

TO: PLANNING COMMISSION

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

DATE: MAY 25, 2021

SUBJECT: SECOND SUPPLEMENTAL STAFF REPORT FOR COMPREHENSIVE PLAN CHANGE / ZONE CHANGE NO. 21-01; 681 REES HILL ROAD SE AMANDA NOS. 19-125043-ZO AND 19-125044-ZO

BACKGROUND

On May 11, 2021, staff made available a report recommending that the Planning Commission approve consolidated Comprehensive Plan Map Amendment and Zone Change Case No. 21-01 subject to a recommended condition of approval.

On May 18, 2021, staff provided a supplemental staff report with findings that the proposed comprehensive plan change to "Parks, Open Space, and Outdoor Recreation" and zone change to PA (Public Amusement) for park development would be consistent with the original assumptions made in forming the Lone Oak Reimbursement District, the City would pay its proportional share of the improvement costs for the extension of Lone Oak Road SE through fees of approximately \$1,030 per vehicle trip, and the proposal would be in compliance with Goal 10 because the City has a surplus of land zoned RA (Residential Agriculture) and RS (Single Family Residential) and is initiating conversion of needed multi-family land later this year through the City's Our Salem project.

On May 18, 2021, staff received a request from the Department of Land Conservation and Development to hold the record for the hearing open until DLCDD could review the City's Goal 10 findings.

On May 18, 2021, the Planning Commission requested additional information on funding sources for the proposed park and Lone Oak Road SE extension and held the record open until 5:00 p.m. on May 25, 2021. Staff has prepared supplemental findings on funding for the park and Lone Oak Road SE extension and received comments from the Department of Land Conservation and Development (**Attachment A**).

The record will be held open until 5:00 p.m. on June 1, 2021 to allow interested parties to respond to the additional findings.

SUPPLEMENTAL FINDINGS

1. Proposed Community Park and Lone Oak Road SE Extension

Commissioner Pollock requested that staff introduce into the record a copy of the January 2013 map of proposed parks from the City's Park System Master Plan (**Attachment B**). This map indicates that a proposed Community Park was identified in the general area of the subject property. City Council has already authorized purchase of the subject property for development of a park, and the City now owns the land. The Planning Commission is charged with making a recommendation to City Council

regarding whether the proposed land use designations meet the criteria of SRC 260.045(b), not whether a park is appropriate at this location.

The current fee for the Lone Oak Road Reimbursement District is \$1,074 per average daily vehicle trip. The Assistant City Traffic Engineer estimates that a 12-acre park will generate between 12 and 96 trips based on the Institute of Transportation Engineers Traffic Generation Manual. The final trip determination would be made at the time of park development.

Assuming 50 trips for the park, the reimbursement district fees paid by the park would be approximately \$50,000. By comparison, a 50-lot residential subdivision on a 12-acre property would pay closer to \$500,000. However, the director's report for the reimbursement district anticipated open space areas and did not anticipate full build-out of the district boundary. The benefits of a park at this location far outweigh the negatives of a reduced district fee amount.

Development costs for new parks are paid fully out of Parks SDCs, including street improvements and reimbursement district fees. In most cases, a portion of park development costs include boundary street improvements. In this case, Lone Oak improvements will be partially or fully completed prior to the park development, which would reduce the development costs for the park. The \$50,000 district fee payment in lieu of street improvements is consistent with typical site improvement costs for a new park.

Park development of Rees Hill Road is not in the 2022-2026 Capital Improvements Program (CIP). However, \$100,000 of Park System Development Charges (PSDCs) are designated in 2026 in the CIP for a park master plan (a public engagement process). Following the park master plan, there will be phased development as PSDCs become available and will be included in the CIP as this funding is available. In addition to PSDCs, the City seeks public grants for development of our parks to offset the high cost of development.

2. Goal 10

The Department of Land Conservation and Development commented that the Goal 10 findings in the supplemental staff report support the proposal because the Housing Needs Analysis and Buildable Lands Inventory show a surplus of the low-density housing zone designations that would otherwise apply to the property automatically upon annexation and commended the City for its plan to redesignate land identified in Our Salem for its needed multi-family housing.

RECOMMENDATION:

Staff recommends that the Planning Commission adopt the facts and findings of the staff report and supplemental staff report and make the following recommendation to the City Council for the subject property consisting of approximately 16 acres of land generally east of the center line of the future extension of Lone Oak Road SE within a territory approximately 18.05 acres in size including 0.57 acres of Devon Avenue SE right-of-way and 17.47 acres of City-owned property at 681 Rees Hill Road SE 97306 (Marion County Assessor Map and Tax Lot Number 083W22C00400):

- A. That the Salem Area Comprehensive Plan Map Change from “Developing Residential” to "Parks, Open Space, and Outdoor Recreation" be GRANTED and
- B. That the zone change request from Marion County UT-10 (Urban Transition - 10 Acres) to City of Salem PA (Public Amusement) be applied upon annexation of the property, contingent on approval of the “Parks, Open Space, and Outdoor Recreation” Comprehensive Plan Map designation, and subject to the following condition:

Condition 1: The proposed legal description of the boundary between the PA (Public Amusement Zone) and RA (Residential Agriculture) zone shall be submitted to the Planning Administrator for review and approval within one year of the effective date of the annexation or at the time of final approval of public construction plans for the extension of Lone Oak Road SE, whichever is later.

Attachments: A. Comments Submitted by the Department of Land Conservation and Development
 B. Proposed Park System Map

Prepared by Pamela Cole, Planner II



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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www.oregon.gov/LCD

May 24, 2021

Attn: Pamela Cole, Planner II
555 Liberty St SE
Salem OR 97301
Submitted via Email: pcole@cityofsalem.net



Subject: Comprehensive Plan Change from "Developing Residential" to "Parks, Open Space, and Outdoor Recreation" (CPC-ZC21-01)

Dear Ms. Cole,

This letter is in reference to post acknowledgement plan amendment (PAPA) 003-21, Comprehensive Plan Change from "Developing Residential" to "Parks, Open Space, and Outdoor Recreation" (CPC-ZC21-01). Please include these comments in your record for this proposal.

Thank you for providing the Department of Land Conservation and Development (DLCD) the extended time to review the supplemental staff report with Goal 10 findings. The findings support the City's proposal, because the Housing Needs Analysis and Buildable Lands Inventory show a surplus of the low-density housing zone designations that would otherwise apply to the property automatically upon annexation. The DLCD commends the City for its plan to redesignate land identified in *Our Salem* for its needed multi-family housing.

Respectfully,

Sarah J. Marwin

Sarah Marwin, Interim Mid-Willamette Valley Regional Representative

Department of Land Conservation and Development

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sarah.marvin@state.or.us

Pamela Cole

From: JPollockPCSalem <JPollockPCSalem@comcast.net>
Sent: Wednesday, May 19, 2021 1:05 PM
To: Pamela Cole
Subject: CPC-ZC21-01 Addition to the record

Dear Ms Cole,
Please add to the record for the above matter the following.

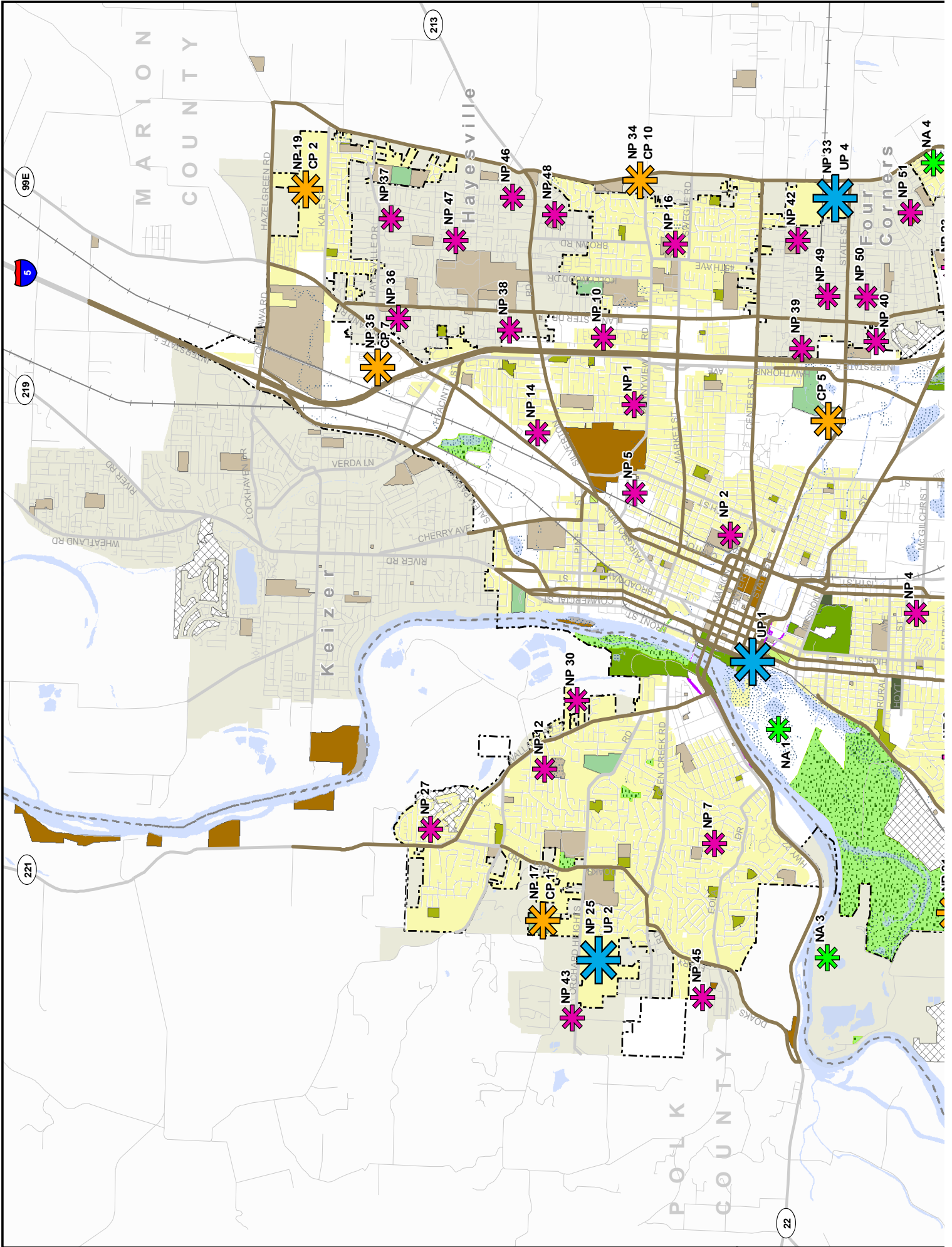
Map 3: Proposed Park System dated January 2013.

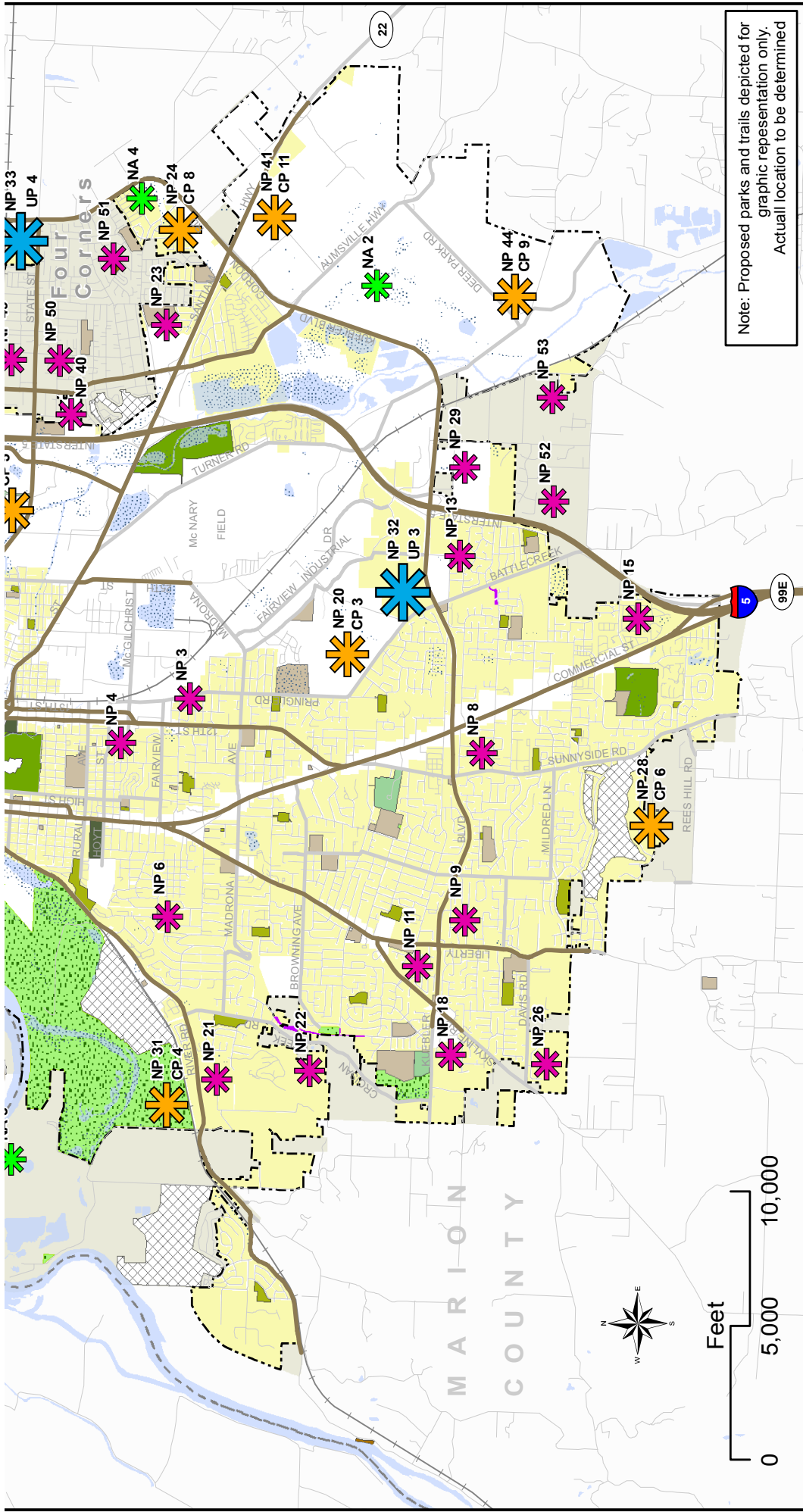
It is numbered 74 - 75 in the Salem Park Master Plan dated 2013.

I saved it as a PDF, but my email provider will not attach it because the e-file is too large...despite it only being 2 pages.

If you have any questions, please contact me at (503) 584-1859.

Thank you,
Josh Pollock





VIGIL AGRIMIS
design professionals

January, 2013

Map 3: Proposed Park System

Salem Public Works Department