



MEMORANDUM

DATE: July 23, 2020
TO: Joseph Moore | GMA Architects
FROM: Lacy Brown, Ph.D., P.E. | DKS Associates
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SUBJECT: Salem Cottage Street Transportation Planning Rule Analysis Project #P20082-000

This memorandum presents the findings of an evaluation of potential traffic impacts associated with a proposed zone change for two parcels (905 and 925 Cottage Street, each 0.15 acres) in Salem, Oregon. The lots are currently both zoned as Single Family Residential (RS) and the applicant desires to change the zoning to Multiple Family High-Rise Residential (RH) to allow for the development of multifamily units. The two lots will be combined into one parcel for a total of 0.30 acres. The proposed zone change must be in accordance with Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule (TPR). The intent of the TPR (OAR 660-12-0060) is to ensure that future land use and traffic growth is consistent with transportation system planning and does not create a significant effect on the surrounding transportation system beyond currently allowed uses. The definition of a significant effect varies by jurisdiction and no such definition is provided in the City of Salem code. According to the Oregon Highway Plan (OHP), a net increase of 400 daily trips qualifies as a significant effect. While the OHP is not applicable to city streets, it provides a reasonable estimate of a significant effect for TPR analysis purposes.

This memorandum documents the expected trip generation of the reasonable worst-case development potential under existing and proposed zoning, the expected trip generation of the proposed zone change as conditioned to limit development to 19 multi-family units, and whether the proposed zone change will create a significant effect on the transportation system.

EXISTING ZONING (RS) TRIP GENERATION

Under the current RS zoning, residential land uses such as single-family and multi-family housing is allowed as well as day care facilities and religious assemblies.¹ A summary of the trip generation rates for the different allowable land uses permitted under the existing RS zoning is presented in Table 1.²

TABLE 1: TRIP GENERATION RATES FOR SELECTED ALLOWED LAND USES UNDER RS ZONING

LAND USE (ITE CODE)	UNITS	WEEKDAY TRIP GENERATION RATES		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
SINGLE-FAMILY DETACHED HOUSING (210)	DU ^a	9.44	0.74	0.99
MULTI-FAMILY HOUSING (LOW RISE) (220)	DU ^a	7.32	0.46	0.56
CHURCH (560)	KSF ^b	6.95	0.33	0.49
DAY CARE CENTER (565)	KSF ^b	47.62	11.00	11.12

^a DU = Dwelling Unit

^b KSF = 1,000 square-feet

^c Permitted uses in RS zoning are limited to in-home day care facilities (no day care centers)

The two lots are currently occupied by an approximately 7,000 square-foot church on the 905 Cottage Street parcel and a 1,900 square-foot single family house on the 925 Cottage Street parcel.

For the reasonable worst-case development under existing zoning, the existing 7,000 square-foot church building was assumed for 905 Cottage Street and an in-home daycare facility was assumed for 925 Cottage Street. Table 2 on the following page shows the reasonable worst-case trip generation for existing RS zoning. As shown, the 905 Cottage Street parcel could generate up to 49 daily trips and the 925 Cottage Street parcel could generate up to 90 daily trips.

¹ A list of permitted land uses for RS zoning can be found in the Salem Revised Code, Chapter 511.

² Trip generation estimates calculated using average rates from ITE Trip Generation Manual, 10th Edition

TABLE 2: REASONABLE WORST-CASE LAND USE AND TRIP GENERATION FOR EXISTING RS ZONING

LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
<i>905 COTTAGE STREET</i>				
CHURCH (565)	7.0 KSF ^a	49	2	3
Total		49	2	3
<i>925 COTTAGE STREET</i>				
DAY CARE (565)	1.9 KSF ^a	90	21	21
Total		90	21	21

^a KSF = 1,000 square-feet

PROPOSED ZONING (RH) TRIP GENERATION

As part of the land use application, the applicant intends to request a lot line adjustment to combine both parcels. Under the proposed Multiple Family High-Rise Residential (RH) zoning, a variety of permitted land uses could be developed on the property.³ For the purposes of identifying the reasonable worst case trip generation for the proposed RH zoning, only the highest trip generation land uses are shown:

- Day care⁴
- Multi-family housing

A summary of the trip generation rates for different land uses permitted under the proposed RH zoning are presented in Table 3 on the following page.⁵

³ A list of permitted land uses for RH zoning can be found in the Salem Revised Code, Chapter 515.

⁴ Permitted uses in RH zoning are limited to in-home day care facilities (no day care centers)

⁵ Trip generation estimates calculated using average rates from ITE Trip Generation Manual, 10th Edition

TABLE 3: TRIP GENERATION RATES FOR SELECTED ALLOWED LAND USES UNDER RH ZONING

LAND USE (ITE CODE)	UNITS	WEEKDAY TRIP GENERATION RATES		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
MULTI-FAMILY RESIDENTIAL (220)	DU ^b	7.32	0.46	0.56
DAY CARE CENTER (565)	KSF ^a	47.62	11.00	11.12

^a KSF = 1,000 square-feet; ^b DU = Dwelling Unit

Based on the allowed land uses in an RH zone, the reasonable worst-case development potential is a multi-family development at 905 Cottage Street and an in-home daycare at 925 Cottage Street. Table 4 summarizes the trip generation estimates for these land uses.

TABLE 4: REASONABLE WORST-CASE LAND USE AND TRIP GENERATION FOR PROPOSED RH ZONING

LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
<i>905/925 COTTAGE STREET</i>				
MULTIFAMILY HOUSING (LOW-RISE) (220)	17 DU ^a	124	8	10
DAY CARE (565)	1.9 KSF ^a	90	21	21
Total Existing Trips (RS zoning, both parcels)		139	23	24
Net Increase (Proposed – Existing)		75	6	7

^a DU = Dwelling Unit

^b KSF = 1,000 square-feet;

As shown, full buildout of the properties under the proposed RH zoning could generate up to 75 net new daily trips at the 905 and 925 Cottage Street properties. These values represent the reasonable worst-case trip generation produced by land uses allowed under the proposed RH zoning.

TRANSPORTATION PLANNING RULE FINDINGS

After evaluating the reasonable worst-case development potential of both the existing (RS) and proposed (RH) zoning, the proposed zone change could result in a maximum net increase of 75 trips per day. The expected net increase in daily trips is less than 400, which is a reasonable estimate of the threshold for a “significant effect”. As such, the proposed zone change is not expected to have a significant effect on the surrounding transportation system and the Transportation Planning Rule requirements satisfied.

PROPOSED DEVELOPMENT TRIP GENERATION

The applicant is planning to renovate the existing buildings to include 15 apartment units at the 905 Cottage Street property and four apartment units at the 925 Cottage Street property. The combined properties will result in a total of 19 apartment units. The property is not large enough to accommodate 20 apartment units and the increased amount of open space that is required for developments with 20 or more units.⁶ Table 5 shows the estimated trip generation for the planned development. As shown, neither the peak hour nor daily trip generation for the proposed development exceeds the reasonable worst-case potential under the existing or proposed zoning.

TABLE 5: PLANNED DEVELOPMENT TRIP GENERATION

LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
<i>905/925 COTTAGE STREET</i>				
MULTIFAMILY HOUSING (LOW-RISE) (220)	19 DU ^a	139	9	11

^a DU = Dwelling Unit

SUMMARY AND RECOMMENDATION

The applicant is requesting a zone change on one 0.30 acre parcel (currently two 0.15 acre parcels) in Salem, Oregon located at 905 and 925 Cottage Street. The proposed change in zoning from Single Family Residential (RS) to Multiple Family High-Rise Residential (RH) would result in an

⁶ City of Salem Unified Development Code, Chapter 702, table 702-3.

estimated reasonable worst-case daily trip increase of 75 trips on the 905 and 925 Cottage Street property.

The requirements of Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule (TPR), must be met for proposed changes in land use zoning. The intent of the TPR (OAR 660-12-0060) is to ensure that future land use and traffic growth is consistent with transportation system planning and does not create a significant effect on the surrounding transportation system beyond currently allowed uses.

Based on the reasonable worst-case trip generation evaluation, the proposed zone change would result in a daily increase of less than 400 trips at each property. Therefore, even under the most conservative assumptions of potential development, it can be concluded that the proposed zone change will not significantly impact and would cause “no further degradation” to the City of Salem transportation system. The number of additional daily and peak hour trips due to the proposed zone change is not anticipated to significantly impact transportation facilities near the project site and therefore, complies with TPR requirements.

Please let me know if you have any questions or comments.