (MU-II) zones

SRC 110.085 establishes the following approval criteria for an amendment to the Unified Development Code (SRC chapters 110 through 900) to be approved:

- 1. The amendment is in the best interest of the public health, safety, and welfare of the City*

Finding: The proposed code amendment is in the best interest of the public health, safety, and welfare of the City because it will facilitate pedestrian-friendly, mixed-use development and redevelopment in Salem by creating two new mixed-use zones. Specifically, the proposed MU-I and MU-II zones allow a broad range of uses outright, including housing, offices, and retail uses. Currently, there are no other zones in Salem that allow this mix of uses without going through a land use process. By creating these zones, property owners - as well as the City - will have the option to apply these zones to properties where mixed-use development is desired or flexibility in uses, more broadly, is sought. The proposed zones also encourage development to be oriented to pedestrians, which will create more inviting environments to those traveling on foot. In addition, the proposed code amendment will also protect the welfare of the community by establishing standards such as setbacks based on

height to ensure that development in the MU-I and MU-II zones is compatible with surrounding neighborhoods.

2. *The amendment conforms with the Salem Area Comprehensive Plan, applicable statewide planning goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.*

Finding: The Salem Area Comprehensive Plan (SACP) is the long-range plan for guiding development in the Salem urban area. The overall goal of the plan is to accommodate development in a timely, orderly, and efficient arrangement of land uses and public facilities and services that meet the needs of present and future residents of the Salem urban area.

The proposed code amendment was reviewed for conformance with the applicable goals and policies of the SACP. It is compatible and consistent with the goals and policies of the SACP as follows:

General Development Policy 1: Citizen Involvement

Opportunities for broad-based citizen involvement in the development, revision, monitoring and implementation of the Salem Area Comprehensive Plan shall be provided by the City of Salem and Marion and Polk Counties. Where neighborhood groups have been officially recognized by the governing body, they shall be included in the planning process. To help assure citizen participation and information, public hearings shall be held prior to adoption of all land use ordinances.

The proposed zones were developed through a multi-year planning process that included extensive public outreach. The community provided input through a variety of ways, including public meetings, stakeholder interviews, property owner meetings, a survey, and an advisory committee. Representatives of Northeast Neighbors (NEN) and Southeast Salem Neighborhood Association (SESNA) served on the advisory committee, and staff presented the proposed zones at NEN and SESNA meetings and solicited input. The process to adopt this proposed code amendment requires public notice and affords the public an opportunity to review, comment, and take part in the approval process.

Mixed-Use Development Goal: *To provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses, to create economic and social vitality.*

Mixed-Use Policy 1: Development

Encourage efficient use of land by facilitating compact, high-density development and minimizing the amount of land that is needed to accommodate automobile parking. Where appropriate, revise mixed-use design standards to make them simpler and easier to use, including making mixed-use design standards consistent across mixed-use areas.

Mixed-Use Policies 3: Priorities for Mobility and Access

Facilitate development (land use mix, density, connectivity, design, and orientation) that reduces the need for, and frequency of, SOV trips and supports public transit, where applicable.

Urban Growth Policy 4: Infill

Development of land with existing urban services shall be encouraged before the conversion of urbanizable lands to urban uses.

The proposed MU-I and MU-II zones allow a variety of complementary uses such as housing, retail, offices, and civic uses, and they are allowed outright. This will facilitate mixed-use development, which reduces the need for single-occupancy trips and creates social and economic vitality. The proposed zones also establish standards that allow high-density development and reduce parking requirements for multifamily development. This minimizes the amount of land needed for parking.

The proposed zones also encourage infill development because of the broad range of uses allowed. Specifically, property owners looking to develop or redevelop their land – including vacant or underutilized land – can apply for either of the proposed zones to expand the ways in which they can use their property. This flexibility allows property owners to better respond to market changes and develop their property.

Mixed-Use Policies 6: Design

Develop commercial and mixed-use areas that are safe, comfortable and attractive to pedestrians.

Mixed-Use Policies 4: Priorities for Mobility and Access

Reinforce streets as public places that encourage pedestrian and bicycle travel.

The proposed MU-I and MU-II zones establish design standards that promote pedestrian-friendly development. For example, the zones require the ground floors of buildings on major streets to have windows and weather protection, and parking is required to be behind or beside buildings. Buildings are required to be built up to the sidewalk; they can also be set back by up to 10 feet if that space is used to provide pedestrian amenities such as a plaza. This reinforces the street as public places, encouraging pedestrian activity and travel.

Mixed-Use Policies 8: Design

Provide appropriate transitions between mixed-use areas and adjacent single-use neighborhoods.

General Development Policy 12: Development Compatibility

Land use regulations which govern the siting of any development shall encourage development to reduce its impact on adjacent properties by screening, landscaping, setback, height, and mass regulations.

Residential Development Policy 8: Protection of Residential Areas

Residential areas shall be protected from more intensive land use activity in abutting zones.

The proposed MU-I and MU-II zones provide transitions and buffers between development and adjacent residential zones. Specifically, a 10-foot setback is required, and that required setback increases as the height of the building increases. In other words, the taller a building is, the farther away it must be from adjacent residential zones. Setback areas are also required to be landscaped.

Residential Development Policy 1: Establishing Residential Uses

The location and density of residential uses shall be determined after consideration of the following factors:

- a) The type and distribution of housing units required to meet expected population growth within the Salem urban growth boundary...*

The proposed MU-I and MU-II zones facilitate the development of housing by allowing multifamily housing outright and streamlining the approval process for such housing. Specifically, the proposed zones remove the requirement that multifamily developments go through a design review land use application process. The opportunity to meet the housing needs of Salem's diverse and growing population are therefore increased. According to the Salem Housing Needs Analysis, there is expected to be a 207-acre deficit of land for multifamily housing in Salem's portion of the urban growth boundary (UGB) over the next 20 years. One way the HNA recommends meeting that need is to lower barriers to multifamily development, which this proposed code amendment does.

The proposed code amendment was also reviewed for conformance with the applicable Statewide Planning Goals and administrative rules adopted by the Department of Land Conservation and Development. It conforms with the statewide planning goals as follows:

Goals 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The proposed MU-I and MU-II zones were developed through a multi-year planning process that included extensive public outreach. The community provided input through a variety of ways, including public meetings, stakeholder interviews, property owner meetings, a survey, and an advisory committee. Representatives of Northeast Neighbors (NEN) and Southeast Salem Neighborhood Association (SESNA) served on the advisory committee, and staff presented the proposed zones at NEN and SESNA meetings and solicited input. The process to adopt this proposed code amendment requires public notice and affords the public an opportunity to review, comment, and take part in the approval process. The proposed code amendment therefore conforms with this goal.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The City has established a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions. The SACP has been adopted by the City and acknowledged by the Land Conservation and development Commission as being in compliance with the statewide goals, state statutes, and state administrative rules. The proposed code amendment establishes two proposed mixed-use zones, which if applied to property in Salem, would be accompanied by amendments to the Comprehensive Plan Map to the "Mixed Use" designation. This would ensure that rezoned areas would be consistent with the SACP. The

proposed code amendment therefore conforms with this goal.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historical areas and open spaces.

The proposed code amendment does not eliminate the requirement for future development in the proposed MU-I and MU-II zones to meet the conditions of SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), and Chapter 230 (Historic Preservation). The proposed mixed-use zones require building setbacks when the zones are located adjacent to a residential zone, including residential zones within a historic district. Specifically, a minimum 10-foot setback is required, plus 1.5 feet of additional setback for each 1 foot of building height above 15 feet. This setback provides a buffer between properties that are zoned MU-I or MU-II and properties in a residential zone, including residential zones within a historic district. The proposed code amendment therefore conforms with this goal.

Goal 6: Air, Water and Land Resources Quality

To maintain and improve the quality of air, water, and land resources of the state.

Goal 7: Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters.

The proposed MU-I and MU-II zones do not eliminate the requirement for future development in those zones to meet the conditions of SRC Chapter 808 (Preservation of Trees and Vegetation), SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), and SRC Chapter 810 (Landslide Hazards). The proposed code amendment therefore conforms with goals 6 and 7.

Goal 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destinations resorts.

The proposed MU-I and MU-II zones allow parks, open space, and recreation services such as museums, community centers, nature centers, youth clubs, and zoological gardens. The proposed code amendment therefore conforms with this goal.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

The Salem Economic Opportunities Analysis (EOA), adopted in 2015, was developed consistent with the requirements with Goal 9 and associated administrative rules. It determined that there is expected to be a 271-acre deficit of commercial land in Salem's portion of the UGB over the next 10 years. The EOA recommends meeting this need in several ways, including redeveloping existing commercial areas and allowing or encouraging mixed-use development in downtown or other employment areas. The proposed MU-I and MU-II zones allow mixed-use development and facilitate the redevelopment of commercial areas, if applied to such areas, by allowing outright a broad array of uses, including retail

uses, offices, and other commercial uses. The proposed MU-I zone also establishes design standards that require the ground floor of buildings to accommodate retail uses in the future even if developed initially for other uses. This increases the likelihood that development in the proposed MU-I zone will help the City meet its employment needs. The proposed code amendment therefore conforms with this goal.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

The Salem Housing Needs Analysis (HNA) was intended to comply with Goal 10 and the associated Oregon Administrative Rules 660.008. It determined that there is expected to be a 207-acre deficit of land for multifamily housing in Salem’s portion of the urban growth boundary (UGB) over the next 20 years. One way the HNA recommends meeting that need is to lower barriers to multifamily development. The proposed MU-I and MU-II zones accomplishes this by allowing multifamily housing outright and streamlining the approval process for such housing. Specifically, the proposed zones remove the requirement that multifamily developments go through a design review land use application process. The opportunity to meet the housing needs of Salem’s diverse and growing population are therefore increased. The proposed code amendment therefore conforms with this goal.

Goal 12: Transportation

To provide and encourage a safe, convenient, and economic transportation system.

The proposed MU-I and MU-II zones encourage a safe and convenient transportation system by facilitating pedestrian-friendly development. This is accomplished through development standards that require, for example, buildings to be built up to or close to the sidewalk, building entrances to face major streets, and parking lots to be located behind or beside buildings. This minimizes potential conflicts between pedestrians and other modes of transportation. The proposed code amendment therefore conforms with this goal.

Goal 13: Energy Conservation

To conserve energy.

The proposed MU-I and MU-II zones facilitate the redevelopment and reuse of vacant land by allowing a broad mix of uses outright. Property owners looking to develop or redevelop their land – including vacant or underutilized land – can apply for either of the proposed zones to expand the ways in which they can use their property. This flexibility allows property owners to better respond to market changes and develop their property. The proposed zones also facilitate mixed-use development, which reduces the reliance on automobile trips.

Goal 14: Urbanization

To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

The proposed MU-I and MU-II zones help accommodate Salem’s urban population and

employment inside the UGB by allowing multifamily housing and a range of commercial uses outright. Property owners, as well as the City, can seek to apply the proposed zones to areas where such uses are not currently allowed or are only allowed through conditional use permits. This could increase the amount of land available for multifamily and commercial uses in the city. The proposed zones also ensure the efficient use of land by allowing a mix of uses on the same property. The proposed code amendment therefore conforms with this goal.

Goals 3, 4, 11, 15, 16, 17, 18, and 19

Goals 3, 4, 11, 15, 16, 17, 18, and 19 are not applicable to the proposed code amendment.

Zone Change

Changing the zoning to MU-I and MU-II

SRC 265.010 establishes the following approval criteria for a legislative zone change to be approved:

1. *The zone change is in the best interest of the public health, safety, and welfare of the City.*

Finding: The proposed zone change is in the best interest of the public health, safety, and welfare of the City because it will facilitate and encourage pedestrian-friendly, mixed-use development and redevelopment along a highly visible corridor that includes vacant and underutilized properties. Today, the area proposed to be rezoned has a patchwork of different zones, including Multiple Family II (RM-II), Commercial Office (CO), and Retail Commercial (CR). Each zone has allows and prohibits different uses. The proposed zone change to the MU-I and MU-II zones will enable a broad range of uses to be developed throughout the State Street corridor, including multifamily housing, offices, retail uses, and other complementary uses. This consistent, flexible zoning will help Salem meet its future housing and employment needs on State Street. The proposed zone change will also ensure that development on State Street is oriented to pedestrians and compatible with surrounding neighborhoods. The proposed change implements the vision for State Street that was established by NEN and SESNA in their joint neighborhood plan adopted in 2015.

2. *The zone change complies with the Salem Area Comprehensive Plan, applicable statewide planning goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.*

Finding: The SACP is the long-range plan for guiding development in the Salem urban area. The overall goal of the plan is to accommodate development in a timely, orderly, and efficient arrangement of land uses and public facilities and services that meet the needs of present and future residents of the Salem urban area.

The proposed zone change was reviewed for conformance with the applicable goals and policies of the SACP. It is compatible and consistent with the goals and policies of the SACP as follows:

General Development Policy 1: Citizen Involvement

Opportunities for broad-based citizen involvement in the development, revision, monitoring and implementation of the Salem Area Comprehensive Plan shall be provided by the City of Salem and Marion and Polk Counties. Where neighborhood groups have been officially recognized by the governing body, they shall be included in the planning process. To help assure citizen participation and information, public hearings shall be held prior to adoption of all land use ordinances.

The proposed zone change is the result of a multi-year planning process that included extensive public outreach. The community provided input through a variety of ways, including public meetings, stakeholder interviews, property owner meetings, a survey, and an advisory committee. Representatives of Northeast Neighbors (NEN) and Southeast Salem Neighborhood Association (SESNA) served on the advisory committee, and staff presented the proposed zone change at NEN and SESNA meetings and solicited input. The process to adopt this proposed zone change requires public notice and affords the public an opportunity to review, comment, and take part in the approval process.

Mixed-Use Development Goal: *To provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses, to create economic and social vitality.*

Mixed-Use Policy 1: Development

Encourage efficient use of land by facilitating compact, high-density development and minimizing the amount of land that is needed to accommodate automobile parking. Where appropriate, revise mixed-use design standards to make them simpler and easier to use, including making mixed-use design standards consistent across mixed-use areas.

Mixed-Use Policies 3: Priorities for Mobility and Access

Facilitate development (land use mix, density, connectivity, design, and orientation) that reduces the need for, and frequency of, SOV trips and supports public transit, where applicable.

Urban Growth Policy 4: Infill

Development of land with existing urban services shall be encouraged before the conversion of urbanizable lands to urban uses.

The proposed zone change will allow a variety of complementary uses such as housing, retail, offices, and civic uses in the State Street corridor, and they will be allowed outright. This will facilitate mixed-use development on State Street, which will reduce the need for single-occupancy trips and will create social and economic vitality. The proposed zone change will also allow high-density development and reduce parking requirements for multifamily development in the State Street corridor. This will minimize the amount of land needed for parking.

The proposed zone change to the MU-I and MU-II zones will also encourage infill development in the State Street corridor where there are vacant and underutilized properties. The proposed zones will provide property owners on State Street flexibility in how they use their properties, allowing them to better respond to the market and develop their land.

Mixed-Use Policies 6: Design

Develop commercial and mixed-use areas that are safe, comfortable and attractive to pedestrians.

Mixed-Use Policies 4: Priorities for Mobility and Access

Reinforce streets as public places that encourage pedestrian and bicycle travel.

The proposed zone change applies the proposed MU-I and MU-II zones to the State Street corridor and will promote pedestrian-friendly development through development standards. For example, the ground floors of buildings on State Street will be required to have windows and weather protection, and parking will be required to be behind or beside buildings. Buildings will be required to be built up to the sidewalk; they could also be set back by up to 10 feet if that space is used to provide pedestrian amenities such as a plaza. This reinforces the street as public places, encouraging pedestrian activity and travel.

Mixed-Use Policies 8: Design

Provide appropriate transitions between mixed-use areas and adjacent single-use neighborhoods.

General Development Policy 12: Development Compatibility

Land use regulations which govern the siting of any development shall encourage development to reduce its impact on adjacent properties by screening, landscaping, setback, height, and mass regulations.

Residential Development Policy 8: Protection of Residential Areas

Residential areas shall be protected from more intensive land use activity in abutting zones.

The proposed zone change will provide transitions and buffers between development in the State Street corridor and adjacent residential zones. Specifically, development in the MU-I and MU-II zones will be required to be set back at least 10 feet from adjacent residential zones, and that distance will increase as the height of a building increases. Currently, this increasing setback, based on height, is not required for all development on State Street. The proposed zone change seeks to reduce the potential impacts new development on State Street could have on abutting residential areas.

Residential Development Policy 1: Establishing Residential Uses

The location and density of residential uses shall be determined after consideration of the following factors:

- a) *The type and distribution of housing units required to meet expected population growth within the Salem urban growth boundary...*

Residential Development Policy 6: Multi-Family Housing

Multi-family housing shall be located in areas proximate to existing or planned transportation corridors, public facilities and services:

- a) *To encourage the efficient use of residential land and public facilities, development regulations shall require minimum densities for multiple family development zones;*
- b) *Development regulations shall promote a range of densities that encourage a variety of housing types;*
- c) *Multiple family developments should be located in areas that provide walking, auto or transit connections to: (1) Employment centers; (2) Shopping areas; (3) Transit service; (4) Parks; (5) Public buildings.*

The proposed zone change will facilitate the development of multifamily housing in the State Street corridor by allowing it outright and streamlining the approval process for such housing. Specifically, the proposed MU-I and MU-II zones will remove the requirement that multifamily developments go through a design review land use application process. The opportunity to meet the housing needs of Salem's diverse and growing population are therefore increased. According to the HNA, there is expected to be a 207-acre deficit of land for multifamily housing in Salem's portion of the UGB over the next 20 years. One way the HNA recommends meeting that need is to lower barriers to multifamily development. The proposed zone change does this in the State Street corridor.

The proposed zone change also allows multifamily housing to be located on State Street, which provides walking, auto, and transit connections to employment centers and public buildings such as State of Oregon offices, Willamette University, the Oregon State Capitol, and eventually downtown Salem. State Street is also identified as part of Cherriots Core Network for highest priority transit service.

Commercial Development Policy 3: Redevelopment

Redevelopment of existing shopping and service facilities should be encouraged where appropriate to provide neighborhood services or as part of mixed-use development with multifamily housing. The City may use financial and other tools to encourage redevelopment of existing shopping and service facilities, especially in Urban Renewal Areas.

The proposed zone change will facilitate the redevelopment of existing buildings on State Street into mixed-use development by allowing multifamily housing, retail, office, and other complementary uses outright.

The proposed zone change was reviewed for conformance with the applicable Statewide Planning Goals and administrative rules adopted by the Department of Land Conservation and Development. They conform with the statewide planning goals as follows:

Goals 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The proposed zone change is the result of a multi-year planning process that included extensive public outreach. The community provided input through a variety of ways, including public meetings, stakeholder interviews, property owner meetings, a survey, and an advisory committee. The proposed change implements the vision for State Street that was established in the 2015 NEN-SESNA Neighborhood Plan adopted in 2015. That plan was developed through a collaborative process that included extensive public outreach and input from NEN and SESNA residents, property owners, business operators, and other stakeholders.

The process to adopt these proposed zone change requires public notice and affords the public an opportunity to review, comment, and take part in the approval process. The proposed zone change therefore conforms with this goal.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

The City has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The SACP has been adopted by the City and acknowledged by the Land Conservation and Development Commission as being in compliance with the statewide goals, state statutes, and state administrative rules.

The NEN-SESNA Neighborhood Plan was adopted by the City Council on February 9, 2015, and that included adopting the generalized land use map as a component of the SACP. The City Council also adopted the NEN and SESNA opportunities maps as support documents to the SACP. The opportunities maps recommend changing the existing zoning along State Street between 12th and 25th street to a mixed-use zone. The proposed zone changes allow beneficial use of the properties in the State Street corridor in line with those recommendations in the NEN-SESNA Neighborhood Plan. The proposed zone change is accompanied by corresponding amendments to the SACP and NEN-SESNA Neighborhood Plan Generalized Land Use Map to ensure that the rezoned areas are consistent with Salem’s adopted SACP. The proposed zone changes therefore conform with this goal.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historical areas and open spaces.

The proposed zone change does not eliminate the requirement for future development in the State Street corridor to meet the conditions of SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), and Chapter 230 (Historic Preservation). There are several historic resources in the State Street corridor. Generally, any exterior changes to them will continue to be required to go through historic design review under Chapter 230. All protections afforded to historic resources in the State Street corridor will also remain.

The area proposed to be rezoned to MU-I is adjacent to the Court-Chemeketa Residential Historic District. The proposed zone change does not include any changes to the historic district or properties within that district. Currently, the vast majority of properties adjacent to the historic district are zoned CO or CR and are separated from those zones by an alley. In both the CO and CR zones, there is no setback required abutting an alley. In other words, a building that is up to 70 feet in the CO zone or up to 50 feet in the CR zone could be constructed on the rear property line adjacent to the alley south of the historic district.

The proposed MU-I zone requires building setbacks when the zone is located adjacent to a residential zone, including residential zones within a historic district. That setback is required even if there is an alley between the MU-I zone and the residential zone. Specifically, a minimum 10-foot setback is required, plus 1.5 feet of additional setback for each 1 foot of building height above 15 feet. This setback provides a buffer between properties that are zoned MU-I on State Street and residentially-zoned properties in the historic district. The proposed zone change therefore conforms with this goal.

Goal 6: Air, Water and Land Resources Quality

To maintain and improve the quality of air, water, and land resources of the state.

Goal 7: Areas Subject to Natural Disasters and Hazards

To protect life and property from natural disasters.

The proposed zone change does not eliminate the requirement for future development in those zones to meet the conditions of SRC Chapter 808 (Preservation of Trees and Vegetation), SRC Chapter 809 (Wetlands), SRC Chapter 601 (Floodplain Overlay Zone), and SRC Chapter 810 (Landslide Hazards). The proposed zone change also does not affect policies established by the SACP and NEN-SESNA Neighborhood Plan associated with goals 6 and 7. The proposed zone change therefore conform with goals 6 and 7.

Goal 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destinations resorts.

The Salem Comprehensive Park System Master Plan Update (Parks Master Plan) was adopted on May 13, 2013. Changing the zoning of properties in the State Street corridor to MU-I and MU-II do not preclude the siting of any facilities identified in the Parks Master Plan. The two mixed-use zones will allow parks, open space, and recreation services such as museums, community centers, nature centers, youth clubs, and zoological gardens. The proposed zone change therefore conforms with this goal.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

The EOA, adopted in 2015, was developed consistent with the requirements with Goal 9 and associated administrative rules. It determined that there is expected to be a 271-acre deficit of commercial land in Salem's portion of the UGB over the next 20 years. The EOA recommends meeting this need in several ways, including redeveloping existing commercial areas and allowing or encouraging mixed-use development in downtown or other employment areas. Currently, the majority of the properties proposed to be rezoned in the State Street corridor are zoned CO, CR, and RM-II. Most commercial uses are prohibited in the RM-II zone, and limited retail uses are allowed in the CO zone. The proposed zone change to the MU-I and MU-II zones facilitate mixed-use development in the State Street corridor and the redevelopment of the existing commercial corridor because both proposed zones allow a broader array of uses outright, including retail uses, offices, and other commercial uses, as described in more detail below. This increases the amount of land available for commercial uses.

Area 4: CO to MU-I

The CO zone allows offices but prohibits most personal services, restaurants, and retail uses. The proposed zone change to MU-I will allow all personal services and retail sales and

services, including restaurants, outright on properties in Area 5. This expands the opportunity for existing commercial land to be developed or redeveloped with a broader array of commercial uses. The proposed zone change therefore supports the redevelopment of existing commercial areas as recommended in the EOA and does not decrease the amount of land for commercial uses. The proposed zone change also helps meet the need for land for commercial uses, particularly retail uses.

Area 5: CR to MU-I

The CR zone allows most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-I will allow continue allowing these uses outright on properties in Area 4. The CR zone also allows several auto-oriented uses, such as motor vehicle sales and services, that are prohibited in the proposed MU-I zone. Existing auto-oriented uses, however, can remain, continue operating, and be rebuilt and improved in the proposed MU-I zone. Properties with existing auto-oriented uses could alternatively be redeveloped in the future into other commercial uses or mixed-use development allowed in the MU-I zone. The proposed zone change therefore supports the redevelopment of existing commercial areas as recommended in the EOA and does not decrease the amount of land for commercial uses.

Area 6: Public Service (PS) to MU-I

The PS zone prohibits most offices, personal services, and retail uses. The proposed zone change to MU-I will allow all offices and retail sales and services outright on properties in Area 1. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

Area 7: RM-II to MU-I

The RM-II zone prohibits most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-I will allow all offices and retail sales and services, including restaurants, outright on properties in Area 3. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

Area 8: Single-Family Residential (RS) to MU-I

The RS zone prohibits most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-I will allow all offices and retail sales and services, including restaurants, outright on properties in Area 2. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

Area 9: CO to MU-II

The CO zone allows offices but prohibits most personal services, restaurants, and retail uses. The proposed zone change to MU-II will allow all personal services and retail sales and services, including restaurants, outright on properties in Area 8. This expands the opportunity

for existing commercial land to be developed or redeveloped with a broader array of commercial uses. The proposed zone change therefore supports the redevelopment of existing commercial areas as recommended in the EOA and does not decrease the amount of land for commercial uses. The proposed zone change also helps meet the need for land for commercial uses, particularly retail uses.

Area 10: CR to MU-II

The CR zone allows most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-II will allow continue allowing these uses outright on properties in Area 10. The CR zone also allows several auto-oriented uses, such as motor vehicle sales and services, that are prohibited in the proposed MU-II zone. Existing auto-oriented uses, however, can remain, continue operating, and be rebuilt and improved in the proposed MU-II zone. Properties with existing auto-oriented uses could alternatively be redeveloped in the future into other commercial uses or mixed-use development allowed in the MU-II zone. The proposed zone change therefore supports the redevelopment of existing commercial areas as recommended in the EOA and does not decrease the amount of land for commercial uses.

Area 11: RM-I to MU-II

The RM-I zone prohibits most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-II will allow all offices and retail sales and services, including restaurants, outright on properties in Area 6. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

Area 12: RM-II to MU-II

The RM-II zone prohibits most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-II will allow all offices and retail sales and services, including restaurants, outright on properties in Area 7. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

Area 13: RS to MU-II

The RS zone prohibits most offices, personal services, restaurants, and retail uses. The proposed zone change to MU-II will allow all offices and retail sales and services, including restaurants, outright on properties in Area 9. This increases the amount of land for commercial uses, helping address the projected deficit of commercial land identified in the EOA.

For the above reasons, the proposed zone change conforms with this goal.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

The HNA was intended to comply with Goal 10 and the associated Oregon Administrative Rules 660.008. It determined that there is expected to be a 207-acre deficit of land for multifamily housing in Salem's portion of the UGB over the next 20 years. One way the HNA recommends meeting that need is to lower barriers to multifamily development. Today, the majority of the properties proposed to be rezoned in the State Street corridor are zoned CO, CR, and RM-II. The development of multifamily housing requires a conditional use permit in the CR zone and design review in all of the existing zones in the State Street corridor. The proposed zone change to the MU-I and MU-II zones lowers barriers to multifamily development because both zones allow multifamily housing outright, as described in detail below. Therefore, the proposed zone change increases the opportunity to meet the housing needs of Salem's diverse and growing population.

Area 4: CO to MU-I

The CO zone allows multifamily housing outright and requires multifamily development to go through a design review land use process. The proposed zone change to MU-I will continue allowing multifamily housing on properties in Area 5, but design review will not be required for multifamily development. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 5: CR to MU-I

The CR zone allows multifamily housing through a conditional use permit and requires multifamily development to go through a design review land use process. The proposed zone change to MU-I will continue allowing multifamily housing on properties in Area 4, but it will be allowed outright (e.g., no conditional use permit or design review application). This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 6: PS to MU-I

The PS zone prohibits multifamily housing. The proposed zone change to MU-I will allow multifamily housing outright on properties in Area 1. This increases the amount of land for multifamily housing, helping address the projected deficit of multifamily land identified in the HNA.

Area 7: RM-II to MU-I

The RM-II zone allows multifamily housing, but multifamily development in that zone is required to go through a design review land use application process. The proposed zone change to MU-I will allow all multifamily housing outright on properties in Area 3. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 8: RS to MU-I

The RS zone prohibits multifamily housing. The proposed zone change to MU-I will allow multifamily housing outright on properties in Area 2. This increases the amount of land for multifamily housing, helping address the projected deficit of multifamily land identified in the HNA.

Area 9: CO to MU-II

The CO zone allows multifamily housing outright and requires multifamily development to go through a design review land use process. The proposed zone change to MU-I will continue allowing multifamily housing on properties in Area 8, but design review will not be required for multifamily development. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 10: CR to MU-II

The CR zone allows multifamily housing through a conditional use permit and requires multifamily development to go through a design review land use process. The proposed zone change to MU-I will continue allowing multifamily housing on properties in Area 10, but it will be allowed outright (e.g., no conditional use permit or design review application). This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 11: RM-I to MU-II

The RM-I zone allows multifamily housing outright and requires multifamily development to go through a design review land use process. The proposed zone change to MU-II will continue allowing multifamily housing on properties in Area 6, but design review will not be required for multifamily development. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 12: RM-II to MU-II

The RM-II zone allows multifamily housing outright and requires multifamily development to go through a design review land use process. The proposed zone change to MU-II will continue allowing multifamily housing on properties in Area 7, but design review will not be required for multifamily development. This lowers barriers to multifamily development as recommended in the HNA and does not decrease the amount of land for multifamily housing.

Area 13: RS to MU-II

The RS zone prohibits multifamily housing. The proposed zone change to MU-I will allow multifamily housing outright on properties in Area 9. This increases the amount of land for multifamily housing, helping address the projected deficit of multifamily land identified in the HNA.

For the above reasons, the proposed zone change conforms with this goal.

Goal 12: Transportation

To provide and encourage a safe, convenient, and economic transportation system.

Goal 12 is implemented through Oregon Administrative Rules 660-012. Oregon Administrative Rule 660-012-0060(1) defines when a plan or land use regulation amendment significantly impacts a transportation facility. The proposed zone change to the MU-I and MU-II zones are not projected to have a significant impact on the transportation system because the trip generation is similar between the existing and proposed zones. The uses allowed in the new mixed-use zones are consistent with the functional classification of State Street as a major arterial.

The Salem Transportation System Plan (TSP) is being amended concurrently with this zone change to support the mixed-use, pedestrian-oriented land uses envisioned with this zone. The amendments to the Salem Transportation System Plan also include intersection modifications to accommodate future traffic volumes.

The proposed zone change to the MU-I and MU-II zones also require pedestrian-friendly development in the State Street corridor and connections to pedestrian systems. In addition, lowering barriers to developing a mix of uses is intended to promote trips by modes other than the single-occupant vehicle. This further assures that the zone changes comply with this goal.

Goal 13: Energy Conservation

To conserve energy.

The proposed zone change to the MU-I and MU-II zones facilitate the redevelopment and reuse of vacant land in the State Street corridor by allowing a broad mix of uses and expanding the ways in which many properties can be used and developed. It also facilitates and encourages mixed-use development and multifamily housing along State Street, a major transit corridor, which reduces the reliance on automobile trips. The proposed zone change therefore conforms with this goal.

Goal 14: Urbanization

To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

The proposed zone change to the MU-I and MU-II zones helps accommodate Salem’s urban population and employment and ensure efficient use of land inside the UGB by facilitating the development of multifamily housing and commercial uses throughout the State Street corridor. Specifically, the MU-I and MU-II zones allow a variety of housing opportunities as well as retail, offices, and other compatible commercial uses. Applying the zones to the State Street corridor increases the opportunities to develop those uses either alone or as part of a mixed-use development. The proposed zone change therefore conforms with this goal.

Goals 3, 4, 11, 15, 16, 17, 18, and 19

Goals 3, 4, 11, 15, 16, 17, 18, and 19 are not applicable to the proposed zone change.

3. *If the zone change requires a comprehensive plan change from an industrial designation to a non-industrial designation, or a comprehensive plan change from a commercial or employment designation to any other designation, a demonstration that the proposed zone change is consistent with the most recent economic opportunities analysis and the parts of the comprehensive plan which address the provision of land for economic development and employment growth; or be accompanied by an amendment to the comprehensive plan to address the proposed zone change; or include both the demonstration and an amendment to the comprehensive plan.*

Finding: The proposed zone change requires a comprehensive plan change from a commercial designation to a mixed-use designation in some areas in the State Street corridor. The proposed zone change is consistent with the EOA, adopted in 2015, which determined that there is expected to be a 271-acre deficit of commercial land in Salem’s portion of the UGB over the next 20 years. The EOA recommends meeting this need in several ways, including redeveloping existing commercial areas and allowing or encouraging mixed-use development in downtown or other employment areas. The proposed zone change will facilitate the development of mixed-use buildings in the State Street corridor and the redevelopment of the existing commercial corridor. Specifically, the proposed change to the MU-I and MU-II zones will allow a broad array of uses outright, including retail uses, offices, and other commercial uses. The amount of land available for commercial uses in the State Street corridor will be increased, as the MU-I and MU-II zones will replace other zones that allow fewer commercial uses.

The proposed zone change is also consistent with the parts of the Comprehensive Plan that addresses the provision of land for economic development and employment growth. One of the economic development goals in the Comprehensive Plan is to “strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability.” The proposed zone change helps strengthen the economic base by increasing the opportunities for more commercial uses in the State Street corridor.

4. *The zone change does not significantly affect a transportation facility, or, if the zone change would significantly affect a transportation facility, the significant effects can be adequately addressed through the measures associated with, or conditions imposed on, the zone change.*

Finding: The proposed zone change to the MU-I and MU-II zones are not projected to have a significant impact on the transportation system because the trip generation is similar between the existing and proposed zones. The uses allowed in the new mixed-use zones are consistent with the functional classification of State Street as a major arterial.

The TSP is being amended concurrently with this zone change to support the mixed-use, pedestrian-oriented land uses envisioned with this zone. The amendments to the TSP also include intersection modifications to accommodate future traffic volumes.

The proposed zone change to the MU-I and MU-II zones also require pedestrian-friendly

development in the State Street corridor and connections to pedestrian systems. In addition, lowering barriers to developing a mix of uses is intended to promote trips by modes other than the single-occupant vehicle. This further assures that the zone changes comply with this criteria.