

**TO: PLANNING COMMISSION**

**FROM: LISA ANDERSON-OGILVIE, AICP  
DEPUTY COMMUNITY DEVELOPMENT DIRECTOR AND  
PLANNING ADMINISTRATOR**

**SUBJECT: MINOR COMPREHENSIVE PLAN MAP AMENDMENT, NEIGHBORHOOD  
PLAN CHANGE, AND ZONE CHANGE CASE NO. CPC-NPC-ZC20-10; FOR  
PROPERTY LOCATED AT 1410 20<sup>TH</sup> STREET SE, 1510 22<sup>ND</sup> STREET SE,  
AND 2035 OXFORD STREET SE (AMANDA APPLICATION NO. 20-118421-  
ZO; 20-118538-ZO; 20-118875-ZO)**

### **REQUEST**

A Minor Comprehensive Plan Map Amendment and Neighborhood Plan Map Amendment from “Industrial” and “Industrial Commercial” to “CSG - Community Services Government” and a Zone Change from IG (General Industrial) and IC (Industrial Commercial) to PS (Public Service) for property approximately 20.9 acres in size, and located at 1410 20th Street SE, 1510 22nd Street SE, and 2035 Oxford Street SE - 97302 (Marion County Assessor’s Map and Tax Lot numbers: 073W35AB / 04000, 073W35AC / 00300 and 01100).

**APPLICANT/OWNER:** City of Salem

**REPRESENTATIVE:** Luke Gmazel, Public Works Department

### **RECOMMENDATION**

Based upon the Facts and Findings contained in this staff report, Staff recommends the Planning Commission take the following action concerning the consolidated application for the 20.9 acre subject property located at 1410 20<sup>th</sup> Street SE, 1510 22<sup>nd</sup> Street SE, and 2035 Oxford Street SE – 97302 (Marion County Assessor’s Map and Tax Lot numbers: 073W35AB / 04000, 073W35AC / 00300 and 01100):

- A. APPROVE Minor Comprehensive Plan Map Amendment from “Industrial” and “Industrial Commercial” to “CSG – Community Services Government”;
- B. APPROVE Neighborhood Plan Map Amendment from “Industrial” and “Industrial Commercial” to “CSG – Community Services Government”; and
- C. APPROVE Zone Change from IG (General Industrial) and IC (Industrial Commercial) to PS (Public Service).

### **APPLICATION PROCESSING**

#### **Subject Application**

On November 30, 2020, Luke Gmazel, City of Salem Public Works Department, filed an application for a Comprehensive Plan Change and Zone Change for the subject property

**(Attachment A).** After additional information was received, including a revised application which included a Neighborhood Plan Change, the application was deemed complete for processing on December 29, 2020. The public hearing on the application is scheduled for January 26, 2021.

### **120-Day Requirement**

Amendments to an acknowledged Comprehensive Plan are not subject to the 120-day rule (Oregon Revised Statutes [ORS] 227.178). Pursuant to ORS 227.178(7) and ORS 227.178(10), the requested consolidated Minor Comprehensive Plan Map Amendment, Neighborhood Plan Change, and Quasi-Judicial Zone Change applications shall not be subject to the 120-day period set forth in ORS 227.178.

### **Public Notice**

1. Pursuant to SRC 300.320(f), when an open house is required for a land use application, an applicant may elect to present at a neighborhood association meeting in-lieu of arranging and attending an open house. On September 22, 2020, the applicant's representative attended the Southeast Salem Neighborhood Association Meeting, held virtually, to present their proposal. A summary of the comments provided at the neighborhood association meeting is included as **Attachment B**. The applicant has demonstrated adherence with the requirements of SRC 300.320(f).
2. Notice of the consolidated proposal was distributed to City departments, neighborhood associations and public and private service providers on December 29, 2020.
3. Notice of the public hearing was mailed to the owners and tenants of all property within 250 feet of the subject property on January 6, 2021.
4. The property was posted in accordance with the posting provisions outlined in SRC 300.620.
5. State law (ORS 197.610) and SRC 300.602(b)(1) require the City to provide the Oregon Department of Land Conservation and Development (DLCD) a minimum 35-day notice when an applicant or the City proposes an amendment to an acknowledged Comprehensive Plan or land use regulation or to adopt a new land use regulation. The City sent notice of this proposed Comprehensive Plan, Neighborhood Plan and Zone Change to DLCD on December 10, 2020.

## **BACKGROUND INFORMATION**

### **Proposal**

The applicant is requesting a comprehensive plan map amendment and neighborhood plan change from "Industrial" and "Industrial Commercial" to "CSG – Community Services Government", and to change the zoning from IG (General Industrial) and IC (Industrial Commercial) to PS (Public Service) for the subject property.

The applicant's written statements summarizing each request and addressing compliance with the required approval criteria is included as **Attachment C**.

### **Existing Conditions**

The existing City of Salem Shops Complex spans three tax lots with a combined size of approximately 20.9 acres. The property has frontage on four streets, 20<sup>th</sup> Street SE, 22<sup>nd</sup> Street SE, 23<sup>rd</sup> Street SE and Oxford Street SE. As shown on the existing condition plan (**Attachment D**), the complex includes approximately 40 buildings and large areas for vehicle and equipment storage.

### **Zoning and Surrounding Land Use**

The subject property is zoned IG (General Industrial), IC (Industrial Commercial) and PS (Public Service). The proposal includes changing the IG and IC zoned portions of the property to PS (Public Service) to provide one consistent zoning designation for the City of Salem Shops facility. Surrounding properties are zoned and used as follows:

- North: IC (Industrial Commercial); *Construction contracting, general office, retail uses*
- South: Across Oxford Street SE, IG (General Industrial) and 22<sup>nd</sup> and Electric Overlay Zone; *Portland General Electric, Industrial, Construction Contracting uses*
- East: Across 23<sup>rd</sup> Street SE, IC (Industrial Commercial); *multiple family and retail uses*
- West: Across 20<sup>th</sup> Street SE, IG (General Industrial) and IC (Industrial Commercial); *Residential and heavy equipment rental uses*

### **Salem Area Comprehensive Plan (SACP) Designation**

The Salem Area Comprehensive Plan (SACP) map designates the subject property as "Industrial" and "Industrial Commercial". The proposal includes changing the Comprehensive Plan designation of the subject property to "CSG – Community Services Government".

The Comprehensive Plan designations of surrounding properties include:

- North: "Industrial Commercial"
- South: Across Oxford Street SE - "Industrial"
- East: Across 20<sup>th</sup> Street SE - "Industrial" and "Industrial Commercial"
- West: Across 23<sup>rd</sup> Street SE - "Industrial Commercial"

### **Components of the Comprehensive Plan**

The Salem Area Comprehensive Plan 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 meets the needs of present and future residents of the Salem urban area. Many different documents and maps, when taken together, comprise the Salem Area Comprehensive Plan.

*Salem Transportation System Plan (TSP)*: The TSP uses a Street Classification System to determine the functional classification of each street within the City's street system. The subject property has frontage along 20<sup>th</sup> Street SE, designated as a local street, 22<sup>nd</sup> Street and 23<sup>rd</sup> Street SE which are both designated as collector streets, and Oxford Street SE which is designated as a collector street on the frontage between 20<sup>th</sup> Street SE and 22<sup>nd</sup> Street SE, and which is designated as a local street between Ford Street SE and 23<sup>rd</sup> Street SE.

### Relationship to the Urban Service Area

The subject property is located within the Urban Service Area and as indicated within the memo provided by the Public Works Department (**Attachment E**), adequate utilities are available to serve uses allowed by the proposed comprehensive plan designation. A UGA permit is not required to develop the property.

### Infrastructure

- Water:* The *Salem Water System Master Plan* identifies the subject property to be within the G-0 water service level. Multiple water mains are located within the site. There is a 2-inch water main located in Oxford Street SE and 20<sup>th</sup> Street, a 30-inch water main located in Oxford Street SE and 22<sup>nd</sup> Street SE, and a 12-inch water main located in 23<sup>rd</sup> Street SE.
- Sewer:* Multiple sewer mains are located within the site. There is an 8-inch sewer main located in Oxford Street SE, a 15-inch sewer main located in 22<sup>nd</sup> Street, and an 8-inch sewer main located in 23<sup>rd</sup> Street SE.
- Storm Drainage:* Multiple storm mains are located within the site. There is a 54-inch storm main located in Oxford Street SE, an 8-inch storm main located in 20<sup>th</sup> Street SE, a 10-inch storm main located in 22<sup>nd</sup> Street SE and a 12-inch storm main located in 23<sup>rd</sup> Street SE.
- Streets:* Oxford Street SE (between 20<sup>th</sup> Street SE and 22<sup>nd</sup> Street SE) has an approximate 22-foot-wide turnpike improvement within a 60-foot-wide right-of-way abutting the subject property. This street is designated as a collector street in the Salem TSP, the standard for this street classification is a 34-foot-wide turnpike improvement within a 60-foot-wide right-of-way abutting the subject property.
- Oxford Street SE (between Ford Street SE and 23<sup>rd</sup> Street SE) is partially unimproved within a 26-foot-wide right-of-way abutting the subject property. This street is designated as a local street in the Salem TSP, the standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.

20<sup>th</sup> Street SE has an approximate 30-foot improvement within a 55-foot-wide right-of-way abutting the subject property. This street is designated as a local street in the Salem TSP, the standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.

22<sup>nd</sup> Street SE has an approximate 30-foot improvement within a 55-foot-wide right-of-way abutting the subject property. This street is designated as a collector street in the Salem TSP, the standard for this street classification is a 34-foot-wide improvement within a 60-foot-wide right-of-way.

23<sup>rd</sup> Street SE has an approximate 30-foot improvement within a 46-foot-wide right-of-way abutting the subject property. This street is designated as a collector street in the Salem TSP, the standard for this street classification is a 34-foot-wide improvement within a 60-foot-wide right-of-way.

### **Land Use History**

**PBV05-27:** Property Boundary Verification to establish the outside boundary for a new shop building.

**PBV08-16:** Property Boundary Verification to establish the outside boundary for a new stormwater vehicle storage building.

**Site Plan Review 10-102509-RP:** Placement of a container for storage use approximately 320 square feet in size.

**Site Plan Review 11-107046-RP:** To construct a new 4,000 square foot covered storage building.

**Site Plan Review 19-120130-RP:** To construct 2 carports over recycling dumpsters in shops complex.

### **Public and Private Agency Review**

**City of Salem Public Works Department:** The Public Works Department, Development Services Section, reviewed the proposal and submitted comments (included as **Attachment E**).

**City of Salem Fire Department:** The Fire Department submitted comments indicating no concerns with the proposed minor comprehensive plan map amendment and zone change, and that Fire Code issues would be addressed at the time of building permit application.

**City of Salem Community Development Department, Building and Safety Division:** The Building and Safety Division submitted comments indicating no concerns with the proposal.

**Salem-Keizer Public Schools:** No comments have been received.

**Oregon Department of Land Conservation and Development (DLCD):** No comments have been received.

### **Neighborhood Association and Public Comments**

The subject property is located within the boundaries of the Southeast Salem Neighborhood Association (SESNA). The applicant indicated the property is not part of a homeowner's association.

**Required Open House/Neighborhood Association Meeting:** Prior to application submittal, SRC 300.320 requires the applicant for a proposed minor amendment to the City's comprehensive plan map to either arrange and conduct an open house or present their proposal at a regularly scheduled meeting of the neighborhood association the property is located within. On September 22, 2020, the applicant's representative attended the Southeast SESNA meeting, held virtually, to present their proposal. A summary of the comments provided at the neighborhood association meeting is included as **Attachment B**.

Notification of the proposal was sent to the SESNA, surrounding property owners and tenants on January 6, 2021. At the time of this staff report's writing, no comments have been received from the neighborhood association, or surrounding property owners/tenants.

### **Applicant Submittal Information**

Requests for Minor Comprehensive Plan Amendments and Zone Changes must include a statement addressing each applicable approval criterion and standard. The applicant submitted such statements and proof, which are included in their entirety as **Attachment C** of this staff report. Staff utilized the information from the applicant's statements to evaluate the applicant's proposal and to compose the facts and findings within the staff report.

## **1. FINDINGS ADDRESSING THE APPLICABLE SALEM REVISED CODE CRITERIA FOR A COMPREHENSIVE PLAN MAP AMENDMENT**

Amendments to the Comprehensive Plan Map are classified as either major or minor. Because the proposed amendment affects only a small number of properties in a defined vicinity rather than a large number of properties across the city, the proposal meets the definition of a Minor Plan Map Amendment pursuant to SRC 64.025(a)(2).

Salem Revised Code (SRC) 64.025(e)(2) establishes the approval criteria for Minor Comprehensive Plan Map amendments. In order to approve a quasi-judicial plan map amendment request, the decision-making authority shall make findings of fact based on evidence provided by the applicant that demonstrates satisfaction of all the applicable criteria. The applicable criteria are shown below in **bold** print. Following each criterion is a finding/response in relation to the requested amendment.

**SRC 64.025(e)(2)(A): The Minor Plan Map Amendment is justified based on the existence of one of the following:**

- (i) ***Alteration in Circumstances.*** Social, economic, or demographic patterns of the nearby vicinity have so altered that the current designations are no longer appropriate.
- (ii) ***Equally or Better Suited Designation.*** A demonstration that the proposed designation is equally or better suited for the property than the existing designation.
- (iii) ***Conflict Between Comprehensive Plan Map Designation and Zone Designation.*** A Minor Plan Map Amendment may be granted where there is conflict between the Comprehensive Plan Map designation and the zoning of the property, and the zoning designation is a more appropriate designation for the property than the Comprehensive Plan Map designation. In determining whether the zoning designation is the more appropriate designation, the following factors shall be considered:
  - (aa) Whether there was a mistake in the application of a land use designation to the property;
  - (bb) Whether the physical characteristics of the property are better suited to the uses in the zone as opposed to the uses permitted by the Comprehensive Plan Map designation;
  - (cc) Whether the property has been developed for uses that are incompatible with the Comprehensive Plan Map designation; and
  - (dd) Whether the Comprehensive Plan Map designation is compatible with the surrounding Comprehensive Plan Map designations.

**Finding:** The applicant has provided findings which can be found in **Attachment C** of this report. The applicant asserts, and Staff concurs, that the proposal is justified based on (ii): that the proposed designation is better suited for the property.

The comprehensive plan map designation for the property is “Industrial” and “Industrial Commercial”, which is implemented by the portions of the Shops Complex that are zoned IC (Industrial Commercial) and IG (General Industrial), however the designation is not consistent with the portion of the Shops Complex that currently has a PS (Public Service) zoning designation; therefore, there is currently a conflict between the comprehensive plan map and zoning designations.

The proposed “CSG – Community Services Government” designation is implemented by the proposed PS (Public Service) zoning and would provide a consistent uniform designation to be applied across the entire Shops Complex. The Community Services designation includes sites and facilities for uses such as health and medicine, religion, education, culture, government, including cemeteries, airports, and waste disposal. The proposed “CSG – Community Services Government” designation provides a similar set of uses but is less impactful than the current industrial designations for the subject property. The proposed designation is better suited for the subject property because it would allow for a continuation

and expansion of the existing Shops Complex use and ensure the land is committed to future public use. The proposal meets this criterion.

**SRC 64.025(e)(2)(B): The property is currently served, or is capable of being served, with public facilities and services necessary to support the uses allowed by the proposed plan map designation;**

**Finding:** The subject property is within the Urban Service Area. Water, sewer, and storm infrastructure are available within surrounding streets/areas and is adequate to serve the existing development as well as uses allowed by the proposed comprehensive plan map designation. Site-specific infrastructure requirements will be addressed at the time of development through the site plan review process (SRC Chapter 220). The proposal meets this criterion.

**SRC 64.025(e)(2)(C): The proposed plan map designation provides for the logical urbanization of land;**

**Finding:** The subject property is currently used by the City of Salem Public Works Shop Complex. The proposed CSG – Community Services Designation would provide a consistent designation for the entire Shops Complex, allowing for the current use, and providing a consistent designation for future redevelopment of the facility. As discussed within the findings above, without the requested changes to the comprehensive plan and neighborhood plan maps, the inconsistent zoning standards would make redevelopment of the Shops Complex challenging. The proposal would allow for reasonable development of the property in a manner which matches the historic use of the property in this existing neighborhood. Staff finds the proposal provides for the logical urbanization of land and is consistent with this criterion.

**SRC 64.025(e)(2)(D): The proposed land use designation is consistent with the Salem Area Comprehensive Plan and applicable Statewide planning goals and administrative rules adopted by the Department of Land Conservation and Development; and**

**Finding:** The applicable Goals and Policies of the Comprehensive Plan are addressed as follows:

Salem Urban Area Goals and Policies, General Development (Pages 23-26, Salem Comprehensive Policies Plan):

*To ensure that future decisions concerning the use of land within the Salem urban area are consistent with State Land Use Goals.*

*Development Compatibility B.12*

*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.*



**Finding:** Future redevelopment of the Shops Complex will be subject to current zoning development standards, including minimum setbacks, landscaping and screening standards to minimize impacts on surrounding properties.

Salem Urban Area Goals and Policies, Urban Growth (Page 26, Salem Comprehensive Policies Plan):

*To ensure that the rate, amount, type, location and cost of development will preserve or enhance the City's quality of life and promote the City's efficient delivery of services.*

Infill C.4

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

**Finding:** The subject property is located within the urban service area, and existing services are available in the surrounding streets and areas to serve the property. The applicant plans for future redevelopment of the Shops Complex on the existing property, which does not require conversion and development of vacant urbanizable land to urban use.

Salem Urban Area Goals and Policies, Transportation (Pages 40-43, Salem Comprehensive Policies Plan):

*To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.*

Airport Compatibility J.25

*Land Uses around McNary Airport shall be required to provide an environment compatible with the airport and its operation and which will not be adversely affected by noise and safety problems. Appropriate development regulations shall be adopted as the City of Salem identifies suitable technical and procedural measures.*

**Finding:** Existing activities at the Shops Complex include maintenance and repair of heavy equipment and machinery, storage of materials and vehicles, and administrative offices. The uses are generally compatible with an airport environment and will not adversely impact the airport or aircraft operations.

Airport Compatibility J.26

*Because of the potential hazards to airborne aircraft, land uses beneath designated approach surfaces within 10,000 feet of the end of McNary Field runways shall not create water impoundments accessible by waterfowl.*

**Finding:** A small portion of the subject property is located within the runway approach surface. Future redevelopment of the Shops Complex will be required to comply with green stormwater infrastructure requirements but is not expected to create water impoundments. The proposal is consistent with this goal.

*Airport Compatibility J.27*

*Commercial uses and other uses that result in concentrations of people shall be prohibited within the clear zones of the runways at McNary Field, to avoid danger to the public safety by potential aircraft accidents.*

**Finding:** The subject property is not located in the runway protection zones or other protected airport surfaces, the proposal is consistent with this goal.

Salem Urban Area Goals and Policies, Public and Semi-Public Buildings and Lands (Page 46, Salem Comprehensive Policies Plan):

*To provide for an arrangement of public and semi-public facilities and services that compliment private development and meet the needs of Salem area residents.*

*Access M.4*

*Major public and semi-public buildings shall be located on or near arterials and have well-planned access and parking.*

**Finding:** Primary access to the Shops Complex is provided from the north by Mission Street SE, designated as a Parkway in the TSP, and by the south from McGilchrist Street SE which is designated as a major arterial, and direct access is provided by 20<sup>th</sup> Street SE and 22<sup>nd</sup> Street SE. Future redevelopment of the Shops Complex will be subject to off-street parking and driveway approach standards providing safe access and parking for future use.

Salem Urban Area Goals and Policies, Scenic and Historic Areas, Natural Resources and Hazards (Pages 46-48, Salem Comprehensive Policies Plan):

*To conserve open space, protect natural, historic, cultural and scenic resources, and to protect life and property from natural disasters and hazards.*

*Flood Hazards N.7*

*Development in the floodplain shall be regulated to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property.*

**Finding:** There are mapped floodplain and floodway hazards on the subject property. Future redevelopment of the Shops Complex will be required to comply with all applicable floodplain development regulations, in compliance with this goal.

The applicable Statewide Planning Goals are addressed as follows:

**Statewide Planning Goal 1 – Citizen Involvement:** *To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

**Staff Response:** Prior to application submittal, SRC 300.320 requires the applicant for a proposed minor amendment to the City's comprehensive plan map to either arrange and attend an open house or present their proposal at a regularly scheduled meeting of the neighborhood association which the property is located within. On September 22, 2020, the applicant's representative attended the Southeast Salem Neighborhood Association Meeting, held virtually, to present their proposal. A summary of the comments provided at the neighborhood association meeting is included as **Attachment B**. A public hearing notice was mailed to all affected property owners and tenants within 250 feet of the subject property, and to the Southeast Salem Neighborhood Association. This satisfies the citizen involvement requirements described in Goal 1.

**Statewide Planning Goal 2 – Land Use Planning:** *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Staff Response:** The City has complied with the Goal requirements for establishing and maintaining a land use planning process. The Oregon Land Conservation and Development Commission has acknowledged the Salem Area Comprehensive Plan to be in compliance with the Statewide Planning Goals.

### **Statewide Planning Goal 3 – Agricultural Lands; Goal 4 – Forest Lands**

**Staff Response:** The subject property is not identified as agricultural or forest land, these Statewide Planning Goals are not applicable to this application.

**Statewide Planning Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources:** *To protect natural resources and conserve scenic and historic areas and open spaces.*

**Staff Response:** While there are no known historic resources or archaeological sites within the project area, the proposed project is within a known high probability archeological area and within Salem's Historic and Cultural Protection zone due to its proximity to a known archaeological site to the south (Headache Farm). Prior to initiation of work, applicant shall consult with the Oregon SHPO and verify that there will be no adverse effect to archaeological resources as a result of the ground disturbance proposed during the ground disturbing activity associated with the proposed project. Prior to demolition of existing City Shops Facility structures, additional SHPO consultation and Historic Clearance approval is required under ORS 358.653 demonstrating that the existing structures that are fifty years old or older are not historically significant, demonstrating compliance with Goal 5.

**Statewide Planning Goal 6– Air, Water, and Land Resources Quality:** *To maintain and improve the quality of the air, water and land resources of the state.*

**Staff Response:** Land located within the Urban Growth Boundary is considered urbanizable and is intended to be developed to meet the needs of the City, and the effects of urban development on air, water and land resources are anticipated. Development of the property is subject to tree preservation, stormwater and wastewater requirements of the UDC which are intended to minimize the impact of development on the state's natural resources. The proposal is consistent with Goal 6.

**Statewide Planning Goal 7 – Areas Subject to Natural Hazards:** *To protect people and property from natural hazards.*

**Staff Response:** The property is designated on the Federal Emergency Management Agency (FEMA) floodplain maps as a Zone “AE” floodplain. Development within the floodplain requires a floodplain development permit and is subject to the requirements of SRC Chapter 601, including elevation of new structures to a minimum of one foot above the base flood elevation. In addition, there are minor areas of mapped landslide hazards identified on the northeast portion of the property. Future development will be subject to the geological and geotechnical requirements of SRC Chapter 810 (Landslide Hazards). This zone change proposal is consistent with Goal 7.

**Statewide Planning 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 destination resorts.*

**Staff Response:** The subject property is not within an identified open space, natural or recreation area, and no destination resort is planned for this property. Therefore, Goal 8 is not applicable to this proposal.

**Statewide Planning 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.*

**Staff Response:** In 2014, the City conducted a study called the Salem Economic Opportunities Analysis (EOA). The EOA examined Salem’s needs for industrial and commercial land through 2035 and concluded that Salem has a projected commercial land shortage of 271 acres and a surplus of approximately 907 acres of industrial land. The EOA provides strategies to meet the projected employment land needs in the Salem area. In 2015, the City Council voted to adopt the EOA; the City now uses the EOA and its findings to inform policy decision, including how to respond to request for rezoning land.

The EOA assumes that the subject property does not provide capacity for additional economic development within the planning period, because the site is owned by a public (City of Salem) agency and is committed to an existing use. It is expected that the site will continue to be used for a public purpose and is not expected to redevelop for commercial use during the planning period. Rezoning the property to Public Service will be consistent with the findings of the EOA and by extension is consistent with Goal 9.

**Statewide Planning Goal 10 – Housing:** *To provide for the housing needs of the citizens of the state.*

**Staff Response:** In 2014, the City conducted a Housing Needs Analysis (HNA) to develop strategies for the community to meet housing needs through 2035 and to inform policy decision related to residential land. The HNA concluded that Salem has a projected 1,975-acre surplus of land for single-family detached housing, and that there is a deficit of approximately 207 acres of available multi-family zoned land.

The proposed zone change would change the current “Industrial Commercial” and “Industrial” comprehensive plan designations for the property to CSG – Community Services Government. The current “Industrial” designation does not allow for residential development, but the “Industrial Commercial” designation does allow multifamily residential uses with a conditional use permit. The subject property is under public ownership with an assumed commitment for public use and was not included in the Residential Buildable Lands Inventory. The proposed “CSG – Community Services Government” designation does not allow for residential uses; however, this proposal does not reduce the City’s supply of residential land, and therefore is in compliance with Goal 10.

**Statewide Planning 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.*

**Staff Response:** The subject property is located inside the Urban Service Area. Water, sewer, and storm infrastructure are available within surrounding streets/areas and appear to be adequate to serve the subject property. Site-specific infrastructure requirements will be addressed through the site plan review process set forth in SRC Chapter 220. The request allows for the efficient use and development of property, requiring minimal extension of new public services.

**Statewide Planning Goal 12 – Transportation:** *To provide and encourage a safe, convenient and economic transportation system.*

Goal 12 is implemented by the Transportation Planning Rule (TPR). In summary, the TPR requires local governments to adopt Transportation System Plans (TSPs) and requires local governments to consider transportation impacts resulting from land use decisions and development. The key provision of the TPR related to local land use decisions is Oregon Administrative Rule (OAR) 660-012-0060. This provision is triggered by amendments to comprehensive plans and land use regulations that “significantly affect” a surrounding transportation facility (road, intersection, etc.). Where there is a “significant effect” on a facility, the local government must ensure that any new allowed land uses are consistent with the capacity of the facility.

In the context of a site-specific comprehensive plan change request, such as this proposal, a “significant effect” is defined under Oregon Administrative Rule (OAR) 660-012-0060(1) as either an amendment that “allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility,” or an amendment that would “reduce the performance standards of an existing or planned facility below the minimum acceptable level identified in the TSP.”

The applicant for a comprehensive plan change is required to submit a Transportation Planning Rule (TPR) analysis to demonstrate that their request will not have a “significant effect” on the surrounding transportation system, as defined above or to propose mitigation of their impact.

The applicant submitted a TPR Analysis in consideration of the requirements of the Transportation Planning Rule (OAR 660-012-0060). The TPR analysis demonstrates that the proposed comprehensive plan change and zone change will not have a significant impact on

the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer has reviewed the TPR analysis and concurs with the finding of no significant affect.

The proposal complies with Goal 12.

**Statewide Planning Goal 13 – Energy Conservation:** *To conserve energy.*

**Staff Response:** The requested comprehensive plan map amendment would not impact energy use and/or conservation. Future development of the property will be required to comply with current development and building standards for energy efficiency, consistent with Goal 13.

**Statewide Planning Goal 14 – Urbanization:** *To provide for 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.*

**Staff Response:** The subject property is located within the Urban Growth Boundary (UGB) and within the Urban Service Area. Public facilities required to serve future development/redevelopment of the City of Salem Shops Facility are available within surrounding streets and areas and are adequate to serve the property. The proposed comprehensive plan map amendment will allow the efficient use of land within the UGB in compliance with Goal 14.

**Statewide Planning Goal 15 – Willamette River Greenway; Goal 16 – Estuarine Resources; Goal 17 – Coastal Shorelands; Goal 18 – Beaches and Dunes; and Goal 19 Ocean Resources**

**Staff Response:** The subject property is not located within the Willamette River Greenway or in an estuary or coastal area, these Statewide Planning Goals are not applicable to this application.

**SRC 64.025(e)(2)(E): The amendment is in the public interest and would be of general benefit.**

**Finding:** The City of Salem Shops Complex provides an important public purpose and service to the community. The proposed Comprehensive Plan Map amendment from to CSG – Community Services Government is in the public interest and would be of general benefit because it would provide a consistent designation with consistent development standards, which will simplify the process for future redevelopment and expansion of the Shops Complex. The proposal satisfies this criterion.

## **2. FINDINGS ADDRESSING THE APPLICABLE SALEM REVISED CODE CRITERIA FOR A NEIGHBORHOOD PLAN MAP AMENDMENT**

**Finding:** The property is located within the boundaries of the Southeast Salem Neighborhood Association (SESNA), which shares a Neighborhood Plan with the adjacent Northeast Neighbors (NEN) neighborhood association. The NEN-SENSA Neighborhood Plan was adopted by City Council in March 2015 and is in effect pursuant to SRC Chapter 64.

### **Goal 1: Residential Neighborhoods**

*Maintain and reinforce residential neighborhoods as safe, attractive and stable places to live.*

**Staff Response:** The subject property is not located within the area identified for residential development, however there are residential uses that surround the existing Shops Complex. Future redevelopment of the property will be required to comply with all applicable development standards, including minimum setbacks, landscaping and screening requirements for outdoor storage areas. In addition, noise, pollution, traffic volume, and other nuisances and hazards will not encroach into the residential development area.

### **Goal 2: Housing Types**

*Promote a diversity of housing types, designs and affordability levels while encouraging the efficient use of residential land.*

**Staff Response:** The subject property is not located within a residential zone; therefore, this goal is not applicable.

### **Goal 3: Commercial Development**

*Encourage new or retrofitted commercial development that creates vibrant, walkable, attractive urban environments and promotes access by alternative transportation modes.*

**Staff Response:** A portion of the Shops Complex is included in the NEN-SESNA Commercial Zoning Map, however the proposed zone change to PS (Public Service) will remove this portion of Shops Complex from the NEN-SESNA Commercial Zoning Map. Future redevelopment of the Shops Complex will be required to meet current development and design standards for streetscapes in alignment with the policies of Goal 3. In addition, redevelopment will be subject to current screening and landscaping standards that will provide a buffer to adjacent residential uses in compliance with the policies of Goal 3.

### **Goal 4: Commercial Redevelopment**

*Support commercial redevelopment that enhances the pedestrian environment and adds vitality to existing commercial and mixed-use corridors and nodes.*

**Staff Response:** Redevelopment of the Shops Complex will be subject to setback and landscape standards in alignment with the policies of Goal 4.

### **Goal 5: Mixed-Use Development**

*Promote mixed-use development that encourages walking and bicycling, supports economic and social vitality, provides services to nearby residential neighborhoods, reduces reliance on automobile trips, encourages the efficient use of land and reduces the need for parking.*

**Staff Response:** The subject property will not be developed for mixed-use; Goal 5 is not applicable.

### **Goal 6: Industrial Redevelopment**

*Support and promote industrial development that strengthens the community's economic base, increases employment opportunities, and minimizes negative impacts on adjacent neighborhoods and the environment.*

**Staff Response:** Future redevelopment of the Shops Complex will be subject to current landscaping and screening requirements of the zoning code to reduce visual impacts, in alignment with the policies included in Goal 6. Green stormwater infrastructure will be incorporated into the redeveloped site to reduce negative impacts on the environment and community in alignment with Goal 6.

### **Goal 7: Historic Districts and Properties**

*Support and maintain historic districts and designated historic properties.*

**Staff Response:** The subject property is not located within a historic district and there are no individually listed historic resources, however, prior to demolition of existing City Shops Facility structures, additional SHPO consultation and Historic Clearance approval is required demonstrating that the existing structures that are fifty years old or older are not historically significant; in compliance with Goal 7.

### **Goal 8: Neighborhood Heritage Awareness**

*Foster awareness of neighborhood history and heritage.*

**Staff Response:** As indicated above for Goal 7, the applicant is working to determine whether buildings proposed for demolition for future redevelopment are of historic significance, in compliance with Goal 8.

### **Goal 9: Historic Character and Land Use Patterns**

*Recognize and support the historic character and land use patterns of NEN and SESNA.*

**Staff Response:** Goal 9 applies to residential areas and uses and is not applicable.

### **Goal 10: Alternative Transportation Modes**

*Promote the use and viability of alternative modes of transportation.*

**Staff Response:** Future redevelopment of the Shops Complex will improve public accessibility to the site through frontage improvements for abutting streets, pedestrian accessibility within the complex, and bicycle parking standards, encouraging use of alternative modes of transportation in compliance with this goal.

### **Goal 11: Context Sensitive Street Design**

*Design street improvements to promote neighborhood livability while increasing the efficiency of the existing transportation system.*



**Staff Response:** Future redevelopment of the Shops Complex will require frontage improvements of abutting streets to current design standards, in alignment with this goal.

### **Goal 12: Parking**

*Design and utilize on- and off-street parking to protect and enhance neighborhoods.*

**Staff Response:** Future redevelopment of the Shops Complex will be subject to minimum off-street parking requirements, and the parking area will be subject to current landscaping and stormwater management standards to mitigate negative impacts on the surrounding neighborhood in compliance with this goal.

### **Goal 13: Flood Reduction**

*Reduce flooding and related negative impacts on the neighborhood through the implementation of flood prevention and mitigation strategies.*

**Staff Response:** Future redevelopment of the Shops Complex will be subject to current stormwater management standards and will require floodplain development permits to mitigate flooding and negative impacts to the neighborhood, in compliance with this goal.

### **Goal 14: Creeks and Waterways**

*Promote creeks and waterways as neighborhood assets through improved access and clean up.*

**Staff Response:** There are no creeks or mapped waterways present on the subject property; therefore, this goal is not applicable.

### **Goal 15: Maintenance and Enhancements**

*Maintain and enhance existing public facilities and services to promote community safety and quality of life.*

**Staff Response:** Future redevelopment of the Shops Complex will be subject to current development and design standards for water, stormwater, and wastewater management in accordance with corresponding Master Plan documents. New buildings and retrofits of existing buildings will be subject to current seismic provisions of the building code. The proposal is in conformance with Goal 15.

### **Goal 16: Park Enhancement**

*Enhance existing parks to ensure that they are safe, accessible and high-quality recreational facilities for people of all ages and abilities.*

**Staff Response:** There are no parks at the Shops Complex; therefore, this goal is not applicable.

### **Goal 17: Park and Recreational Facilities Development**

*Increase the number, acreage and types of parks and recreational facilities in NEN and SESNA to meet the needs of neighborhood residents.*

**Staff Response:** There are no parks, recreational facilities or trails at the Shops Complex; therefore, this goal is not applicable.

### **Goal 18: State Street Corridor**

*Revitalize State Street as a vibrant, mixed-use corridor that encourages pedestrian activity, is safe and attractive, creates a distinctive sense of place, and serves as an asset to surrounding neighborhoods.*

**Staff Response:** The subject property is not located in the State Street corridor; therefore, this goal is not applicable.

### **Goal 19: Street Improvements**

*Improve streets in the McGilchrist Street area to support redevelopment in the area, facilities safe travel by all modes of transportation and address existing flooding issues.*

**Staff Response:** Future redevelopment of the Shops Complex will require frontage improvements along Oxford Street, which is included in the McGilchrist Street Area Map, in alignment with applicable provisions of Goal 19.

### **Goal 20: Land Use and Business**

*Support existing businesses in the McGilchrist Street area, and examine opportunities to change zoning to preserve and promote development that is compatible with existing uses.*

**Staff Response:** The subject property is not located within the McGilchrist Street Area; therefore, this goal is not applicable.

### **Goal 21: North Campus Redevelopment**

*Promote the redevelopment of the North Campus of the State Hospital into a well-planned mixed-use development that is compatible with and complementary to surrounding neighborhoods.*

**Staff Response:** The subject property is not located at the North Campus; therefore, this goal is not applicable.

## **3. FINDINGS ADDRESSING APPLICABLE SALEM REVISED CODE APPROVAL CRITERIA FOR QUASI-JUDICIAL ZONE CHANGE**

The following analysis addresses the proposed zone change for the subject property from IG (General Industrial) and IC (Industrial Commercial) to PS (Public Service).

SRC Chapter 265.005 provides the criteria for approval for Quasi-Judicial Zone Changes. In order to approve a quasi-judicial zone change request, the review authority shall make findings based on evidence provided by the applicant demonstrating that all the following criteria are satisfied. The extent of the consideration given to the various criteria set forth below depends on the degree of impact of the proposed change, and the greater the impact of a proposal on the area, the greater the burden is on the applicant to demonstrate the zone change is appropriate.

The applicable criteria and factors are stated below in **bold** print. Following each criterion is a response and/or finding in relation to the requested zone change.

**SRC 265.005(e)(1)(A). The zone change is justified based on one or more of the following:**

- (i) A mistake in the application of a land use designation to the property**
- (ii) A demonstration that there has been a change in the economic, demographic, or physical character of the vicinity such that the zone would be compatible with the vicinity's development pattern.**
- (iii) A demonstration that the proposed zone change is equally or better suited for the property than the existing zone. A proposed zone is equally or better suited than an existing zone if the physical characteristics of the property are appropriate for the proposed zone and the uses allowed by the proposed zone are logical with the surrounding land uses.**

**Finding:** The applicant states the proposal satisfies (iii)—the proposed zone change is equally or better suited for the property than the existing zone. The subject property is split zoned, including portions that are zoned IC (Industrial Commercial), IG (General Industrial) and PS (Public Service), however the properties are under common ownership and are used by the City of Salem for the Public Works Shops Complex. The primary use for the property is classified as a Governmental Maintenance Services and Construction use, which is characterized as follows:

*Governmental maintenance services and construction.*

- (1) *Characteristics.* Governmental maintenance services and construction is characterized by facilities supporting off-site property and building improvement, construction, or maintenance of public assets. On-site activities are generally limited to administration, dispatch, indoor or outdoor storage of equipment and supplies, fleet vehicle storage, minor assembly or preparation of materials, repair and maintenance of machinery and heavy equipment, and other services primarily related to management of public assets.
- (2) *Examples.* Government motor pools; shops facilities; storage yards.

Governmental maintenance services and construction uses are permitted in the IC, IG and PS zones. However, some of the functions of the Shops Complex could be classified as a Government Services use, which is characterized as follows:

*Governmental services.*

- (1) *Characteristics.* Governmental services are characterized by the administration of the government, typically provided by a public body.
- (2) *Examples.* City hall; courts; other government offices.

Governmental Services uses are permitted in the IC and PS zone but are not permitted in the IG zone. The proposed zone change is equally or better suited for the subject property because it provides consistent zoning and permitted uses for the entire Shops Complex.

The current split zoning also creates a challenge for application of development standards such as building setbacks, and minimum landscaping for the complex. For example, the IC zone requires a minimum of 15 percent of the development site to be landscaped, while there is no minimum landscape standard in the IG or PS zones. The IC zone requires a minimum 10-foot setback abutting the IG zone, and a minimum 5-foot setback abutting the PS zone. While the IG zone requires a minimum 10-foot setback to both the IC and PS zones. The PS zone does not require any minimum building setback.

The applicant's zone change request would allow for a continuation of the existing City of Salem Shops Complex use and would provide a consistent set of development standards that would apply to the Complex upon redevelopment. The requested PS zoning designation is equally or better suited for the subject property, the proposal meets this criterion.

**(B) If the zone change is City-initiated, and the change is for other than City-owned property, the zone change is in the public interest and would be of general benefit.**

**Finding:** The proposed zone change has been initiated by the City of Salem as a private landowner for property at the City Shops Facility. Because the zone change request has been initiated by the City for property owned by the City, this criterion does not apply.

**(C) The zone change conforms with the applicable provisions of the Salem Area Comprehensive Plan.**

**Finding:** Findings addressing the minor comprehensive plan map and neighborhood plan map amendment criterion SRC 64.025(e)(2)(D), included earlier in this report, address the applicable provisions of the Salem Area Comprehensive Plan for this consolidated application. The proposal satisfies this criterion.

**(D) The zone change complies with applicable Statewide Planning Goals and applicable administrative rules adopted by the Department of Land Conservation and Development.**

**Finding:** Findings addressing the minor comprehensive plan map and neighborhood plan map amendment criterion SRC 64.025(e)(2)(D), included earlier in this report, address the conformance of the proposal with the applicable provisions of the Statewide Planning Goals for this consolidated application. The proposal satisfies this criterion.

**(E) If the zone change requires a comprehensive plan change from an industrial use designation to a non-industrial use designation, or from a commercial or**

**employment designation to any other use designation, a demonstration that the proposed rezone is consistent with its 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 rezone; or include both the demonstration and an amendment to the Comprehensive Plan.**

**Finding:** The applicant is requesting to change the comprehensive plan designation from “Industrial” and “Industrial Commercial” to “CSG – Community Services Government” a non-industrial use designation.

In 2014, the City conducted a study called the Salem Economic Opportunities Analysis (EOA). The EOA examined Salem’s needs for industrial and commercial land through 2035 and concluded that Salem has a projected commercial land shortage of 271 acres and a surplus of approximately 907 acres of industrial land. The EOA provides strategies to meet the projected employment land needs in the Salem area. In 2015, the City Council voted to adopt the EOA; the City now uses the EOA and its findings to inform policy decision, including how to respond to request for rezoning land.

The requested zone change would result in the loss of 5.59 acres of IC (Industrial Commercial) zoned land and the loss of 2.12 acres of IG (General Industrial) zoned land. The reduction of surplus industrial land does not impact the City’s ability to meet future economic development and employment growth needs. In addition, the EOA assumes that the subject property does not provide capacity for additional economic development within the planning period, because the site is owned by a public agency (City of Salem) and is expected the site will continue to be used for a public purpose. The proposal is consistent with this approval criterion.

**(F) 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 applicant submitted a TPR Analysis in consideration of the requirements of the Transportation Planning Rule (OAR 660-012-0060). The TPR analysis demonstrates that the proposed comprehensive plan change and zone change will not have a significant impact on the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer has reviewed the TPR analysis and concurs with the finding of no significant affect.

The proposal meets this criterion.

**(G)The property is currently served, or is capable of being served, with public facilities and services necessary to support the uses allowed in the proposed zone.**

**Finding:** Findings addressing the Comprehensive Plan Change criterion SRC 64.025(e)(2)(B), included earlier in this report, address the public facilities and services available to support existing and proposed uses allowed on the subject property as a result of the proposed zone change. The proposal satisfies this criterion.

## **CONCLUSION**

Based on the facts and findings presented herein, Staff concludes the proposed Minor Comprehensive Plan Map Amendment, Neighborhood Plan Map Amendment, and Zone Change, for property located at 1410 20<sup>th</sup> Street SE, 1510 22<sup>nd</sup> Street SE, and 2035 Oxford Street SE - 97301, satisfy the applicable criteria contained under SRC 64.025(e)(2) and SRC 265.005(e)(1) for approval.

## **RECOMMENDATION**

Staff recommends that the Planning Commission adopt the facts and findings of the staff report and **APPROVE** the following actions for the subject property which is approximately 20.9 acres in size, designated “Industrial” and “Industrial Commercial” on the Comprehensive Plan Map, zoned IG (General Industrial) and IC (Industrial Commercial), and located at 1410 20<sup>th</sup> Street SE, 1510 22<sup>nd</sup> Street SE, and 2035 Oxford Street SE - 97302 (Marion County Assessor’s map and tax lot numbers: 073W35AB / 04000, 073W35AC / 00300 and 01100).

- A. APPROVE Minor Comprehensive Plan Map Amendment from “Industrial” and “Industrial Commercial” to “CSG – Community Services Government”;
- B. APPROVE Neighborhood Plan Map Amendment from “Industrial” and “Industrial Commercial” to “CSG – Community Services Government”; and
- C. APPROVE Zone Change from IG (General Industrial) and IC (Industrial Commercial) to IC (Industrial Commercial).

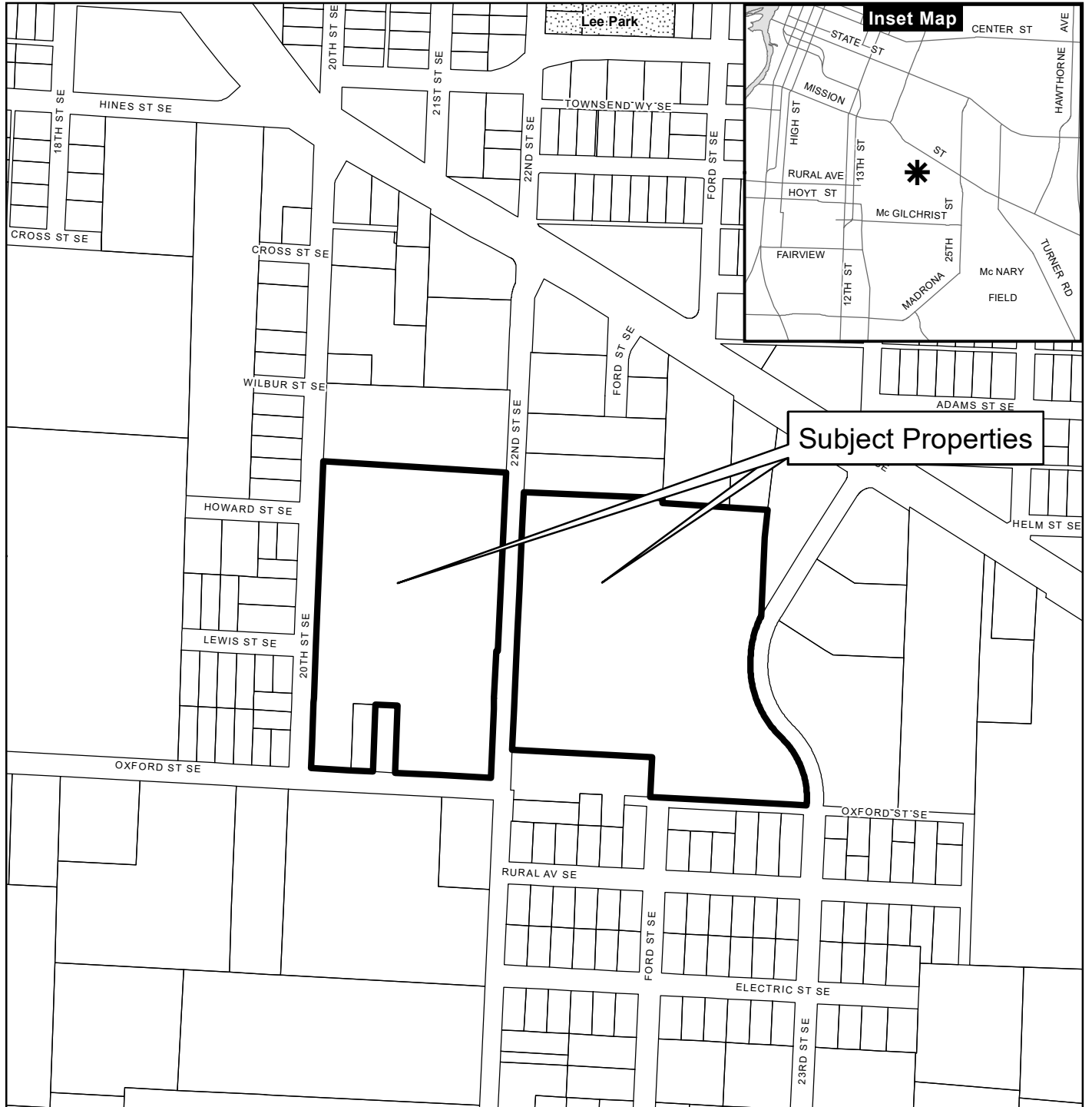
### Attachments:

- A. Vicinity Map, Comprehensive Plan Map and Zoning Map
- B. SESNA Meeting Summary from Sept. 22, 2020
- C. Applicant’s Written Statements
- D. Existing Conditions Plan
- E. Memo from the Public Works Department








Prepared by Aaron Panko, Planner III

# Vicinity Map

## 1410 20th Street SE, 1510 22nd Street SE, and 2035 Oxford Street SE



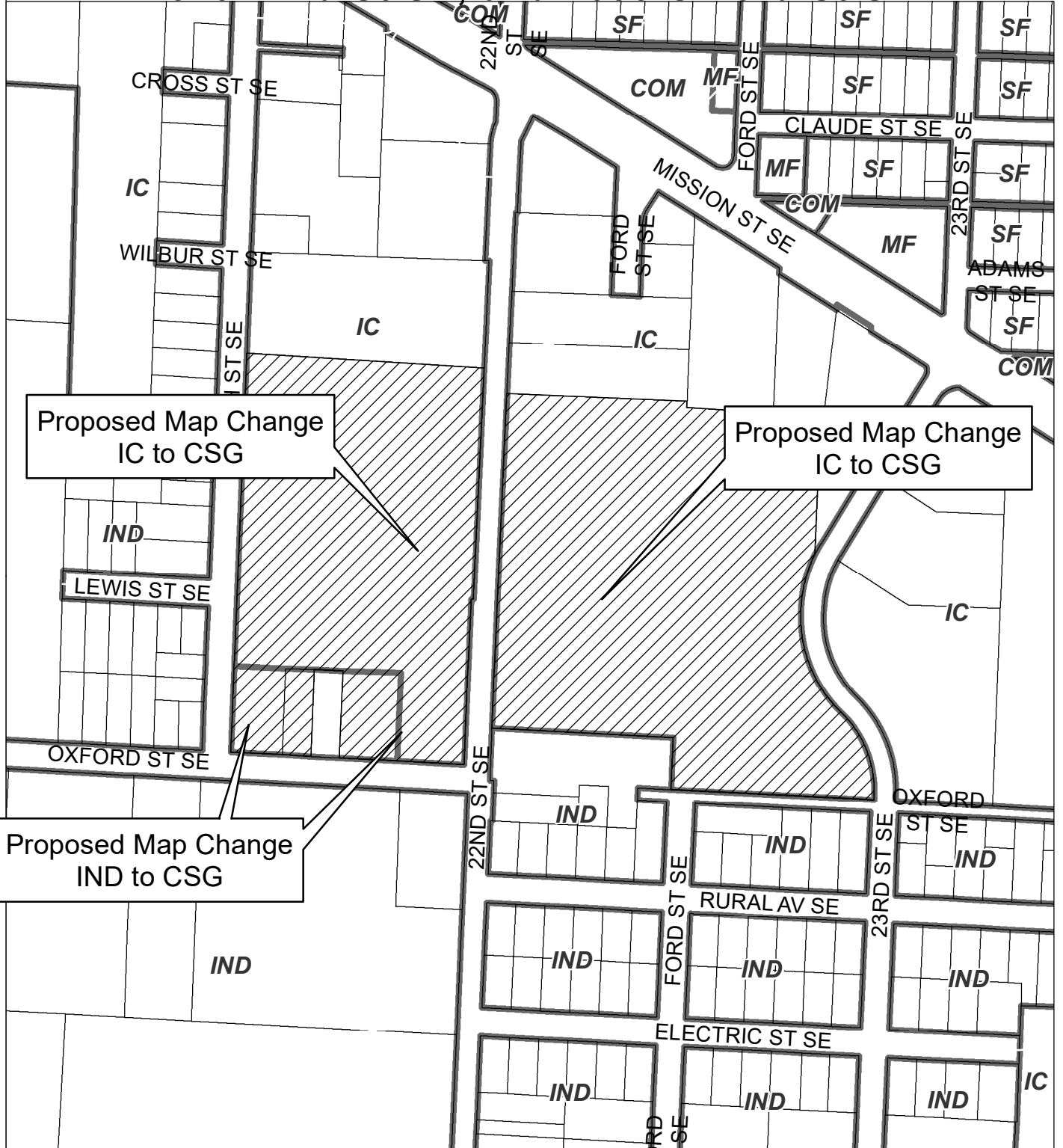
**Legend**

-  Taxlots
-  Urban Growth Boundary
-  City Limits
-  Outside Salem City Limits
-  Historic District
-  Schools
-  Parks



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# Comprehensive Plan Map - 1410 20th St SE, 1510 22nd St SE, and 2035 Oxford St SE



## Legend

- SF Comprehensive Plan
- Urban Growth Boundary
- Outside Salem City Limits
- Taxlots
- Parks
- Schools

0 50 100 200 Feet

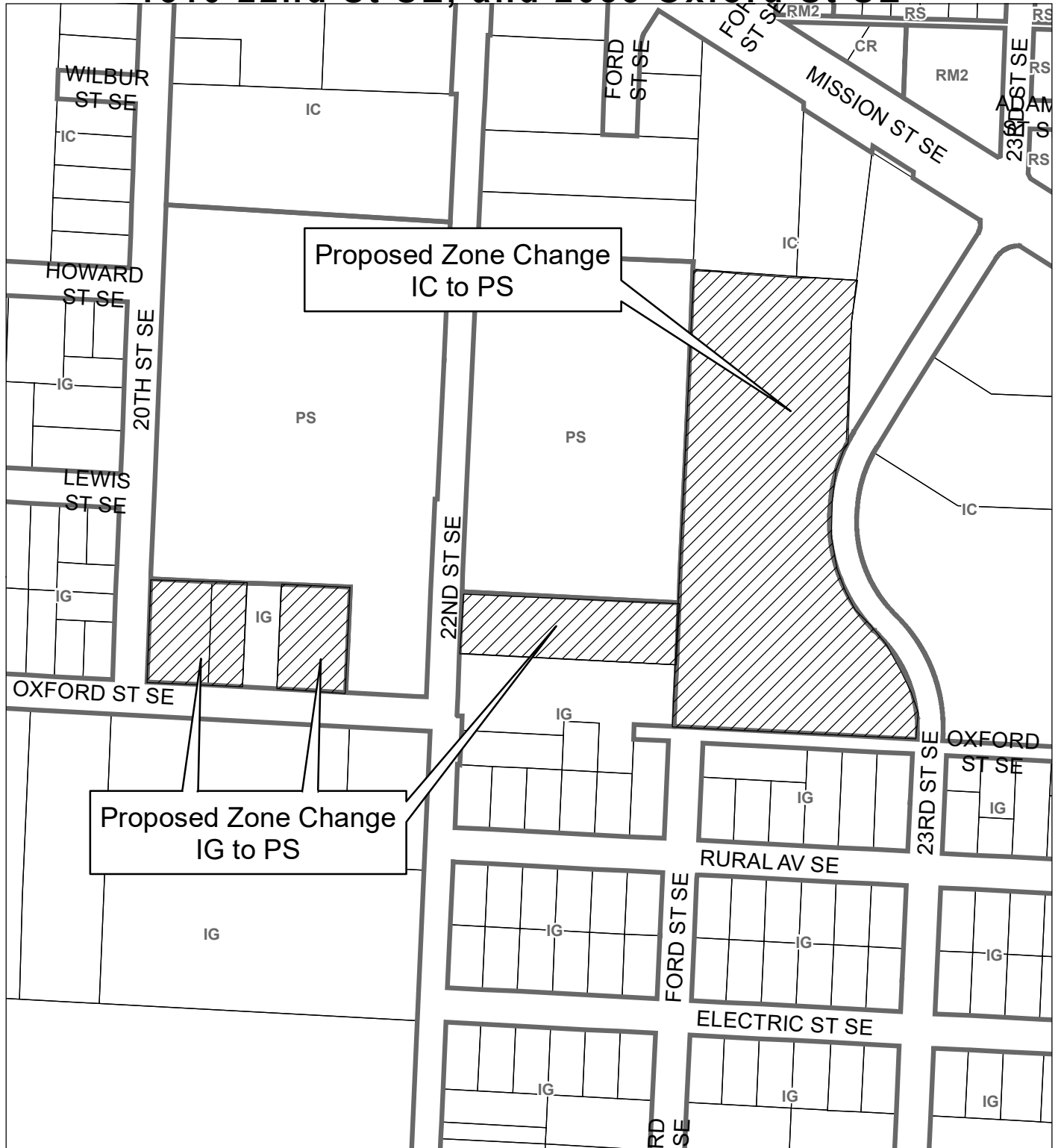


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CITY OF *Salem*  
AT YOUR SERVICE  
Community Development Dept.



# Vicinity Zoning - 1410 20th St SE, 1510 22nd St SE, and 2035 Oxford St SE



## Legend

- RS Base Zoning
- Urban Growth Boundary
- Outside Salem City Limits
- Taxlots
- Parks
- S
 Schools

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0 50 100 200 Feet



CITY OF *Salem*  
AT YOUR SERVICE  
Community Development Dept.

City of Salem Public Works Department  
Land Use Application for City Shops Rezoning

**Neighborhood Association Contact and Open House**

**Sec. 300.310 and Sec. 300.320**

**Information Packet**

October 2020

# Neighborhood Association Contact and Open House (Neighborhood Association Meeting)

## **Sec. 300.310 – Neighborhood Association Contact Requirements**

Prior to submitting the land use application for the rezoning of the City of Salem City Shops, the Public Works Department contacted the Southeast Salem Neighborhood Association (SESNA) as required by Sec. 300.310. SESNA is the only City-recognized neighborhood association whose boundaries include, or are adjacent to, the property proposed for rezoning.

The purpose of the contact with SESNA was to provide the neighborhood association an opportunity to learn of the upcoming land use application to rezone the parcels for the City Shops and provide feedback prior to submittal of the application.

### **Address of Subject Properties**

Public Works is applying to rezone five parcels located on three tax lots (073W35AB04000, 073W35AC01100, and 073W35AC00300).

### **Addresses on parcels:**

#### **Tax Lot 073W35AB04000 rezoning:**

1580 20th St SE, Salem, OR 97302; 1590 20th St SE, Salem, OR 97302  
2075 Oxford St SE, Salem, OR 97302; 2105 Oxford St SE, Salem, OR 97302

#### **Tax Lot 073W35AC01100 rezoning:**

2035 Oxford St SE, Salem, OR 97302

#### **Tax Lot 073W35AC00300 rezoning:**

1504 22nd St SE, Salem, OR 97302; 1522 22nd St SE, Salem, OR 97302  
1524 22nd St SE, Salem, OR 97302; 1560 22nd St SE, Salem, OR 97302  
1568 22nd St SE, Salem, OR 97302; 1582 22nd St SE, Salem, OR 97302  
2274 Oxford St SE, Salem, OR 97302

On August 28, 2020, an email letter was sent with a summary of the proposal to the following SESNA representatives:

SESNA Chair: Shannon Priem (spriem@hotmail.com)

SESNA Vice-Chair: Arnaud Verstuyf (contact@sesna.us)

SESNA Land use co-chairs: Darrin Brightman and Jeff Leach (landuse.sesna@gmail.com)


See the Appendix for a copy of the email letter sent to the neighborhood association.

## Sec. 300.320. – Open House Requirements

### **(f) Neighborhood Association meeting in-lieu of open house.**

(1) In-lieu of arranging and attending an open house, the Public Works Department chose to present at the regularly scheduled neighborhood association meeting whose boundaries include the subject property. This meeting was held by the Southeast Salem Neighborhood Association (SESNA), on September 22, 2020 at 7pm. The meeting was held by Zoom following existing COVID-19 guidelines.

(2) The proposal was included on SESNA's official meeting agenda posted in advance of the meeting.



SESNA 2020 - Monthly Public Meeting - Public agenda

## Monthly public meeting

**Tue, Sept. 22, 2020 from 7 to 8:30 p.m.**

**This meeting is open to the public. Contact SESNA at [meeting@sesna.us](mailto:meeting@sesna.us) to receive an invitation. A [Zoom](#) invite will be emailed to you the day of the meeting. Technical help will be available 15 minutes prior to the start. For more information visit [sesna.us](http://sesna.us).**

Page 1/1

- (6.45 p.m. / Technical assistance through email, Slack and Zoom)
- 7 p.m. / Welcome, approval of August minutes
- 7:10 p.m. / Neighborhood concerns
- 7:20 p.m. / Guests
  - Tom Andersen: City Council updates: city resources for wildfire/smoke help.
  - Jake Gmazel, Senior Project Manager, proposed re-zoning for Public Works Shops construction project.
  - Milan Davis, new urban forester (tentative): update on tree ordering/planting
- 7:45 p.m. / Old business
  - Joint SESNA/NEN letter supporting State Street Corridor project progress
  - School district/city parks sign confusion update (Richmond, Aldrich parks)
- 8.00 p.m. / New Business
  - Share/discuss resources to help neighbors during disasters
- 8:15 p.m.: Project/committee updates
  - Beautification Com. (on hold, but cooking)
  - Digital Assets Com. (Web, social media)
  - Flood Watch Com.
  - Land Use Com.
  - Outreach and Business Com.
  - Parks Com.
  - Liaison Capital Park Wesleyan Church – Habitat for Humanity is building!
  - Liaison Schools
  - Liaison South Salem Connect
- 8:15 p.m. / Committee and partner updates
  - Beautification Com.
  - Digital Assets Com.
  - Flood Watch Com.
  - Land Use Com.
  - Outreach and Business Com.
  - Parks Com.
  - Liaison Capital Park Wesleyan Church
  - Liaison Schools
  - Liaison South Salem Connect

[www.sesna.us](http://www.sesna.us) - [f](#) [i](#) [t](#) SalemSESNA

### (3) Written Notice

Public Works provided written notice of the neighborhood association meeting seven days prior to the meeting to City-recognized associations whose boundaries include or are adjacent to, the subject property; and The Planning Administrator.

The written notice was sent to the following SESNA representatives and the Planning Administrator.

SESNA Chair: Shannon Priem (spriem@hotmail.com)

SESNA Vice-Chair: Arnaud Verstuylf (contact@sesna.us)

SESNA Land use co-chairs: Darrin Brightman and Jeff Leach (landuse.sesna@gmail.com)


Planning Administrator: Lisa Anderson-Ogilvie

See the Appendix for a copy of the written notice.

### (4) Posted Notice

On September 15, 2020, seven days prior to the SENA public meeting, Public Works provided posted notice of the neighborhood association meeting on the property affected by the proposal.

The posted notice was written in both English and Spanish on signs that were 22 inches by 34 inches in size. These were posted on each street frontage of the property in a conspicuous place visible from the public right-of-way. Examples of the posted notice and photos of the postings follow.

 CITY OF Salem AT YOUR SERVICE	
NOTICE OF NEIGHBORHOOD ASSOCIATION MEETING Southeast Salem Neighborhood Association (SESNA)	NOTIFICACIÓN DE LA REUNIÓN DE LA ASOCIACIÓN DEL VECINDARIO Asociación del Vecindario Southeast Salem (SESNA, siglas en Inglés)
<p><b>Applicant</b> Name: Luke Gmazel Telephone number: (503) 588-6211 Email address: lgmazel@cityofsalem.net Address: 555 Liberty St SE, Rm 325, Salem OR 97301</p> <p><b>Address of Subject Property</b> Public Works is applying to rezone five parcels located on three tax lots (073W35AB04000, 073W35AC01100, and 073W35AC00300).</p> <p><b>Addresses on parcels:</b> Tax Lot 073W35AB04000 rezoning: 1580 20th St SE, Salem, OR 97302; 1590 20th St SE, Salem, OR 97302 2075 Oxford St SE, Salem, OR 97302; 2105 Oxford St SE, Salem, OR 97302</p> <p>Tax Lot 073W35AC01100 rezoning: 2035 Oxford St SE, Salem, OR 97302</p> <p>Tax Lot 073W35AC00300 rezoning: 1504 22nd St SE, Salem, OR 97302; 1522 22nd St SE, Salem, OR 97302 1524 22nd St SE, Salem, OR 97302; 1560 22nd St SE, Salem, OR 97302 1568 22nd St SE, Salem, OR 97302; 1582 22nd St SE, Salem, OR 97302 2274 Oxford St SE, Salem, OR 97302</p> <p><b>Southeast Salem Neighborhood Association Meeting Information</b></p> <p>Date: Tuesday, September 22, 2020 Time: 7:00 pm Meeting Location: Zoom Meeting Due to COVID-19 Restrictions Contact SESNA with details on how to participate: <a href="https://sesna.us/contact/">https://sesna.us/contact/</a></p> <p><b>Summary of the Proposal:</b></p> <p>The City-owned parcels proposed for rezoning are located north of Oxford Street SE between 20th Street SE and 23rd Street SE in Salem, Oregon. Currently these parcels are zoned as a mix of Industrial Commercial (IC) and General Industrial (IG) and house the existing City Shops. Public Works is applying to change the zoning to Public Service (PS) and change the City of Salem Comprehensive Plan Map to reflect the change in zoning. The proposed zoning change will facilitate future design and planning review processes to adhere to one set of development standards. This will make the design and review process more efficient and will provide uniform standards to create a cohesive, consistent, and aesthetically pleasing design for future redevelopment of the complex.</p>	<p><b>Solicitante</b> Nombre: Luke Gmazel Número de Teléfono: (503) 588-6211 Correo Electrónico: lgmazel@cityofsalem.net Dirección: 555 Liberty St SE, Rm 325, Salem OR 97301</p> <p><b>Dirección de la Propiedad del Sujeto</b> Trabajos Públicos está aplicando para re-zonificar cinco parcelas ubicadas en tres lotes de impuestos (073W35AB04000, 073W35AC01100, y 073W35AC00300).</p> <p><b>Direcciones en las parcelas:</b> Lote de impuesto 073W35AB04000 re-zonificación: 1580 20th St SE, Salem, OR 97302; 1590 20th St SE, Salem, OR 97302 2075 Oxford St SE, Salem, OR 97302; 2105 Oxford St SE, Salem, OR 97302</p> <p>Lote de impuesto 073W35AC01100 re-zonificación: 2035 Oxford St SE, Salem, OR 97302</p> <p>Lote de impuesto 073W35AC00300 re-zonificación: 1504 22nd St SE, Salem, OR 97302; 1522 22nd St SE, Salem, OR 97302 1524 22nd St SE, Salem, OR 97302; 1560 22nd St SE, Salem, OR 97302 1568 22nd St SE, Salem, OR 97302; 1582 22nd St SE, Salem, OR 97302 2274 Oxford St SE, Salem, OR 97302</p> <p><b>Información de la Reunión de la Asociación del Vecindario Southeast Salem</b></p> <p>Fecha: Martes, 22 de Septiembre, 2020 Hora: 7:00 pm Ubicación de la Reunión: Reunión mediante Debido a las restricciones del COVID-19 Contacte al SESNA para detalles en como participar: <a href="https://sesna.us/contact/">https://sesna.us/contact/</a></p> <p><b>Resumen de la Propuesta:</b></p> <p>Las parcelas pertenecientes a la Ciudad propuestas para re-zonificación están ubicadas al norte de Oxford Street SE entre 20th Street SE y 23rd Street SE en Salem, Oregon. Actualmente estas parcelas están zonificadas como una mezcla de Industrias Comerciales (IC) e Industrias Generales (IG) y encierran las Tiendas de la Ciudad existentes. Trabajos Públicos está aplicando para cambiar la zonificación de Servicios Públicos (PS, siglas en inglés) y cambiar el Mapa del Plan Comprensivo de la Ciudad de Salem para reflejar el cambio en la zonificación. El cambio de zonificación propuesta facilitará el proceso de revisión de diseño y planificación futuro para apearse a una colección de normas de desarrollo. Esto hará el proceso de revisión y planificación más eficiente y proveerá normas uniformes para crear un diseño cohesivo, consistente y estéticamente atractivo para la futura renovación del complejo.</p>

Photos of Posted Notices on Street Frontages Visible from the Public Right-of-Way



Photos of Posted Notices on Street Frontages Visible from the Public Right-of-Way



**Photos of Posted Notices on Street Frontages Visible from the Public Right-of-Way**



**(5) Effect on Subsequent land use application submittal**

Public Works staff members, Luke Gmazel and Allen Dannen, presented at the regularly scheduled SESNA public meeting to share the proposal for rezoning of the City Shops land parcels with the neighborhood, surrounding property owners and residents as required by Sec.300.320. The date, time, location, list of attendees, and summary of comments follow.

**Southeast Salem Neighborhood Association (SESNA) Public Meeting and Comments**

**Date:** Sept 22, 2020

**Time:** 7:00 pm

**Location:** Zoom Meeting

**Meeting Attendees:**

**SESNA**

Shannon Priem, Chair  
Arnaud Verstuyf, Vice Chair  
Kirk Leonard, Treasurer  
Darren Brightman  
Darwin Sandau

David  
David Mac Millan  
Jason, Salem PD  
H. Thomas Andersen  
Jeff  
Seleste Liyanage

503-689-7877

**City of Salem Presenters**

Luke Gmazel  
Allen Dannen  
**Barney & Worth**  
Tammy Menkerud

**Rezoning Application Presentation for SESNA Public Meeting**

During the presentation, Public Works staff shared information about the proposal to rezone city-owned land parcels that house the City Shops in Southeast Salem ahead of planned site re-development. This included reviewing current and future site zoning, traffic studies, a conceptual redevelopment site plan, and next steps in the land use application process.



## Application for Rezoning City of Salem Shops Complex

The City of Salem is applying to rezone city-owned land parcels that house the City Shops in Southeast Salem. This effort is being completed ahead of planned site redevelopment.

**Location:** Parcels North of Oxford Street SE between 20th Street SE and 23rd Street SE

**Proposed Rezoning:** The City proposes rezoning parcels currently zoned as Industrial Commercial (IC) and Industrial General (IG) to a Public Service (PS) designation and changing the City of Salem Comprehensive Plan Map to reflect the change in zoning.



### Benefits of Rezoning

This proposed change will ensure the design and planning review process adheres to one set of development standards. This will make the design and review process more efficient and enable us to create a cohesive, aesthetically pleasing design across the entire complex.

### Future Site Development

Once rezoning is approved, any future redevelopment will need to apply for additional land use approval. Planned site redevelopment includes a City Shops Complex which would:

- Replace old and inadequate City Shops facilities
- Bring shop facilities up to modern seismic and building code standards
- Consolidate Public Works Operations in one location
- Provide attractive landscaping, buffers, and setbacks for the neighborhood

## Summary of SESNA Public Meeting Comments

In general, neighbors attending the SESNA public meeting expressed satisfaction with the presentation and indicated support for the rezoning proposal. Highlights of their questions and comments:

### *Traffic Patterns and Impacts:*

- Neighbors offered several comments and questions about the traffic impacts with site redevelopment.
- In general, neighbors showed satisfaction with the traffic study and the anticipated positive impacts on traffic which would occur due to rezoning and redevelopment of the parcels as shown in the presentation.
- Neighbors commented that there is currently a good deal of traffic along 23<sup>rd</sup> Street during the day. After reviewing the zoning maps, some community members shared that drivers might try to cut through the site as a short cut to the light at 22<sup>nd</sup> Street. City staff explained that current plans for the site redevelopment include public parking and gates to prevent drivers from cutting through the property. This would both protect safety and improve traffic flow efficiency. Neighbors expressed satisfaction with this solution.
- Neighbors also asked if Oxford Street would ever be made into a through street. City staff informed the group that this is currently planned as part of long-term, future redevelopment. Staff emphasized that it would not happen in the initial phases of redevelopment and would be subject to future priorities and funding.

### *Conceptual Site Design*

- Sentiment was positive for the conceptual designs presented for the future City Shops Complex.
- The SESNA Chair, Shannon Priem, stated that the current City Shops are not very intuitive to navigate. “It sounds like it is going to be a nice place for people to come to work. I’ve been to the City Shops area and gotten lost numerous times. I have an idea that it is going to be more user-friendly and welcoming to both public and staff.”

### *Greenspaces, Landscaping and Stormwater*

- SESNA board members voiced satisfaction that there would be more and improved landscaping and greenspaces.
- Questions were raised about how stormwater would be handled at the site in the future. There was a hope that there would be greenspaces and enough soil saturation to take in lots of rain.
- One SESNA board member suggested that a fountain or water feature might be a nice addition. City Staff appreciated the comment but stated that there probably was not room because vehicle parking and storage are a priority for the site.
- Staff informed neighbors that the new site would adhere to current stormwater standards to detain and treat. Staff also informed neighbors about some of the challenges with the site. This included the fact that the site is very flat, and that the soil may not be the best suited for handling stormwater. Potential solutions to address these challenges can include lots of greenspaces and underground pipes.

### *Public Access to the Site*

- Neighbors asked about future public access points to the site.
- City staff reviewed these and emphasized that for the most part, the site would be secured and fenced with pedestrian access clearly marked. Staff also emphasized that staff and public safety were priorities when planning the site's traffic flow and design.

### *Future Neighborhood Involvement*

- SESNA board members asked how they could help support the City's efforts with the City Shops redevelopment moving forward.
- SESNA board members asked if Public Works had seen the SESNA Neighborhood Plan to help coordinate. This was shared with City staff via the following link: [SESNA Neighborhood Plan](#)
- The City and SENSNA agreed to keep the dialog going. City staff volunteered to attend SESNA meetings in the future to provide updates.
- SESNA board members asked if the online open house could remain open so they could share the link with neighbors. Everyone agreed to leave the [Salem Shops Online Open House](#) up from September 7 through October 6, 2020.

## Written Statement

**Prepared by:** Luke Gmazel, City of Salem Senior Project Manager

**Date Prepared:** December 17, 2020

**RE: Written Statement for City of Salem Public Works Shops Complex Rezoning and Comprehensive Plan Change Application**

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**Property: City of Salem Public Works Shops Complex**

**Addresses:**

- **20<sup>th</sup> Street SE:** 1388, 1390, 1392, 1394, 1395, 1396, 1397, 1398, 1399, 1410, 1420, 1440, 1460, 1480, 1506, 1580 and 1590
- **22<sup>nd</sup> Street SE:** 1220, 1405, 1410, 1415, 1440, 1450, 1455, 1475, 1480, 1490, 1504, 1505, 1510, 1520, 1522, 1524, 1525, 1540, 1560, 1568, 1582 and 1595
- **Oxford Street SE:** 2035, 2075, 2105 and 2274

Proposed findings demonstrating how proposal conforms to approval criteria for a Minor Comprehensive Plan Map amendment (SRC 64.025 (e)(2)).

**A. The minor plan map amendment is justified due to equally or better suited designation;**

The subject properties are currently zoned as a mixture of Public Service (PS), Industrial Commercial (IC) and General Industrial (IG). The properties are currently used as the City of Salem Public Works Shops Complex. Governmental Civic Services are not a permitted use under the General Industrial zoning designation. This proposal seeks to amend the Salem Zoning Map to rezone the IC and IG zoned properties to the PS zoning designation. Consolidating the properties to one zoning designation and set of corresponding development standards will simplify the Planning process for future development of the site.

**B. The property is currently served with public facilities and services necessary to support the uses allowed by the proposed plan map designation;**

The subject properties are currently served with the public facilities and services necessary to support the uses allowed by the proposed plan map designation.

**C. The proposed plan map designation provides for the logical urbanization of land;**

The subject properties are currently used as the City of Salem Public Works Shops Complex. The comprehensive plan designation of Public Service (PS) will allow continued use as the City shops complex and will provide for future development that is consistent with the proposed designation.

**D. The proposed land use designation is consistent with the Salem Area Comprehensive Plan and applicable statewide planning goals and administrative rules adopted by the Department of Land Conservation and Development;**

Statewide Planning Goal 1- Citizen Involvement

Response: The City hosted an online open house, available from September 7-15, 2020. City staff also participated in the September 22, 2020, meeting of the SESNA Neighborhood

Association. A copy of the agenda is included with the application. Based on comments received during the neighborhood association meeting, the open house was extended to October 6, 2020. The comments received were positive.

#### Statewide Planning Goal 2- Land Use Planning

Response: The Oregon Land Conservation and Development Commission has acknowledged the Salem Area Comprehensive Plan are in compliance with Statewide Planning Goals.

#### Statewide Planning Goal 5- Open Spaces, Scenic and Historic Areas, and Natural Resources

Response: There are no known scenic, historic, natural, or cultural resources on the subject property.

#### Statewide Planning Goal 7- Areas Subject to Natural Hazards

Response: There are known natural hazards identified on portions of the subject properties, specifically flood plain and floodway hazards. The proposal does not include development within the mapped flood plain/floodway hazards identified on the subject properties. Future development will be in compliance with flood regulations. The proposal is consistent with Goal 7.

#### Statewide Planning Goal 9- Economic Development

Response: The subject properties are under City's ownership and are anticipated to remain as such for the planning period.

#### Statewide Planning Goal 10- Housing

Response: The City's most recently acknowledged Housing Needs Analysis (HNA) indicates that the City faces a deficit of residential land. However, the HNA did not include the subject property to provide capacity for additional residential development within the applicable planning period because it is owned by the City and has been under such ownership since (). Therefore, the HNA appropriately assumed that the property would be used for a public purpose and not be expected to redevelop for residential use during the applicable planning period. It is not "available" to address the City's residential land deficit. As such, the Comprehensive Plan and zoning designations will have no impact on the City's documented residential land supply, or the residential deficit identified in the HNA.

#### Statewide Planning Goal 11- Public Facilities and Services

Water, sewer and storm infrastructure is currently available within adjacent streets to the subject properties and is adequate to serve future development of the properties.

#### Statewide Planning Goal 12- Transportation

Response: The City hired DKS to perform a Transportation Planning Rule analysis of the impact of the proposed zone changes. The analysis provided evidences that there will be no significant impact to the local transportation systems. Therefore, there are no traffic improvements proposed. A copy of the analysis is included with the application.

Statewide Planning Goal 13- Energy Conservation

Response: This proposal does not involve development that will impact energy use and/of conservation thereof. Future phases of development will be implemented in accordance with Goal 13. This proposal is consistent with Goal 13.

Statewide Planning Goal 14- Urbanization

Response: Goal 14 is not applicable in this matter as this proposal does not include land located outside of the UGB or include the extension of services to properties outside of the UGB.

**E. The amendment is in the public interest and would be of general benefit;**

The proposed Comprehensive Plan/Zone Change will simplify the Planning process for future development of the City's Public Works Shops Complex to allow expansion of Civic Services to serve Salem's growing population.

This proposal is consistent with the following goals and policies of the Salem Comprehensive Policies Plan:

Salem Comprehensive Policies Plan Goal B12- General Development – Development Compatibility

Consolidation of the zoning for the City Shops complex properties will ensure that future development will be constructed in accordance with a consistent set of development standards applied to each phase. This will help reduce impact on adjacent properties by maintaining a consistent standard for screening, landscaping, setbacks, building height and building mass regulations through future phases.

Salem Comprehensive Policies Plan Goal C4- Urban Growth - Infill

Future development of the City Shops complex will occur on the subject properties and will not require the conversion of urbanizable lands to urban uses.

Salem Comprehensive Policies Plan Goal J25- Transportation – Airport Compatibility

The proposed development consists of a variety of commercial/industrial uses which are compatible with the airport environment and will not adversely impact the airport and associated aircraft operations. Future phases of development will also be compatible with the airport and associated aircraft operations. This proposal is consistent with Goal J25.

Salem Comprehensive Policies Plan Goal J26- Transportation – Airport Compatibility

A small portion of the subject properties is located under the western most edge of the Runway 31 approach surface; however, future development is not expected to create water impoundments and all storm water runoff will be directed into the City's underground storm water system. This proposal is consistent with Goal J26.

Salem Comprehensive Policies Plan Goal J27- Transportation – Airport Compatibility

The subject properties are not located in runway protection zones (clear zones) or under other protected airport surfaces. This proposal is consistent with J27.

Salem Comprehensive Policies Plan Goal M4- Public and Semi-public Buildings and Lands – Access

The subject properties are located near Mission Street SE, a designated parkway to the north, and McGilchrist Street SE, a major arterial to the south. Access to future phases of development will be consistent with this goal and onsite parking will be provided for public use.

Salem Comprehensive Policies Plan Goal N7- Scenic and Historic Areas, Natural Resources and Hazards – Flood Hazards

There are flood plain and floodway hazards identified on portions of the subject properties. The proposal does not include development within the mapped flood plain/floodway hazards identified on the subject properties. Future development will be in compliance with flood regulations. The proposal is consistent with Goal N7.

This proposal is consistent with the following goals of the NEN-SESNA Neighborhood Plan:

NEN-SESNA Neighborhood Plan Goal 1- Residential Neighborhoods

The subject properties are not located in the area identified in the NEN-SESNA Neighborhood Plan for Neighborhood Residential Zoning. Future development of the subject properties outside of the area identified in the NEN-SESNA Neighborhood Plan for Neighborhood Residential Zoning will protect existing residential areas from uses and activities that would cause an excessive level of noise, pollution, traffic volume, nuisances and hazards, as outlined in Policy P1.1 of Goal 1, and will not encroach into the residential area as outlined in Policy P1.2 of Goal 1.

NEN-SESNA Neighborhood Plan Goal 2- Housing Types

The subject properties are not located in the area identified in the NEN-SESNA Neighborhood Plan for Neighborhood Residential Zoning; therefore, Goal 2 is not pertinent to this proposal.

NEN-SESNA Neighborhood Plan Goal 3- Commercial Development

Portions of the subject properties are in the area identified in the NEN-SESNA Neighborhood Plan for General Commercial zoning. Under this proposal, the properties that are identified in the Plan for General Commercial zoning will be rezoned to the Public Service zoning designation. Future development will be constructed to current design standards for streetscapes and will include any required pedestrian-scale lighting, street trees and sidewalks along required frontage improvements in alignment with Policy P3.1 of Goal 3; standards for required buffers between future development and adjacent residential uses will be provided in alignment with Policy P3.2 of Goal 3.

NEN-SESNA Neighborhood Plan Goal 4- Commercial Redevelopment

Future redevelopment will be constructed in accordance with lot standards for required perimeter landscaping in alignment with Policy P4.2 of Goal 4.

NEN-SESNA Neighborhood Plan Goal 5- Mixed-Use Development

The subject properties are currently owned and operated by the City as the Public Works Operations complex and will remain as such under this proposal; therefore Goal 5 is not

pertinent to this proposal. Future development will include bicycle parking to encourage bicycling and will provide pedestrian enhancements along required frontage improvements.

#### NEN-SESNA Neighborhood Plan Goal 6- Industrial Development

Future phases of development will incorporate required landscaping and screening to reduce negative visual impacts in alignment with Policy P6.1 of Goal 6. To the extent feasible, green stormwater infrastructure will be implemented to reduce negative impacts on the environment and community in alignment with Policy 6.7 of Goal 6.

#### NEN-SESNA Neighborhood Plan Goal 7- Historic District and Properties

The subject properties are not located within the designated Court-Chemeketa Residential Historic District; therefore, Goal 7 is not pertinent to this proposal.

#### NEN-SESNA Neighborhood Plan Goal 8- Neighborhood Heritage Awareness

The applicant is working with City Archaeologist Kimberli Fitzgerald to determine whether buildings proposed for demolition or relocation in future phases of development are of historical significance in alignment with Goal 8.

#### NEN-SESNA Neighborhood Plan Goal 9- Historic Character and Land Use Patterns

The recommended actions of Goal 9 apply to residential areas and are not pertinent to this proposal.

#### NEN-SESNA Neighborhood Plan Goal 10- Alternative Transportation Modes

Future phases of development will include bicycle parking to encourage bicycling and will provide pedestrian enhancements along required frontage improvements in alignment with Goal 10.

#### NEN-SESNA Neighborhood Plan Goal 11- Context Sensitive Street Design

Future phases of development will include required frontage improvements to current design standards in alignment with applicable provisions of Goal 11.

#### NEN-SESNA Neighborhood Plan Goal 12- Parking

Future phases of development will include parking lots constructed in accordance with current requirements for stormwater management to mitigate negative impacts on surrounding neighborhood in alignment with Policy P12.1 of Goal 12.

#### NEN-SESNA Neighborhood Plan Goal 13- Flood Reduction

Future phases of development will be constructed in accordance with current requirements for stormwater management to mitigate flooding and related negative impacts on the surrounding neighborhood in alignment with Goal 13.

#### NEN-SESNA Neighborhood Plan Goal 14- Creeks and Waterways

There are no creeks or waterways on the subject properties; therefore Goal 14 is not pertinent to this proposal.

**NEN-SESNA Neighborhood Plan Goal 15- Maintenance and Enhancements**

Future phases of development will be constructed to current standards for water, stormwater and wastewater management in accordance with corresponding Master Plan documents, and new building construction and existing building retrofits will be completed in accordance with current seismic provisions of the building code in alignment with Goal 15.

**NEN-SESNA Neighborhood Plan Goal 16- Park Enhancement**

There are no parks on the subject properties; therefore, Goal 16 is not pertinent to this proposal.

**NEN-SESNA Neighborhood Plan Goal 17- Park and Recreational Facilities Development**

There are no proposed parks or trails identified on the subject properties in the City of Salem Comprehensive Park System Master Plan Update; therefore, Goal 17 is not pertinent to this proposal.

**NEN-SESNA Neighborhood Plan Goal 18- State Street Corridor**

The subject properties lie outside the area designated as the State Street corridor; therefore, Goal 18 is not pertinent to this proposal.

**NEN-SESNA Neighborhood Plan Goal 19- Street Improvements**

Future phases of development will include required frontage improvements along Oxford Street SE to current design standards in alignment with applicable provisions of Goal 19.

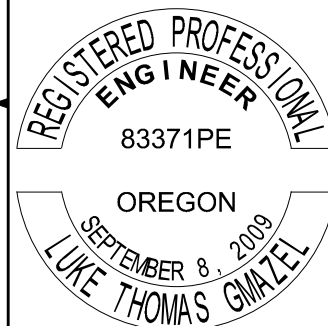
**NEN-SESNA Neighborhood Plan Goal 20- Land Use and Businesses**

The subject properties lie outside of the McGilchrist Street area identified in the Plan; therefore, Goal 20 is not pertinent to this proposal.

**NEN-SESNA Neighborhood Plan Goal 21- North Campus Redevelopment**

The subject properties lie outside of the North Campus of the State Hospital area identified in the Plan; therefore, Goal 21 is not pertinent to this proposal.





EXPIRES: 6-30-2021  
DATE SIGNED:

**COMPREHENSIVE  
PLAN MAP  
AMENDMENT  
APPLICATION**

REVISIONS			
NO.	DESCRIPTION	DATE	BY
1			
2			
3			
4			
5			

**PN: 719600**

HORIZ DATUM: NAD 83-SPCS  
VERT DATUM: NGVD 1929(47)  
HORIZ SCALE: AS SHOWN  
VERT SCALE: AS SHOWN  
DESIGN: LTG  
DRAWN: J.KUENZI  
CHECKED:

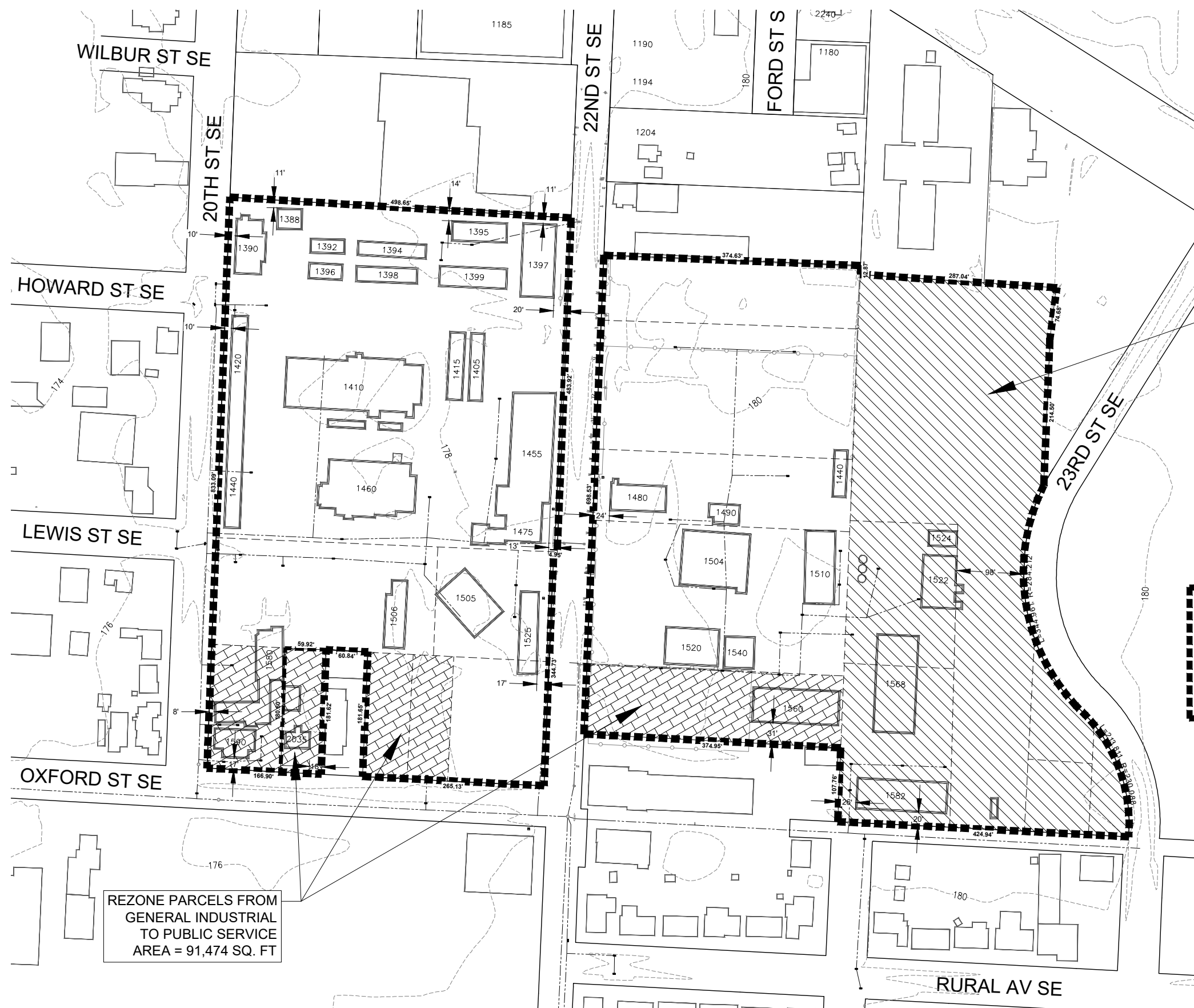
APPROVED:

SHEET TITLE

**SITE PLAN**

**C-01**

SHEET 1 OF 1



REZONE PARCELS  
FROM INDUSTRIAL  
COMMERCIAL TO  
PUBLIC SERVICE  
AREA = 244,273 SQ. FT

**LEGEND**  
PROPERTY LINE ———  
R.O.W. LINE ———  
PARCEL LINE - - - - -  
STORM LINE - - - - -  
CONTOUR ———

CHANGE COMPREHENSIVE  
PLAN MAP DESIGNATION FROM  
INDUSTRIAL AND INDUSTRIAL  
COMMERCIAL TO COMMUNITY  
SERVICE GOVERNMENT  
TOTAL AREA = 908,134 SQ. FT


REZONE PARCELS FROM  
GENERAL INDUSTRIAL  
TO PUBLIC SERVICE  
AREA = 91,474 SQ. FT

11/13/2020 11:22:34 AM  
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# MEMO

**TO:** Aaron Panko, Planner III  
Community Development Department

**FROM:** Glenn J. Davis, PE, CFM, Chief Development Engineer   
Public Works Department

**DATE:** January 15, 2021

**SUBJECT: PUBLIC WORKS RECOMMENDATIONS  
CPC-NPC-ZC20-10 (20-118421-ZO)  
2035 OXFORD STREET SE  
COMPREHENSIVE PLAN CHANGE AND ZONE CHANGE**

## PROPOSAL

An application for a quasi-judicial zone change and comprehensive map amendment for three City properties located at tax lots 073W35AB04000, 073W35AC01100, 073W35AC00300.

## SUMMARY OF FINDINGS

The proposed development meets applicable criteria related to Public Works infrastructure.

## FACTS

Public Infrastructure Plan—The *Water System Master Plan*, *Wastewater Management Master Plan*, and *Stormwater Master Plan* provide the outline for facilities adequate to serve the proposed zone.

Transportation Planning Rule—The applicant submitted a Transportation Planning Rule (TPR) Analysis in consideration of the requirements of the TPR (OAR 660-012-0060). The TPR analysis is required to demonstrate that the proposed CPC/ZC will not have a significant effect on the transportation system as defined by OAR 660-012-0060.

## **Streets**

1. Oxford Street SE (between 20<sup>th</sup> Street SE and 22<sup>nd</sup> Street SE)
  - a. Standard—This street is designated as a Collector street in the Salem TSP. The standard for this street classification is a 34-foot-wide improvement within a 60-foot-wide right-of-way.

- b. Existing Conditions—This street has an approximate 22-foot-wide turnpike improvement within a 60-foot-wide right-of-way abutting the subject property.
2. Oxford Street SE (between Ford Street SE and 23<sup>rd</sup> Street SE)
  - a. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
  - b. Existing Conditions—This street is partially unimproved within a 26-foot-wide right-of-way abutting the subject property.
3. 20<sup>th</sup> Street SE
  - a. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
  - b. Existing Conditions—This street has an approximate 30-foot improvement within a 60-foot-wide right-of-way abutting the subject property.
4. 22<sup>nd</sup> Street SE
  - a. Standard—This street is designated as a Collector street in the Salem TSP. The standard for this street classification is a 34-foot-wide improvement within a 60-foot-wide right-of-way.
  - b. Existing Conditions—This street has an approximate 30-foot improvement within a 55-foot-wide right-of-way abutting the subject property.
5. 23<sup>rd</sup> Street SE
  - a. Standard—This street is designated as a Collector street in the Salem TSP. The standard for this street classification is a 34-foot-wide improvement within a 60-foot-wide right-of-way.
  - b. Existing Conditions—This street has an approximate 30-foot improvement within a 46-foot-wide right-of-way abutting the subject property.

## **Storm Drainage**

1. Existing Conditions
  - a. A 54-inch storm main is located in Oxford Street SE.

- b. An 8-inch storm main is located in 20<sup>th</sup> Street SE.
- c. A 10-inch storm main is located in 22<sup>nd</sup> Street SE.
- d. A minimum 12-inch storm main is located in 23<sup>rd</sup> Street SE.
- e. Multiple storm mains are located within the site.

## **Water**

### **1. Existing Conditions**

- a. The subject property is located in the G-0 water service level.
- b. A 2-inch water main is located in Oxford Street SE and 20<sup>th</sup> Street SE.
- c. A 30-inch water main is located in Oxford Street SE and 22<sup>nd</sup> Street SE.
- d. A 12-inch water main is located in 23<sup>rd</sup> Street SE.
- e. Multiple water mains are located within the site.

## **Sanitary Sewer**

### **1. Existing Conditions**

- a. An 8-inch sewer main is located in Oxford Street SE.
- b. A 15-inch sewer main is located in 22<sup>nd</sup> Street SE.
- c. An 8-inch sewer main is located in 23<sup>rd</sup> Street SE.
- d. Multiple sewer mains are located within the site.

## **Natural Resources**

- 1. Floodplain/floodway – The subject property is designated on the Federal Emergency Management Agency (FEMA) floodplain maps as a Zone “AE” floodplain. Development within the floodplain requires a floodplain development permit and is subject to the requirements of SRC Chapter 601, including elevation of new structures to a minimum of one foot above the base flood elevation.

2. Wetlands/hydric soils – The Salem-Keizer Local Wetland Inventory shows that there are wetland channels and/or hydric soils mapped on the property. The applicant should contact the Oregon Department of State Lands to verify if any permits are required for development or construction in the vicinity of the mapped wetland area(s).
3. Landslide hazards – According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 (Landslide Hazards), there are no mapped landslide hazard areas on the subject property.

### **CRITERIA AND FINDINGS**

**Criteria: SRC 265.005(e)(1)(F) 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 applicant has submitted a TPR analysis that is required to address the Transportation Planning Rule (OAR 660-012-0060). The TPR analysis demonstrates that the proposed CPC/ZC will not have a significant impact on the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer concurs with the TPR analysis findings of no significant affect.

**Criteria: SRC 265.005(e)(1)(G) The property is currently served, or is capable of being served, with public facilities and services necessary to support the uses allowed by the proposed zone.**

**Finding:** The water, sewer, and storm infrastructure are available within surrounding streets/areas and is adequate to serve the existing development. Site-specific infrastructure requirements will be addressed in the Site Plan Review process in SRC Chapter 220.

Prepared by: Jennifer Scott, Program Manager  
cc: File