

**TO: PLANNING COMMISSION**

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

**SUBJECT: MINOR COMPREHENSIVE PLAN MAP AMENDMENT & ZONE CHANGE  
CASE NO. CPC-ZC22-03; FOR PROPERTY LOCATED AT 4650 AND 4680  
HAZELGREEN AVENUE NE (AMANDA APPLICATION NO. 20-115723-ZO;  
20-115724-ZO)**

### **REQUEST**

Petitioner-initiated, voter-exempt annexation of a territory approximately 16.44 acres in size, including 0.82 acres within the right-of-way of Hazelgreen Road NE and 15.62 acres of private property located at 4650 & 4680 Hazelgreen Road NE (Marion County Assessor Map 062W32C / 000500 and 000400), currently designated "Industrial" in the Salem Area Comprehensive Plan (SACP) and zoned Marion County UT-20-IND (Urban Transition 20 Acres - Industrial), with a concurrent Comprehensive Plan Change to "Multi-Family Residential" and Zone Change to City of Salem RM-II (Multiple Family Residential II) for approximately 13.7 acres and a Comprehensive Plan Change to "Commercial" and Zone Change to City of Salem CG (General Commercial) for approximately 1.8 acres.

A vicinity map is included as **Attachment A**.

**APPLICANT:** I & E Construction (Karl Ivanov)

**OWNER:** Gjonnes Trust (Arne C Gjonnes, Beverly Gjonnes), Michael Sublett

**REPRESENTATIVE:** Zach Pelz, AKS Engineering and Forestry

### **RECOMMENDATION**

Based upon the Facts and Findings contained in this staff report, staff recommends that the Planning Commission adopt the facts and findings of the staff report and make the following recommendation to the City Council:

- A. That the Salem Area Comprehensive Plan Map Change from "Industrial" to "Commercial" for approximately 1.8 acres of the territory be DENIED and
- B. That the Salem Area Comprehensive Plan Map Change from "Industrial" to "Multi-Family Residential" be APPROVED for the entire territory and
- C. That the zone change request from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem CG (General Commercial) for approximately 1.8 acres of the territory be DENIED, and

- D. That the zone change request from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem RM-II (Multiple Family Residential II) be APPROVED and applied to the entire territory upon annexation of the property, contingent on approval of the corresponding "Multi-Family Residential" Comprehensive Plan Map designation, subject to the following condition of approval:

**Condition 1:** The transportation impacts from the 15.62-acre site shall be limited to a maximum cumulative total of 2,992 average daily vehicle trips.

### **PROCEDURAL FINDINGS**

1. On September 22, 2020, Brandie Dalton of Multi/Tech filed an application for an Annexation, Comprehensive Plan Change, and Zone Change for 4680 Hazelgreen Road NE on behalf of the applicant, I and E Construction (Karl Ivanov) and property owner, Arnes Trust (Arne C Gjonnes, Beverly Gjonnes). The application requested to change the Comprehensive Plan Map designation of the property from "Industrial" to "Developing Residential" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem RA (Residential Agriculture) upon annexation. After additional requested information was provided by the applicant, the application was deemed complete for processing on February 5, 2021.
2. On June 23, 2021, Brandie Dalton of Multi/Tech filed a revised application to change the Comprehensive Plan Map designation of the property from "Industrial" to "Industrial-Commercial" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem IC (Industrial Commercial) upon annexation.
3. On August 9, 2021, Zach Pelz of AKS Engineering and Forestry contacted the case manager stating that AKS would be assuming the lead on the project from Multi/Tech.
4. On August 12, 2021, the case manager received an email from the applicant, I and E Construction, confirming that AKS was authorized to act on behalf of the applicant.
5. On February 11, 2022, AKS filed revised documents adding 4650 Hazelgreen Road NE, owned by Michael Sublett, to the consolidated application and revising the request to changes of (1) the Comprehensive Plan Map designation of the property from "Industrial" to "Multi-Family Residential" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem RM-II (Multiple Family Residential II) for approximately 13.7 acres upon annexation and (2) the Comprehensive Plan Map designation of the property from "Industrial" to "Commercial" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem CG (General Commercial) for approximately 1.8 acres upon annexation. After additional required information was provided by the applicant, the revised comprehensive plan change and zone change application was deemed complete for processing on March 16, 2022.
6. When multiple land use applications are consolidated into a single application and one or more of the applications involved include a requirement for an open house and the

other applications require a combination of neighborhood association contact or no neighborhood association contact, the entire consolidated application shall require an open house (see SRC 300.320(b)(2)). On March 14, 2022 the applicant presented at a virtual open house. A summary of the materials provided, notice given, and summary of attendance at the open house are attached (**Attachment B**). The applicant has demonstrated compliance with the requirements of SRC 300.320.

7. Notice of the consolidated proposal was distributed to City departments, neighborhood associations and public and private service providers on May 26, 2022.
8. Public notice of the proposal was provided pursuant to Salem Revised Code (SRC) requirements, on June 1, 2022.
9. Public notice was posted on the property by the applicant's representative on June 9, 2022.
10. The applicant has indicated that the property is not within a Homeowners Association (HOA).
11. DLCD Notice. State law (ORS 197.610) and SRC 300.620(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. Required notice of the proposed Comprehensive Plan Change and Zone Change application was provided to DLCD on May 17, 2022.
12. The public hearing on the application is scheduled for June 21, 2022.
13. 120-Day Rule. Pursuant to Oregon Revised Statutes (ORS) 227.128, amendments to an acknowledged Comprehensive Plan are not subject to the 120-day rule. In addition, the requested Quasi-Judicial Zone Change included with the application is similarly not subject to the 120-day rule because, pursuant to ORS 227.178(10), the zone change has been filed concurrently, and is being considered jointly, with the proposed comprehensive plan amendment.
14. Appeals. The Planning Commission's decision is a recommendation to the City Council regarding the future Comprehensive Plan map designation and Salem zoning of the subject property upon annexation and is reviewed by the City Council in its consideration of the application.

### **SUMMARY OF RECORD**

The following items are submitted to the record and are available: 1) all materials and testimony submitted by the applicant, including any applicable professional studies such as traffic impact analysis, geologic assessments, stormwater reports, and; 2) materials, testimony, and comments from public agencies, City Departments, neighborhood associations, and the public. All application materials are available on the City's online Permit Application Center at <https://permits.cityofsalem.net>. You may use the search function without

registering and enter the permit number listed here: 22 115723. Additional information is available in the associated annexation application folder: 20 115327.

## **BACKGROUND**

### **Proposal**

The subject property includes 0.33 acres at 4650 Hazelgreen Road NE (Marion County Assessor Map and Tax Lot 062W32C000500), owned by Michael Sublett, and 15.26 acres at 4680 Hazelgreen Road NE (Marion County Assessor Map and Tax Lot 062W32C000400), owned by Gjonnes Trust, Arne C. Gjonnes, and Beverly Gjonnes (**Attachment A**). The subject property is currently designated "Industrial" on the Salem Area Comprehensive Plan Map and zoned Marion County UT-20-IND (Urban Transition 20 Acres - Industrial). The assessor's records indicate that a dwelling and accessory structures are located at 4650 Hazelgreen Road NE, and a farm building and other improvements are located at 4680 Hazelgreen Road NE, which is specially assessed as farmland. The subject property adjoins the City on its western and southern boundaries and frontage of approximately 505 feet on Hazelgreen Road NE on its northern boundary and 60 feet on Lunar Street NE on its southern boundary.

The applicant, I and E Construction, is purchasing the property. Preliminary plans include multi-family housing on the majority of the site and a 1.8-acre commercial hub in the northwestern corner to provide convenience-type goods and services to future residents and serve as a transition between the homes and Hazelgreen Road NE.

With the current application, the applicant is requesting to change (1) the Comprehensive Plan Map designation of the property from "Industrial" to "Multi-Family Residential" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem RM-II (Multiple Family Residential II) for approximately 13.7 acres of the subject property upon annexation and (2) the Comprehensive Plan Map designation of the property from "Industrial" to "Commercial" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem CG (General Commercial) for approximately 1.8 acres of the subject property upon annexation.

A map of the area subject to the proposed comprehensive plan map change is included as **Attachment C**, and a map of the proposed zoning map change is included as **Attachment D**. Excerpts from the applicant's written statement for the consolidated annexation, comprehensive plan change, and zone change application that summarize the request and address compliance with the applicable approval criteria of SRC 260.045(b) are included as **Attachment E**. The applicant's complete written statement submitted for the consolidated application is part of the record.

### **Subject Application**

Salem Revised Code (SRC) Chapter 260 contains annexation procedures. The application is subject to the provisions of SRC Chapter 260 that were in effect prior to the most recent UDC amendment effective March 16, 2022. SRC 260.045(a), Land Use Designations, provides that territory annexed into the city shall be automatically given the city comprehensive plan designation and zoning designation that is the equivalent to the applicable county zoning



designations, as set forth in Table 260-1, unless one or more of the following apply: (1) the petitioner requests a new comprehensive plan designation, or zone designation other than the equivalent city designation in Table 260-1, in the petition for annexation; (2) the Council proposes a new comprehensive plan designation, or zone designation other than the equivalent city designation in Table 260-1, in the resolution initiating the annexation; or (3) the equivalent city designation in Table 260-1 is inconsistent with the Salem Area Comprehensive Plan.

At the time of the application submittal, Table 260-1 indicated that the equivalent city zoning would be RA (Residential Agriculture) for the generalized category of Marion County UT (Urban Transition) zoning with a comprehensive plan designation of "Developing Residential." Table 260-1 prescribed no equivalent city zoning designation for Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) zoning and "Industrial" comprehensive plan designation. The equivalent city zoning designation of RA (Residential Agriculture) for the generalized county zoning designation of UT (Urban Transition) is inconsistent with the current Salem Area Comprehensive Plan map designation of "Industrial."

The Our Salem project proposes to change the comprehensive plan designation of the entire subject property to "Multi-Family Residential." The applicant has chosen to proceed with the current application prior to the formal adoption of the Our Salem recommendation.

The applicant is requesting to change (1) the Comprehensive Plan Map designation of the property from "Industrial" to "Multi-Family Residential" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem RM-II (Multiple Family Residential II) for approximately 13.7 acres of the subject property upon annexation and (2) the Comprehensive Plan Map designation of the property from "Industrial" to "Commercial" and the zoning of the property from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem CG (General Commercial) for approximately 1.8 acres of the subject property upon annexation. The requested zone changes are consistent with the requested comprehensive plan map designations.

Annexations where a new comprehensive plan map designation or zoning designation is proposed require a public hearing before the Planning Commission. Pursuant to SRC 260.045(b), upon holding a public hearing, the Planning Commission shall make a recommendation to the City Council whether to adopt the proposed designations, the equivalent designation, or different designations. Staff forwards the Planning Commission's recommendation to the City Council as part of the staff report for the annexation public hearing. The public hearing before City Council regarding annexation of the subject property has not been scheduled at this time. The Council has the authority in SRC 260.060(d) to adopt, modify, or reject the Planning Commission's recommendation for land use designations.

## **FACTS AND FINDINGS**

### **1. Salem Area Comprehensive Plan (SACP)**

The Salem Area Comprehensive Plan is the long-range plan for guiding growth and development in the Salem urban area. The overall goal of the plan is to accommodate

growth and 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. The comprehensive plan consists of several different documents and maps that, when taken together, comprise the Salem Area Comprehensive 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.

Comprehensive Plan Map: The Salem Area Comprehensive Plan Map designates the subject property as “Industrial.”

The comprehensive plan map designations of surrounding properties include:

North: Across Hazelgreen Road NE, Developing Residential (*in Marion County*)  
South: Single-Family Residential  
East: Industrial (*in Marion County*)  
West: Parks, Open Space, and Outdoor Recreation

Neighborhood Plan: The subject property is located within the Northgate Neighborhood Association. Northgate does not have an adopted neighborhood plan.

Salem Transportation System Plan (TSP): The Salem Transportation System Plan (TSP) is the City’s transportation master plan that establishes the goals, objectives, policies, projects, and programs needed to meet the City’s mobility needs for the next 25 years. In order to achieve this, the TSP utilizes a Street Classification System to determine the functional classification of each street within the City’s street system. The subject property has frontage on Hazelgreen Road NE, which is designated as a Parkway street under the TSP, and Lunar Street NE, designated as a Local street under the TSP.

Urban Service Area: The Urban Service Area is that territory within City where all required public facilities (*streets, water, sewer, storm water, and parks*) necessary to serve development are already in place or fully committed to be extended. Property located outside the City’s Urban Service Area is required to obtain an Urban Growth Preliminary Declaration prior to development to identify those public facilities identified in the City’s public facility plans that are needed to serve the property.

The subject property lies outside the City’s Urban Service Area. If the applicant proposes to develop the property as defined in *Salem Revised Code (SRC) 200.005*, an UGA Development Permit is required (*SRC 200.010(c)*). An UGA development permit requires an applicant to provide linking and boundary facilities to their property under the standards and requirements of SRC Chapter 200.

## 2. Zoning

The subject property is zoned Marion County UT-20-IND (Urban Transition 20 Acres - Industrial). The zoning and uses of surrounding properties are as follows:

North: Across Hazelgreen Road NE, Marion County UT-5 (Urban Transition – 5 Acres) – single-family dwellings and agricultural uses  
South: RS (Single Family Residential) – single family dwellings  
East: Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) – self-service and RV storage  
West: PA (Public Amusement) – park

### 3. Existing Conditions

The subject property includes 0.33 acres at 4650 Hazelgreen Road NE, owned by Michael Sublett, and 15.26 acres at 4680 Hazelgreen Road NE, owned by Gjonnes Trust, Arne C. Gjonnes, and Beverly Gjonnes. The assessor's records indicate that a dwelling and accessory structures are located at 4650 Hazelgreen Road NE, and a farm building and other improvements are located at 4680 Hazelgreen Road NE, which is specially assessed as farmland. The subject property adjoins the City on its western and southern boundaries and has frontage of approximately 505 feet on Hazelgreen Road NE on its northern boundary and 60 feet on Lunar Street NE on its southern boundary.

SRC Chapter 808, Trees. The City's tree preservation ordinance protects Heritage Trees, Significant Trees (including Oregon White Oaks with diameter-at-breast-height of 20 inches or greater and most other trees with diameter-at-breast-height of 30 inches or greater), trees and native vegetation in riparian corridors, and trees on lots and parcels greater than 20,000 square feet. No riparian corridors are present. The northwestern are of the property contains many trees. Any Significant Trees on the property would be subject to the protections of SRC Chapter 808 upon annexation and upon development.

Wetlands and Waterways. The Salem-Keizer Local Wetland Inventory (LWI) shows that there are hydric soils mapped on the property.

Landslide Hazards: City records show no landslide hazard areas mapped on the subject property.

#### Infrastructure

*Public Infrastructure Plan:* The Water System Mater Plan, Wastewater Management Master Plan, and Stormwater Master Plan provide the outline for facilities adequate to serve the subject property.

*Water:* The subject property is located within the G-0 water service level. There are no public mains available to serve the property. A 16-inch water main is proposed to be constructed in Hazelgreen Road NE with the Northstar Subdivision approximately 200 feet east of the subject property. An 8-inch water main is proposed to be constructed in Lunar Street NE with the Northstar Subdivision, directly abutting the southern property boundary.

*Sewer:* An 8-inch sewer main is located in Hazelgreen Road NE approximately 170 feet east of the subject property.

*Storm Drainage:* A 12-inch storm main is located in Hazelgreen Road NE approximately 200-feet east of the subject property.

*Streets:*

Hazelgreen Road NE is designated as a parkway street in the Salem Transportation System Plan (TSP). The standard for this street classification is an 80-foot-wide improvement within a 120-foot-wide right-of-way. This street has an approximate 30-foot improvement within a 70-foot-wide right-of-way abutting the subject property. The site is subject to a special setback equal to 60-feet from the centerline of Hazelgreen Road NE.

Lunar Street NE 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. This street has an approximate 30-foot improvement within a 60-foot-wide right-of-way abutting the subject property.

*Transportation Planning Rule:* The applicant submitted a Transportation Planning Rule (TPR) Analysis in consideration of the requirements of the TPR (OAR 660-012-0060) (**Attachment F**). The TPR analysis is required to demonstrate that the proposed Comprehensive Plan Change / Zone Change will not have a significant effect on the transportation system as defined by OAR 660-012-0060. With the recommended trip cap, discussed further below, the Assistant City Traffic Engineer recommends this criterion has been met.

#### 4. Public and Private Agency Review

Notice of the proposal was provided to City Departments, public agencies, and to public & private service providers. The following comments were received:

- A. City of Salem Building and Safety Division – Reviewed the proposal and indicated no comments.
- B. City of Salem Fire Department – Reviewed the proposal and indicated no concerns with the proposed comprehensive plan amendment and zone change. Items including fire department access and water supply will be required at the time of development.
- C. City of Salem Public Works Department – Reviewed the proposal and provided comments that are included as **Attachment G**.
- D. Oregon Department of Transportation – Reviewed the proposal and had no comments regarding the zone change or comprehensive plan change; stated that the applicant's engineer (Lancaster Mobley) has reached out with scoping for a traffic study, the development is expected to increase trips through the OR-99E/Hazelgreen intersection, and ODOT will send traffic comments to both the City of Salem and Marion County as materials are submitted by the applicant.

#### 5. Neighborhood Association and Public Comments

The subject property is located within the Northgate Neighborhood Association.

### Required Open House/Neighborhood Meeting

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 the property is located within. On March 14, 2022, the applicant's team held an open house. Documentation of the meeting is included in **Attachment B**.

### Neighborhood Association Comments

Notice of the application was provided to the Northgate Neighborhood Association pursuant to SRC 300.620(b)(2)(B)(vii), which requires notice to be sent to any City-recognized neighborhood association whose boundaries include, or are adjacent to, the subject property. Northgate submitted comments indicating that they support the minor plan map amendment and zone change, but have a few concerns:

- Traffic mitigation for Hazelgreen Rd NE and designs for ingress and egress.
- Access for the commercial property to southerly properties for traffic purposes, as Kale Road NE is busy.

**Staff Response:** Future development will require an Urban Growth Area (UGA) Preliminary Declaration to address linking and boundary facilities, including streets, that would be required to serve subject property under the standards and requirements of SRC Chapter 200. The applicant submitted a TPR analysis that demonstrates that the proposal will not have a significant impact on the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer has recommended a condition to limit transportation impacts from the site to 2,992 average daily vehicle trips.

- Amount of green space between residential areas and commercial property.

**Staff Response:** Future residential and commercial development will be subject to the development standards applicable at the time applications are submitted.

### Public Comments

In addition to providing notice to the neighborhood association, notice was also provided, pursuant to SRC 300.620(b)(2)(B)(iii), (viii), & (ix), to all property owners and tenants within 250 feet of the subject property. As of the date of completion of this staff report, comments have been received from one citizen:

- Traffic on Lunar Street NE and possible "no parking" signs to be installed on one side of Lunar Street NE as on Countryside Street NE.

**Staff Response:** The CPC/ZC does not generate any traffic. There will not be an increase in traffic until development occurs. At time of development, a Traffic Impact Analysis may be required if triggered by SRC 803.015. If triggered by development, the Traffic Impact Analysis would evaluate off-site impacts and ensure there are facilities available to accommodate the traffic impacts. In regard to the request for "no parking"

signs, parking is allowed on both sides of local streets. This future development cannot be responsible for prohibiting parking along an off-site street.

#### Homeowners Association

SRC 300.620(b)(2)(B)(vi) requires notice to be provided to any active and duly incorporated Homeowners' Association (HOA) applicable to the property. The subject property is not located within a Homeowners' Association.

### **FINDINGS APPLYING THE APPLICABLE SALEM REVISED CODE CRITERIA FOR A COMPREHENSIVE PLAN CHANGE AND ZONE CHANGE WITH ANNEXATION**

#### **6. Land Use Designations for Territory Proposed for Annexation**

Salem Revised Code, Chapters 260.045(b) and 260.060(c)(5) provide the criteria for the approval of Comprehensive Plan Changes and Zone Changes with annexation applications. The only difference between these two code sections is the reference to the decision-making group, either the Planning Commission (260.045(b)) or the City Council (260.060(c)(5)). The applicable criteria are stated below in ***bold italic*** print. Following each criterion are staff findings relative to the changes requested.

***SRC 260.045(b)(1): Whether the comprehensive plan and zone designation provides for the logical urbanization of land;***

**Staff Finding:** The subject property is relatively flat, with an elevation change of approximately seven feet across the site, and mostly open, making it physically suitable for higher-density residential development in the proposed RM-II (Multiple Family Residential II) zoning and a logical extension of nearby urbanized residential areas. Existing trees in the northwestern area of the site would be a desirable amenity and help to meet open space standards for such development.

Logical urbanization also requires the provision of adequate City infrastructure. The subject property is capable of being served through extension of public sewer/water/storm from Hazelgreen Road NE or Lunar Street NE to the boundary of the property as specified in existing infrastructure master plans. Public infrastructure is available approximately 200 feet east of the subject property in Hazelgreen Road NE.

Hazelgreen Road NE does not meet the minimum right-of-way width or improvement width for a parkway according to the Salem TSP. At time of development, improvements to Hazelgreen Road NE may be required pursuant to SRC 803.040. Site-specific street improvement requirements will be addressed in the Site Plan Review process in SRC Chapter 220.

Future development will require an Urban Growth Area (UGA) Preliminary Declaration to address linking and boundary facilities required to serve subject property under the standards and requirements of SRC Chapter 200.

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 recommends a condition to limit the development on the 15.62-acre site to 2,992 average daily vehicle trips.

**Condition 1:** The transportation impacts from the 15.62-acre site shall be limited to a maximum cumulative total of 2,992 average daily vehicle trips.

The proposed “Commercial” Comprehensive Plan Map designation and CG (General Commercial) zoning, isolated from other areas of commercial development, would not be a logical urbanization of the site, and staff recommends denial of this request.

With the proposed condition, the proposal for “Multi-Family Residential” Comprehensive Plan designation and RM-II (Multiple Family Residential II) zoning meets this criterion, staff recommends that these designations be approved and applied to the entire property upon annexation.

***SRC 260.045(b)(2): Whether the comprehensive plan and zone designation is compatible with development patterns in the nearby vicinity;***

**Staff Finding:** The surrounding properties to the north, south, and southwest are occupied by residential uses. Properties designated “Developing Residential” north of Hazelgreen Road NE are outside of the city limits, within the UGB, and currently developed with low-density single-family residential housing. The City-owned property to the west of the subject property was recently annexed and will be developed with a large community park. The abutting property to the east is outside city limits and approved for an RV storage facility, which is a low-intensity use that is complementary with the development of the site for residential and commercial uses. Under current density standards of the RM-II zone that allow 12-28 dwelling units per acre, the proposed RM-II area could accommodate between approximately 156 and 364 new homes to help meet the demand for housing throughout Salem. The proposed designation is consistent with the recommendation of the Our Salem project to redesignate the property to “Multi-Family Residential” and RM-II in response to demand for housing.

The proposal for “Commercial” Comprehensive Plan Map designation and CG (General Commercial) zoning does not meet this criterion because the potential uses would not be compatible with the predominantly residential development patterns or recreational uses of the future park, and staff recommends denial of this request.

The proposal for “Multi-Family Residential” Comprehensive Plan designation and RM-II (Multiple Family Residential II) zoning meets this criterion, and staff recommends that these designations be approved and applied to the entire property upon annexation.

***SRC 260.045(b)(3): Whether the social, economic, or demographic patterns of the nearby vicinity have so altered that the current designations are no longer appropriate; and***

**Staff Finding:** Staff concurs with the applicant’s statement that the social, economic, and demographic patterns of the area have changed dramatically since the application of the

IND comprehensive planning zone to the site. The 2015 Housing Needs Analysis (HNA) indicates that Salem has a significantly constrained housing supply and a real demand for multi-family housing. The HNA identified a deficit of ±2,897 multi-family residential dwelling units and 207 acres of land designated for multifamily residential development. The proposed change will allow for the development of multi-family residential housing to contribute to the provision of housing alternatives that are consistent with the existing and desired housing types in the immediate vicinity and the Planning Commission's recommendation in the Our Salem project to change the designation of the entire subject property to "Multi-Family Residential" on the Comprehensive Plan Map.

The proposed conversion of a portion of the site to "Commercial" Comprehensive Plan Map designation and CG (General Commercial) zoning does not meet this criterion because it would reduce the amount of potential multi-family land and would be inconsistent with the Planning Commission's recommendation in the Our Salem project to change the designation of the entire subject property to "Multi-Family Residential" on the Comprehensive Plan Map. Staff recommends denial of this request.

The proposal for "Multi-Family Residential" Comprehensive Plan designation and RM-II (Multiple Family Residential II) zoning meets this criterion, and staff recommends that these designations be approved and applied to the entire property upon annexation.

***SRC 260.045(b)(4): Whether it is in the public interest that the proposed change be made.***

**Findings:** The proposed Comprehensive Plan Map amendment from "Industrial" to "Multi-Family Residential" and zone change to RM-II (Multiple Family Residential II) are in the public interest and would be of general benefit because they would allow development of multifamily housing to address shortfalls identified in the City's Housing Needs Analysis and Buildable Lands Inventory. The proposed changes in land use designations to multifamily are consistent with the location and character of the property, with adjacent residential land use designations, and with the transportation facilities which serve the property. The proposed changes to "Commercial" Comprehensive Plan Map designation and CG (General Commercial) would provide services within walking distance of the future multifamily development and reduce vehicle miles traveled from surrounding developments to access convenience services.

The proposed "Commercial" Comprehensive Plan Map designation and CG (General Commercial) zoning meets this criterion. However, additional multi-family land is a higher priority in meeting the needs of the general public, and the proposal for "Multi-Family Residential" Comprehensive Plan designation and RM-II (Multiple Family Residential II) zoning better meets this criterion. Staff recommends that the "Multi-Family Residential" Comprehensive Plan designation and RM-II (Multiple Family Residential II) be approved and applied to the entire property upon annexation.

**FINDINGS OF COMPLIANCE WITH STATEWIDE PLANNING GOALS AND  
SALEM AREA COMPREHENSIVE PLAN**



## 7. Compliance with Statewide Planning Goals and Salem Area Comprehensive Plan

The proposed land use designations are consistent with applicable Statewide Planning Goals and Salem Area Comprehensive Plan as demonstrated by the following findings.

### A. **Statewide Planning Goals** applicable to the proposed comprehensive plan change and zone change are:

- (1) **GOAL 10. Housing.** Goal 10 requires provisions for housing to meet the needs of residents. The recommended comprehensive plan change to “Multi-Family Residential” and zone change to RM-II (Multiple Family Residential II) applicable to the entire subject property and Territory will add approximately 15.62 acres of land to the “Multi-Family Residential” comprehensive plan map designation upon annexation. The City’s Housing Needs Analysis and Buildable Lands Inventory indicates a need for more land for multifamily uses. To address the shortfall, the City’s Our Salem project has identified needed multifamily land and initiated conversion of that land. The subject property has been identified as needed multi-family residential land in the Our Salem project, and the recommended Comprehensive Plan change to “Multi-Family Residential” and Zone Change to RM-II (Multiple Family Residential II) would be consistent with the Our Salem project and increase land available for multifamily development. The recommended comprehensive plan change and zone change are consistent with Goal 10.

In summary, the recommended comprehensive plan change to “Multi-Family Residential” and zone change to RM-II (Multiple Family Residential II) are consistent with the applicable Statewide Goals.

### B. **Salem Area Comprehensive Plan (SACP)** goals, policies and intent statements applicable to the proposed annexation are:

- (1) **SACP Chapter II (Definitions and Intent Statements), Section A (Land Use Map), Subsection 3 (Plan Map Designations), Part a (Residential), Subpart 2 “Multi-Family Residential,” (SACP pages 4-6):** The “Multi-Family Residential” designation is characterized by a mixture of housing types.

The future use of these areas is primarily residential in nature. The City’s RM-II (Multiple Family Residential - II) zone implements this Plan map designation by providing additional land used primarily for residential uses. The Territory to be annexed has the characteristics of the RM-II zone with predominantly residential uses in the area. The Territory is not fully served by public sewer and water facilities, but the property is capable of being served through extension of public sewer/water/storm from Hazelgreen Road NE or Lunar Street NE to the boundary of the property. This is also consistent with the surrounding zoning and land use of the area. The zoning for the Territory is recommended as RM-II (Multiple Family Residential - II). The proposed comprehensive plan change and zone change are consistent with the above SACP provision.

In summary, the recommended comprehensive plan change to “Multi-Family Residential” and zone change to RM-II (Multiple Family Residential II) are consistent with the applicable provisions of the SACP.

## **CONCLUSION**

Based on the facts and findings presented herein, staff concludes that the recommended Comprehensive Plan Map Amendment to “Multi-Family Residential” and Zone Change to RM-II (Multiple Family Residential II) for the subject property and Territory satisfy the applicable criteria contained under SRC 260.045(b) for approval.

## **RECOMMENDATION**

Staff recommends that the Planning Commission adopt the facts and findings of the staff report and make the following recommendation to the City Council for the subject property consisting of approximately 15.62 acres of private property located at 4650 & 4680 Hazelgreen Road NE (Marion County Assessor Map 062W32C / 000500 and 000400):

- A. That the Salem Area Comprehensive Plan Map Change from “Industrial” to “Commercial” for approximately 1.8 acres of the territory be DENIED and
- B. That the Salem Area Comprehensive Plan Map Change from “Industrial” to “Multi-Family Residential” be APPROVED for the entire territory and
- C. That the zone change request from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem CG (General Commercial) for approximately 1.8 acres of the territory be DENIED, and
- D. That the zone change request from Marion County UT-20-IND (Urban Transition 20 Acres - Industrial) to City of Salem RM-II (Multiple Family Residential II) be APPROVED and applied to the entire territory upon annexation of the property, contingent on approval of the corresponding “Multi-Family Residential” Comprehensive Plan Map designation, subject to the following condition of approval:

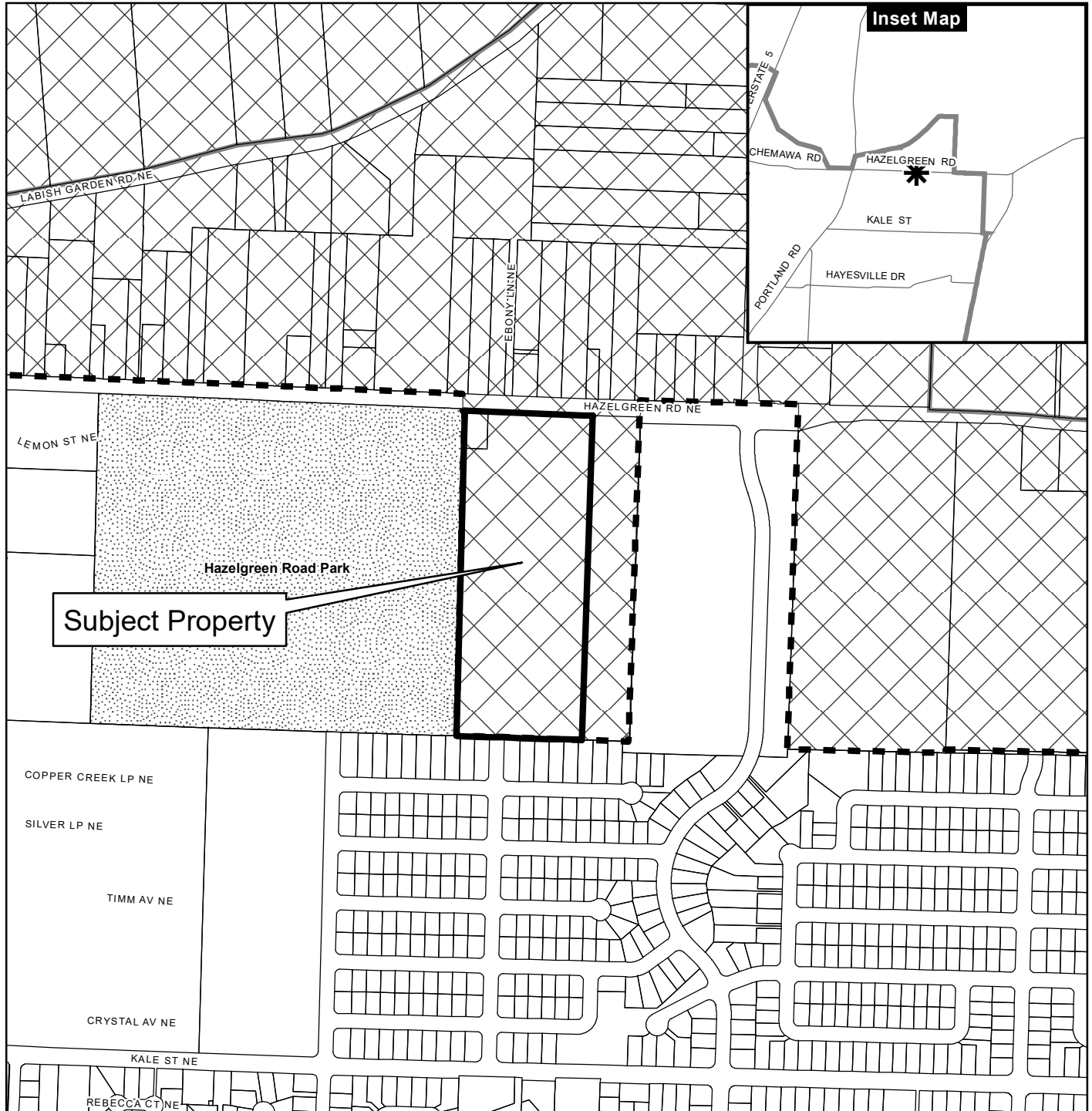
**Condition 1:** The transportation impacts from the 15.62-acre site shall be limited to a maximum cumulative total of 2,992 average daily vehicle trips.

- Attachments:
- A. Vicinity Map
  - B. Open House Documents
  - C. Map of Proposed Comprehensive Plan Map Amendment
  - D. Map of Proposed Zone Change
  - E. Applicant’s Written Statement Addressing Criteria of SRC 260.045(b)
  - F. Applicant’s Transportation Planning Rule Analysis
  - G. Public Works Department Memorandum






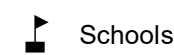

Prepared by Pamela Cole, Planner II

# Vicinity Map

## 4650 and 4680 Hazelgreen Road NE



**Legend**

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



This product is provided as is, without warranty. In no event is the City of Salem liable for damages from the use of this product. This product is subject to license and copyright limitations and further distribution or resale is prohibited.

**Jennifer Scott**

---

**From:** Daisy Goebel  
**Sent:** Wednesday, March 2, 2022 2:13 PM  
**To:** northgateneighborhoodsalem@gmail.com; beebalmbees@gmail.com; lmanderson@cityofsalem.net  
**Cc:** Zach Pelz; Jennifer Scott  
**Subject:** 4680 Hazelgreen Road- Notice of Open House  
**Attachments:** 8321 20220302 Open House Written Notice.pdf

Good afternoon,

The purpose of this email is to notify the Northgate Neighborhood association and Salem Planning Administrator of an upcoming open house we will be hosting to discuss changes to the Northstar Phase 8 Annexation/Zone Change/Comprehensive Plan Map Change application. Meeting details and a summary of proposed changes are included in the attached notice document. Please confirm receipt of this email and please don't hesitate to reach out to our team with any questions pertaining to the application or open house meeting.

Thank you,

**Daisy Goebel**  
Land Use Planner



**AKS ENGINEERING & FORESTRY, LLC**

3700 River Road N, Suite 1 | Keizer, OR 97303

P: 503.400.6028 Ext. 420 | [www.aks-eng.com](http://www.aks-eng.com) | [Goebeld@aks-eng.com](mailto:Goebeld@aks-eng.com)

Offices in: Bend, OR | Keizer, OR | Tualatin, OR | Vancouver, WA

*NOTICE: This communication may contain privileged or other confidential information. If you have received it in error, please advise the sender by reply e-mail and immediately delete the message and any attachments without copying or disclosing the contents. AKS Engineering and Forestry shall not be liable for any changes made to the electronic data transferred. Distribution of electronic data to others is prohibited without the express written consent of AKS Engineering and Forestry.*

March 2, 2022



**RE: Virtual Open House for Northstar Phase 8 Annexation and Zone Change**

Dear Neighbors:

AKS Engineering & Forestry is holding an open house meeting to discuss recent updates to our planned Annexation, Zone Change, and Comprehensive Plan Map Amendment application for the property located at 4680 and 4650 Hazelgreen Road NE. **To allow for physical distancing, this meeting will be held via telephone and online webinar.** The City of Salem approves of this method of holding the public meeting.

The Northgate Neighborhood Association participated in a virtual Open House to discuss the original proposal on October 7, 2020. Since the original meeting, the applicant has elected to make several changes to the original proposal. Changes include the addition of 4650 Hazelgreen Road in the Annexation area and an amendment to the planned zoning designation from RA (Residential Agriculture) to a mix of RM-II (Multiple Family Residential) and CG (General Commercial). These changes reflect the City's desire to provide greater housing choice for new and existing residents, as expressed during outreach for the Our Salem Comprehensive Plan update. A map of the proposed annexation area, including the proposed zoning designations, is included with this notice.

**THE MEETING WILL BE HELD AT 6:00 PM ON MARCH 14, 2022.  
SEE ATTACHED INSTRUCTIONS FOR JOINING THE VIRTUAL MEETING.**

We look forward to discussing our revised plans. If you have questions regarding the meeting, please contact me at (503) 400-6028 or by email at [PelzZ@aks-eng.com](mailto:PelzZ@aks-eng.com).

Sincerely,

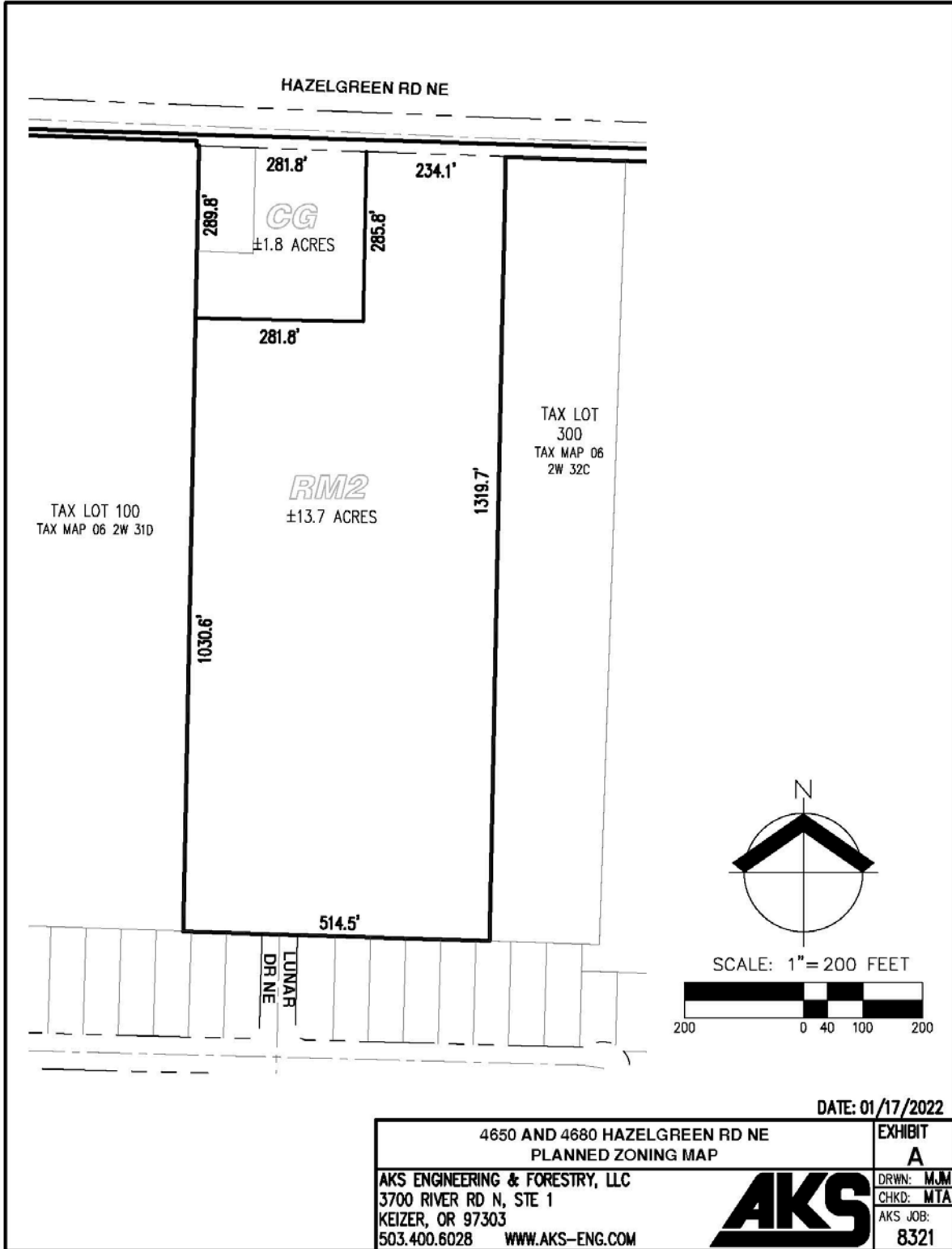
**AKS ENGINEERING & FORESTRY, LLC**

A handwritten signature in blue ink, appearing to read 'Zach Pelz', written over a large, light blue circular scribble.

Zach Pelz, AICP - Associate  
3700 River Road N, Suite 1  
Keizer, OR 97303  
(503) 400-6028 | [PelzZ@aks-eng.com](mailto:PelzZ@aks-eng.com)

Applicant's Name: I&E Construction  
Email: Please contact Applicant's Representative  
Phone: Please contact Applicant's Representative

Attachments: Planned Annexation/Zoning Map  
Instructions for Joining the Virtual Meeting



**Instructions for Joining & Participating in the Public Open House Meeting for a Revised Zoning and Comprehensive Plan Map Change (4650 and 4680 Hazelgreen Road NE)**

Virtual Meeting Provided via Zoom Webinar

**Monday, March 14<sup>th</sup>, 2022**

**Please Register in Advance**

**(a list of attendees will be submitted to the City):**

- Go to [https://us02web.zoom.us/webinar/register/WN\\_O6l8oAbiQvGhplOrrZDfEg](https://us02web.zoom.us/webinar/register/WN_O6l8oAbiQvGhplOrrZDfEg)
- Complete the online registration form.
- You will receive a confirmation email containing a link to join the Zoom webinar at the scheduled time as well as additional instructions.

**How to Join the Meeting:**

**Join by computer, tablet, or smartphone**

- **This is the preferred method as it allows you to see the Presenter’s materials on screen.**
- Click on the “Click Here to Join” link provided in your registration confirmation email.
- (If you registered at [Webinar Registration - Zoom](#) but did not receive a confirmation email, please check your junk/spam folder before contacting the Meeting Administrator.)
- You may be prompted to “download and run Zoom” or to install the App (ZOOM cloud meetings). Follow the prompts or bypass this process by clicking “join from your browser”.
- You should automatically be connected to the virtual neighborhood meeting.

**Join by telephone**

- Dial any of the toll-free Zoom numbers below to connect to the neighborhood meeting:  
*+1 (253) 215-8782, +1 (346) 248-7799, +1 (669) 900-6833, +1 (301) 715-8592, +1 (312) 626-6799, or +1 (929) 205-6099*
- If you experience trouble connecting, please pick another number and try again.
- After dialing in, enter this 11-digit Zoom ID when prompted: 829 7100 2382
- If prompted, enter this 4-digit passcode: 6028

Meeting Administrator:  
For technical assistance or to submit a question for the meeting:  
Email: PelzZ@aks-eng.com



## During the Meeting

### Audio Help

- Meeting attendees will be muted throughout the presentation. This will allow everyone to hear the presentation clearly without added distractions.
- Make sure that the speakers on your device are turned on and not muted.
- If you do not have speakers on your computer, you can join by phone (using the “Join by telephone” instructions) to hear the presentation while watching the presentation on your computer monitor.

### Questions & Answers

Your questions are important to us. There will be time reserved during the meeting to take questions, using one of the submission options below. Our presentation team will make their best effort to answer all question(s) during the meeting.

#### Prior to the Meeting:

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- **Preferred Method:** Use the “Q&A” button on the bottom of the presentation screen to submit a question in real time.
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- We will continue to take questions after the meeting has ended. Please submit your question(s) to the Meeting Administrator (contact above)

## Helpful Hints/Troubleshooting

**We want to start on time! Please join the meeting 5-10 minutes prior to the 6:00 PM start time to ensure successful connection.**

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March 2, 2022



**RE: Virtual Open House for Northstar Phase 8 Annexation and Zone Change**

Dear Neighbors:

AKS Engineering & Forestry is holding an open house meeting to discuss recent updates to our planned Annexation, Zone Change, and Comprehensive Plan Map Amendment application for the property located at 4680 and 4650 Hazelgreen Road NE. **To allow for physical distancing, this meeting will be held via telephone and online webinar.** The City of Salem approves of this method of holding the public meeting.

The Northgate Neighborhood Association participated in a virtual Open House to discuss the original proposal on October 7, 2020. Since the original meeting, the applicant has elected to make several changes to the original proposal. Changes include the addition of 4650 Hazelgreen Road in the Annexation area and an amendment to the planned zoning designation from RA (Residential Agriculture) to a mix of RM-II (Multiple Family Residential) and CG (General Commercial). These changes reflect the City's desire to provide greater housing choice for new and existing residents, as expressed during outreach for the Our Salem Comprehensive Plan update. A map of the proposed annexation area, including the proposed zoning designations, is included with this notice.

**THE MEETING WILL BE HELD AT 6:00 PM ON MARCH 14, 2022.  
SEE ATTACHED INSTRUCTIONS FOR JOINING THE VIRTUAL MEETING.**

We look forward to discussing our revised plans. If you have questions regarding the meeting, please contact me at (503) 400-6028 or by email at [PelzZ@aks-eng.com](mailto:PelzZ@aks-eng.com).

Sincerely,

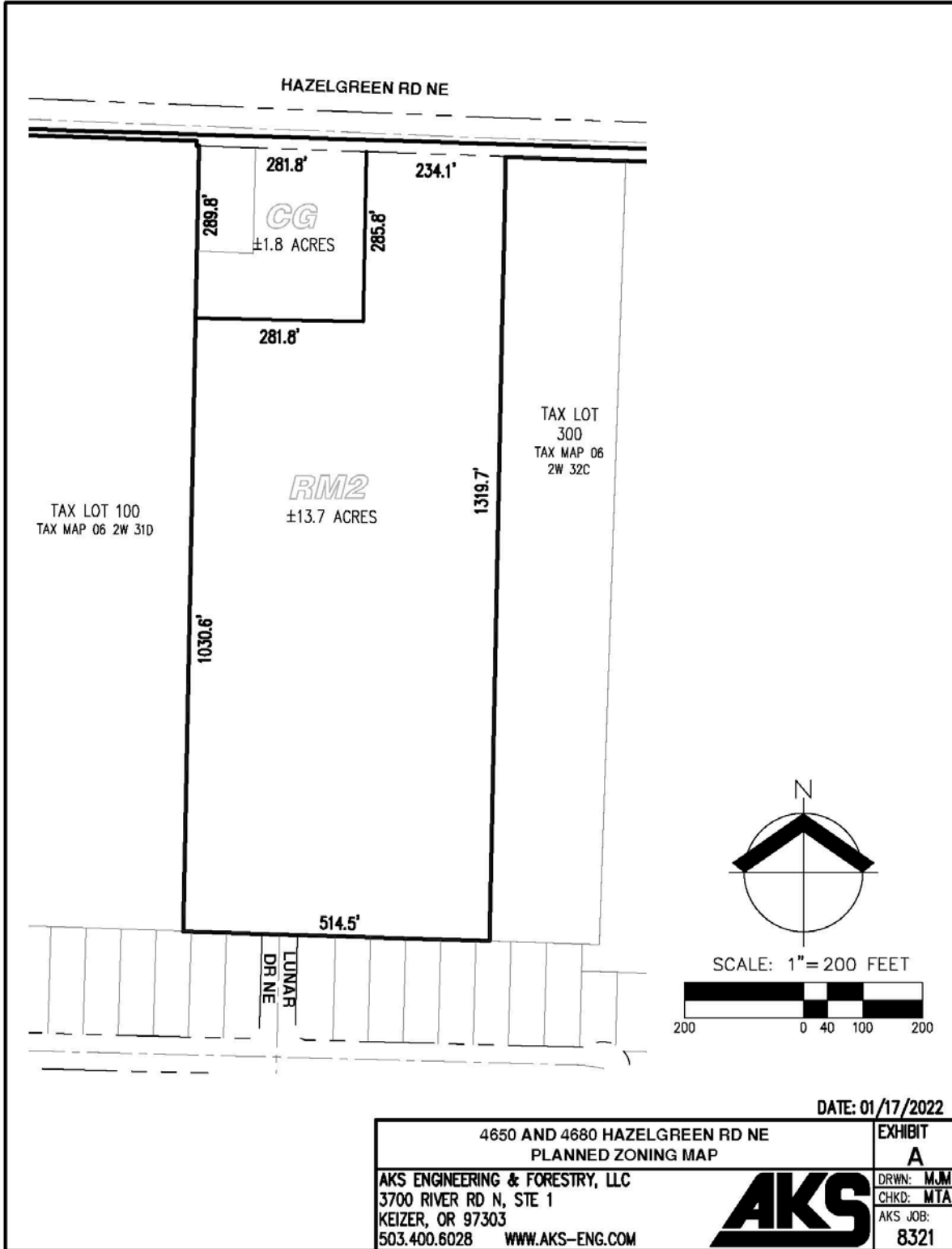
**AKS ENGINEERING & FORESTRY, LLC**

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Zach Pelz, AICP - Associate  
3700 River Road N, Suite 1  
Keizer, OR 97303  
(503) 400-6028 | [PelzZ@aks-eng.com](mailto:PelzZ@aks-eng.com)

Applicant's Name: I&E Construction  
Email: Please contact Applicant's Representative  
Phone: Please contact Applicant's Representative

Attachments: Planned Annexation/Zoning Map  
Instructions for Joining the Virtual Meeting



DWG: 8321 ZONING MAP | LAYOUT1



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**Monday, March 14<sup>th</sup>, 2022**

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**(a list of attendees will be submitted to the City):**

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Email: [PelzZ@aks-eng.com](mailto:PelzZ@aks-eng.com)



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# Submittal Transmittal

AKS Engineering & Forestry, LLC | 3700 River Rd N, Suite 1 Keizer, OR 97303

FROM: Jennifer Scott  
 AKS Engineering & Forestry, LLC  
 3700 River Rd N, Suite 1  
 Keizer, OR 97303  
 scottj@aks-eng.com  
 503-400-6028

TO: Pamela Cole  
 City of Salem Planning Dept.  
 555 Liberty St. NE  
 Room 305  
 Salem, OR 97301  
 pcole@cityofsalem.net  
 503-588-6173 / Direct 503-540-2309

PROJECT:	Northstar Phase 8 8321	DATE SENT:	3/7/2022
SUBJECT:	Open House	ID:	00058
PURPOSE:	For your Records	VIA:	Email

REMARKS: Open House Posting Affidavit

Good morning, Pamela.

I hope you had a great weekend! Attached is the notarized Sign Posting Affidavit for the Open House to take place next Monday evening for the upcoming Annexation with Comprehensive Plan Amendment/Zone Change located at 4680 and 4650 Hazelgreen Road NE. Please note that the signs were posted on Friday, March 4, 2022.

Let me know if anything additional is needed at this time. Happy Monday!

**Jennifer Scott**



**AKS ENGINEERING & FORESTRY, LLC**

3700 River Road N, Suite 1 | Keizer, OR 97303

P: 503.400.6028 Ext. 436 | [www.aks-eng.com](http://www.aks-eng.com) | [scottj@aks-eng.com](mailto:scottj@aks-eng.com)

Offices in: Bend, OR | Keizer, OR | Tualatin, OR | Vancouver, WA

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CONTENTS

QTY:	DATED	DESCRIPTION:	ACTION:
------	-------	--------------	---------

# Submittal Transmittal

DATE: 3/7/2022

ID: 00058

1 3/7/2022 8321 20220304 Open House Posting  
Affidavit.pdf

## COPIES

Daisy Goebel (AKS Engineering & Forestry, LLC)

Zach Pelz (AKS Engineering & Forestry, LLC)

**AFFIDAVIT OF POSTING NOTICE**

I, JENNIFER SCOTT, being first duly sworn; say that I am over 21 years of age and that I posted the notice(s) in accordance with SRC 300.320(c)(4), as follows: (Describe location of notice(s)).

SEE ATTACHED PHOTOS.

---

---

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That I posted said notice in the manner at the place above stated, on the 4<sup>th</sup> day of MARCH, 2022, and in a conspicuous place.


That I have personal knowledge of all facts set forth and all statements herein are just and true.

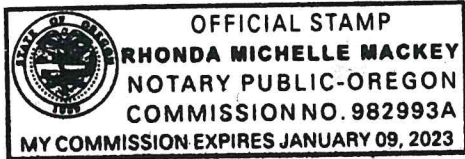
  
Applicant's/Representative's Signature

-----NOTARY PUBLIC-----

STATE OF OREGON    )  
                                  ) ss.  
County of MARION    )

This instrument was acknowledged before me on this 7<sup>th</sup> day of March, 2022 by Jennifer Scott, representative

  
Notary Public for Oregon  
My Commission Expires: January 9, 2023







Along Hazelgreen Road NE - North side of property



Along Lunar Drive NE - South side of property



# NOTICE OF VIRTUAL OPEN HOUSE

**Planned Project: Revised Annexation/Zone Change Proposal  
4680 and 4650 Hazelgreen Road NE**

**Open House: March 14th, 2022 at 6:00 PM**

**Location: Zoom Webinar**

Follow this link to register for the meeting:

[https://us02web.zoom.us/webinar/register/WN\\_O6l8oAbiQvGhplOrrZDfFg](https://us02web.zoom.us/webinar/register/WN_O6l8oAbiQvGhplOrrZDfFg)

**Applicant: I&E Construction**

(Contact AKS Engineering for additional information)

**Contact: Zach Pelz, AKS Engineering & Forestry, LLC  
(503) 400-6028 | PelzZ@aks-eng.com**

Attendee Report

Report Generated:

Topic	Webinar ID	3/15/2022 8:35	Actual Start Time	Actual Duration (minutes)	# Registered	# Cancelled	Unique Viewers	Total Users	Max Concurrent Views	Enable Registration
Hazelgreen Road Annexation Open House	829 7100 2382		3/14/2022 17:52		43	2	0	1	7	0 Yes

**Panelist Details**

Attended	User Name (Original Name)	Email	Join Time	Leave Time	Time in Session (minutes)	Country/Region Name
Yes	Jennifer Scott	scottj@aks-eng.com	3/14/2022 17:52	3/14/2022 18:35	43	United States
Yes	Zach Pelz	pelzz@aks-eng.com	3/14/2022 17:53	3/14/2022 18:35	42	United States
Yes	Daisy Goebel	goebeld@aks-eng.com	3/14/2022 17:53	3/14/2022 18:35	42	United States
Yes	Daniel Stumpf	daniel@lancastermobley.com	3/14/2022 17:59	3/14/2022 18:35	36	United States
Yes	Mark AuClair	auclairm@aks-eng.com	3/14/2022 17:53	3/14/2022 18:35	42	United States

**Attendee Details**

Attended	User Name (Original Name)	Email	Phone	Registration Time	Approval Status	Join Time	Leave Time	Time in Session (minutes)	Country/Region Name
No	Curt Fisher	fisherc@aks-eng.com		3/11/2022 10:12	denied	--	--	--	
Yes	Brent Morace	bridgesstorage@gmail.com	5036894604	3/14/2022 18:06	approved	3/14/2022 18:06	3/14/2022 18:08		3 United States
Yes	Bridges RV Storage	bridgesstorage@gmail.com				3/14/2022 18:08	3/14/2022 18:34		27 United States

## Pamela Cole

---

**From:** Jennifer Scott <Scottj@aks-eng.com>  
**Sent:** Tuesday, March 15, 2022 3:41 PM  
**To:** Gwendolyn Banks  
**Cc:** Zach Pelz  
**Subject:** RE: Virtual tour  
**Attachments:** 4650-4680 Hazelgreen Rd NE - Proposed Zoning Map.pdf

Good afternoon, Ms. Banks.

At this time, there is not a proposed project for the site. The Open House was to provide public notice of the upcoming proposal to annex the two properties into the City of Salem and change the zoning to General Commercial and Multi-family. I've attached a PDF of the proposed zoning plan that was shown at the Open House.

Please feel free to reach out with any further questions.

**Jennifer Scott**

**AKS ENGINEERING & FORESTRY, LLC**

P: 503.400.6028 Ext. 436 | F: 503.400.7722 | [www.aks-eng.com](http://www.aks-eng.com) | [scottj@aks-eng.com](mailto:scottj@aks-eng.com)

---

**From:** Gwendolyn Banks <gwenssand@aol.com>

**Sent:** Tuesday, March 15, 2022 9:44 AM

**To:** Zach Pelz <pelzz@aks-eng.com>

**Cc:** Jennifer Scott <Scottj@aks-eng.com>

**Subject:** Re: Virtual tour

**EXTERNAL EMAIL:** This email originated from outside AKS Engineering & Forestry.

You can email me a snap shot of the proposed project - I live across the street so I am just curious

[Sent from the all new AOL app for iOS](#)

On Monday, March 14, 2022, 9:09 PM, Zach Pelz <[pelzz@aks-eng.com](mailto:pelzz@aks-eng.com)> wrote:

Ms. Banks,

I received your email after the close of the open house. I'd be happy to chat with you about the project via phone sometime later this week. Please send me a few available times and we'll get something on the calendar.

Thanks,

Zach Pelz, AICP - Associate

AKS ENGINEERING & FORESTRY, LLC

P: 503.400.6028 | F: 503.400.7722 | [www.aks-eng.com](http://www.aks-eng.com) | [pelzz@aks-eng.com](mailto:pelzz@aks-eng.com)

---

**From:** Gwendolyn Banks <[gwenssand@aol.com](mailto:gwenssand@aol.com)>

**Sent:** Monday, March 14, 2022 6:41:42 PM

To: Zach Pelz <[pelzz@aks-eng.com](mailto:pelzz@aks-eng.com)>

Subject: Virtual tour



IRONSCALES couldn't recognize this email as this is the first time you received an email from this sender  
gwenssand@aol.com

**EXTERNAL EMAIL:** This email originated from outside AKS Engineering & Forestry.

Please send a link to the virtual open house 4680 and 4650 hazelgreen rd ne -thank you

[Sent from the all new AOL app for iOS](#)

## Pamela Cole

---

**From:** Jennifer Scott <Scottj@aks-eng.com>  
**Sent:** Monday, March 14, 2022 6:50 PM  
**To:** katieloreen@aol.com  
**Subject:** RE: Cannot get into the meeting

Good evening, Katie.

My apologies, your email wasn't seen until after we closed the meeting just now. If you let me know your availability over the next couple days, I would be happy to set up a new Zoom meeting time for you to meet with Zach and/or Daisy Goebel, the planner assigned to the project.

Again, my apologies. We will work to make this right.

### Jennifer Scott

#### AKS ENGINEERING & FORESTRY, LLC

P: 503.400.6028 Ext. 436 | F: 503.400.7722 | [www.aks-eng.com](http://www.aks-eng.com) | [scottj@aks-eng.com](mailto:scottj@aks-eng.com)

---

**From:** [katieloreen@aol.com](mailto:katieloreen@aol.com) <[katieloreen@aol.com](mailto:katieloreen@aol.com)>  
**Sent:** Monday, March 14, 2022 6:13 PM  
**To:** Zach Pelz <[pelzz@aks-eng.com](mailto:pelzz@aks-eng.com)>  
**Subject:** Cannot get into the meeting



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**katieloreen@aol.com**

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Hi Zach,

I I'm trying to log into the zoom meeting but it keeps telling me that the zoom meeting is not available is there a different code I should be using to access the meeting?

Thank you,

[Sent from the all new AOL app for iOS](#)

HAZELGREEN RD NE

COMMERCIAL

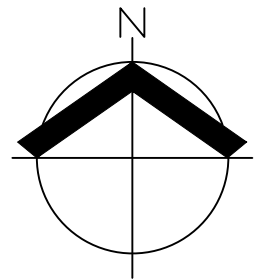
MULTI-FAMILY  
RESIDENTIAL

TAX LOT  
100  
TAX MAP 06  
2W 31D

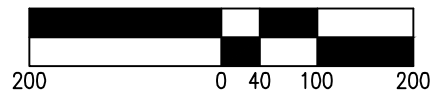
TAX LOT  
300  
TAX MAP 06  
2W 32C

LUNAR  
DR NE

APOLLO AVE



SCALE: 1" = 200 FEET



DATE: 02/28/2022

4650 AND 4680 HAZELGREEN RD NE  
PLANNED COMPREHENSIVE DESIGNATION EXHIBIT

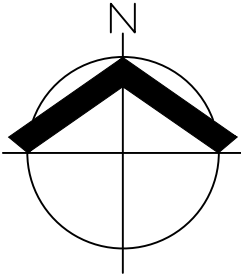
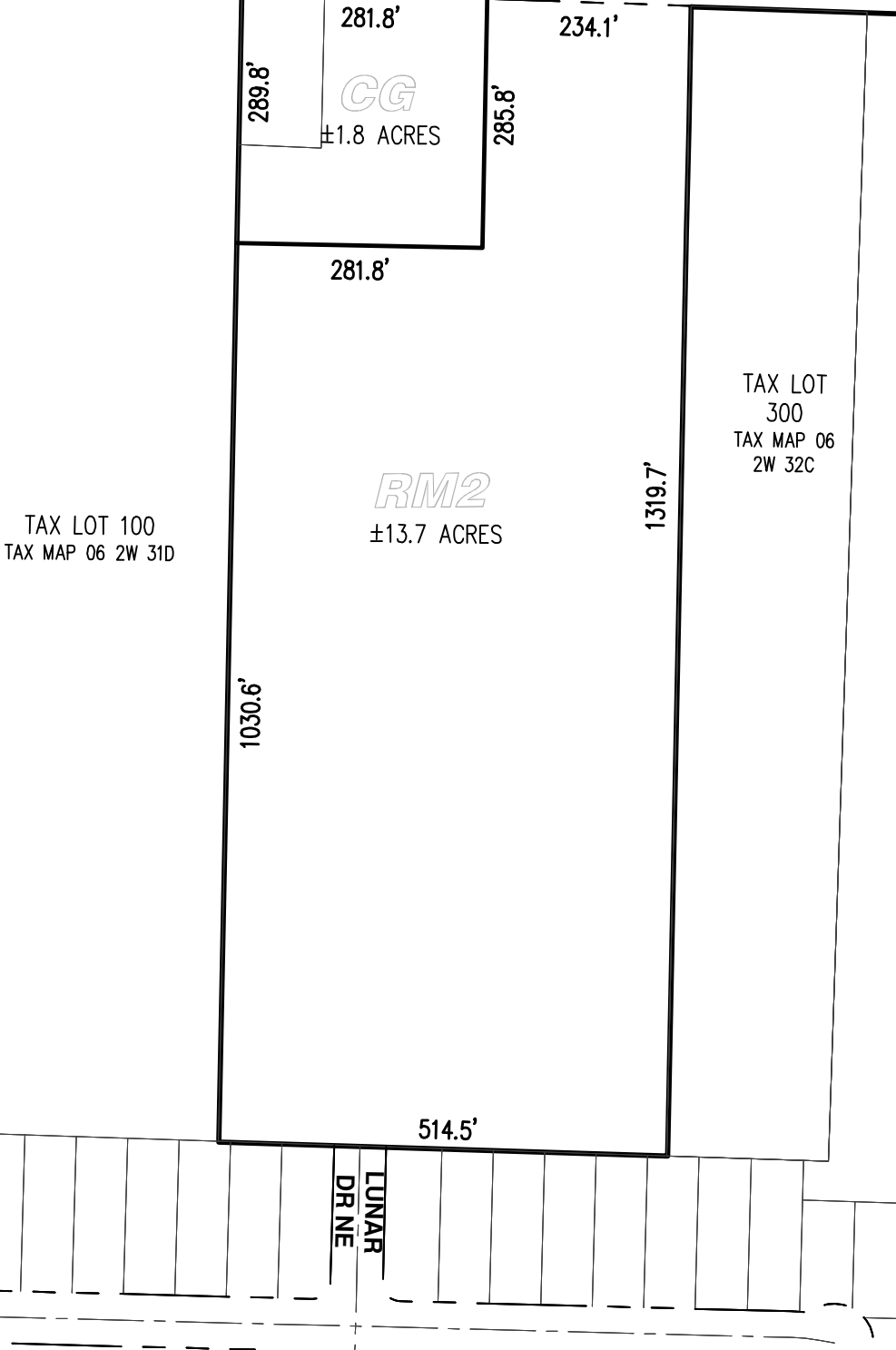
EXHIBIT  
**A**

AKS ENGINEERING & FORESTRY, LLC  
3700 RIVER RD N, STE 1  
KEIZER, OR 97303  
503.400.6028 WWW.AKS-ENG.COM

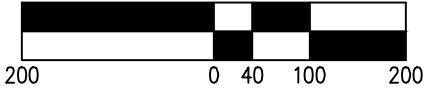


DRWN: M.JM  
CHKD: MTA  
AKS JOB:  
8321

HAZELGREEN RD NE



SCALE: 1" = 200 FEET



DATE: 01/17/2022

<b>4650 AND 4680 HAZELGREEN RD NE PLANNED ZONING MAP</b>		<b>EXHIBIT A</b>
AKS ENGINEERING & FORESTRY, LLC 3700 RIVER RD N, STE 1 KEIZER, OR 97303 503.400.6028    WWW.AKS-ENG.COM		DRWN: M.JM CHKD: M.TA AKS JOB: <b>8321</b>



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## I. Executive Summary

The purpose of this submittal is to revise a pending Annexation application (20-115327-00-AN) that is currently before the City of Salem. The lots included in this application are within the Urban Growth Boundary (UGB) and adjacent to lots that are within City Limits. This application for annexation, zone change, and comprehensive plan map amendment must be reviewed as a consolidated application and processed as a Type IV procedure per SRC chapter 300.

After conversations with City staff and review of the proposed Our Salem priorities and long-range planning proposals, Applicant has elected to revise the pending application to allow for multifamily housing and horizontal (independent) mixed-use elements in place of the single-family subdivision that was initially proposed. The revised application requests the abutting property, located at 4650 Hazelgreen Road NE also be annexed into City limits and re-zoned to include a  $\pm 1.8$ -acre site zoned General Commercial (CG), as identified in the Annexation and Zone Change Map (Exhibit C). The revised zoning proposal is consistent with Salem's proposed Our Salem comprehensive plan and zoning map, except for the planned  $\pm 1.8$ -acre commercial hub in the northwestern corner of the site that will provide convenience-type goods and services to future residents and serve as a logical transition between the multifamily homes and Hazelgreen Road.

Because the site is currently designated for Industrial development, the proposed Zone Change requires an amendment to the Comprehensive Plan Map. The proposed Comprehensive Plan Map Amendment will result in a transition from an industrial designation to a non-industrial designation for the entire site. A detailed analysis of the City's economic and housing needs is included in this Narrative in response to the statewide Goal 10 requirements and the City's Comprehensive Plan goal for residential housing. The included analysis reveals that there is a surplus of industrially zoned land and a deficit of land zoned for multifamily housing and subsequently, a need for the planned housing that will be made possible by this application. A detailed demonstration of consistency with applicable code standards and development needs is provided in this narrative.

This application includes the required City application forms, written materials, and preliminary plans necessary for City staff to review and determine compliance with the applicable approval criteria.

## II. Site Description/Setting

The subject property includes two lots totaling  $\pm 15.63$  acres. The lots (Tax Lot 400 and 500 of Marion County Assessor's Map 06 2W 32C) are located within the Salem UGB, adjacent to the northeastern city limits. The site includes  $\pm 505$  feet of frontage on Hazelgreen Road NE and is mostly undeveloped with the exception of two single-family homes in the northwest corner of the property.

The lot to the west of the subject property is a 45-acre vacant lot owned by the City of Salem. The lot to the east is outside of the City and approved for commercial recreational vehicle (RV) storage. The lots to the south of the property are single-family residential, and the northern property line fronts Hazelgreen Road NE. The properties on the north side of Hazelgreen Road are developed with single-family residential homes and are located outside of the UGB and City Limits.



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1. Whether the comprehensive plan and zone designation provides for the logical urbanization of land;

**Response:** The subject property is within the current Urban Growth Boundary (UGB) and therefore is eligible for urbanization. The territory to be annexed is contiguous to the City limits along its southern boundary. Annexation of the site, and the concurrent Zone Change provide for the logical progression of urban development in this area that is within the UGB. The subject site is designated “Industrial” in the Salem Area Comprehensive Plan Map, but the surrounding uses and needs of the community are inconsistent with the development of the site for industrial uses. The proposed RM-II zoning of the site, with a small CG element to serve the future multifamily community, will allow the property to be efficiently developed to further housing needs in the area.

The proposed amendment will allow for the site to be used primarily for residential development, and partially for commercial development. The designation of the site as a primarily residential area will contribute to the logical urbanization of the area. The locations of the multifamily and commercial portions of the site are compatible with development patterns in the area. The commercially zoned portion of the site fronts Hazelgreen Road NE, allowing for the site to serve both the adjacent residential areas as well as through-traffic from Hazelgreen Road NE. The residentially zoned portion is directly north of an existing residential development and east of an existing undeveloped City Park. The criterion is met.

3. Whether the comprehensive plan and zone designation is compatible with development patterns in the nearby vicinity;

**Response:** The surrounding properties are occupied by residential uses, with a large undeveloped future city park located directly to the west. The subject property is gradually sloped with a cross-site elevation change of only 7-feet and largely unconstrained, making it physically suitable for higher-density residential development. To the south, the properties bordering the subject site are within City Limits and are zoned RS. To the north, the Comprehensive Plan designates the lots across Hazelgreen Road as Developing Residential (DR). The subject DR designation applies to ±150-acres of land within the UGB, but outside of City Limits. Much of this DR designated area is currently developed with low-density single-family residential housing. The City-owned lot to the west of the subject site is within city limits and comprises ±45.5 acres of vacant land, reserved for the future development of a large community park. The lot to the East of the subject site is approved for a commercial RV storage facility that is complementary with the development of the site for residential and commercial uses.

Under the current SRC zoning standards, the RM-II zone allows for the development of 12-28 dwelling units per acre. Accordingly, the planned ±13-acre RM-II area could accommodate between approximately 156 and 364 new homes to help meet the demand for housing throughout Salem. It is worth noting that the Our Salem project included an update to the zoning of the subject site, designating the lots to be RM-II, in response to the demand for housing and in support of the planned zone change. The criterion is met.

- 
4. Whether the social, economic, or demographic patterns of the nearby vicinity have so altered that the current designations are no longer appropriate; and

**Response:**

The social, economic, and demographic patterns of the area have changed dramatically since the application of the IND comprehensive planning zone to the site. The 2015 Housing Needs Analysis (HNA) indicates that Salem has a significantly constrained housing supply and a real demand for multi-family housing. The HNA identified a deficit of ±2,897 multi-family residential dwelling units and 207 acres of land designated for multifamily residential development. The proposed change will allow for the development of multi-family residential housing on the majority of the site to contribute to the provision of housing alternatives consistent with the existing and desired housing types in the immediate vicinity. The inclusion of a small commercially zoned area on the northern portion of the site is consistent with the needs of the area as well. Currently, many of the existing and planned residential homes in the area are located several miles from the nearest commercial services, including restaurants, grocery stores, and retail establishments. The proposed designation of the site as RM-II within the Our Salem comprehensive plan additionally demonstrates the appropriateness of the proposed zoning. The criterion is met.

5. Whether it is in the public interest that the proposed change be made.

This narrative addresses the deficit of developable land for multifamily housing in direct response to Salem’s Comprehensive Plan policies. The change in social, economic, and demographic patterns, addressed above, has created a significant need for multifamily housing. The existing surplus of industrial land, as addressed below, provides evidence that the existing zoning designation is no longer appropriate for the site and a modification is demonstrably in the best interest of the public. The proposed change will benefit the neighborhood by accommodating future residential and commercial development that complements nearby and adjacent uses. The criterion is met.

**Section 260.050. Modification of conceptual plan after planning commission recommendation**

- a) Notwithstanding any other provision of this chapter, if the Planning Commission fails to recommend the comprehensive plan or zone designation proposed by a petitioner or requested by a landowner, the petitioner or landowner may elect to:
  1. Modify the conceptual plan prior to hearing before the Council under SRC 260.060, and propose different uses, development standards, or an alternative conceptual plan which conform to the Planning Commission’s recommended comprehensive plan and zone designations;
  2. Choose to proceed with the annexation under the equivalent land use designations set forth in Table 260-1, without a conceptual plan; or
  3. Present the original conceptual plan to the Council.
- b) Notice of the election of one of the options set forth in subsection (a) of this section shall be provided, in writing, to the Director not less than 60 days prior to the hearing before the Council. If the petitioner or landowner chooses to modify the conceptual plan or to submit an alternative conceptual plan, a copy of the modified or alternative conceptual plan shall be provided with the notice of election, along with proposed findings demonstrating that the comprehensive plan and zone designation criteria will be met under the modified or alternative plan.



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## Memorandum

To: Jeff Bivens  
I&E Construction

From: Daniel Stumpf, PE

Date: February 10, 2022

Subject: 4650 & 4680 Hazelgreen Road NE Zone Change and Comprehensive Plan Map Amendment  
Trip Generation and Transportation Planning Rule Analysis



RENEWS: 6/30/2022

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## Introduction

This memorandum reports the findings of a trip generation and Transportation Planning Rule (TPR) analysis related to the proposed annexation and subsequent zone change and Comprehensive Plan Map amendment of two properties located at 4650 & 4680 Hazelgreen Road NE in unincorporated Marion County, Oregon. The proposal will include rezoning the properties from *Industrial* (IND) zone to ±65,440 square feet of *General Commercial* (CG) and ±550,114 square feet of *Multiple Family Residential* (RM-II) zones.

The purpose of this memorandum is to examine the change in the trip generation potential of the site following implementation of the proposed change in zoning. The study will review the evening peak hour and average daily trip generation potentials of the site under both existing and proposed zones and will address the TPR to ensure that the transportation system is capable of supporting any changes in traffic intensity resultant of the proposed zone change.

## Location Description

### Project Site Description

The project site is located south of Hazelgreen Road NE and east of Portland Road NE (OR-99) in unincorporated Marion County, Oregon, near northeast Salem. The subject site is located in a developing, mixed-use area of the City, with residential single-family houses to the north, south, and east, and a future City Park zoned *Public Amusement* (PA) to the west. The site includes two properties (tax lots 062W32C-000400 and 500) which encompass an approximate total of ±15.59 acres. Lot 400 is currently undeveloped/utilized for agricultural purposes while lot 500 is developed with one single-family detached house.

## Vicinity Roadways

The proposed development is expected to impact the nearby vicinity roadway of Hazelgreen Road NE. Table 1 provides a description of this vicinity roadway.

**Table 1: Vicinity Roadway Descriptions**

Street Name	Jurisdiction	Functional Classification	Speed (MPH)	On-Street Parking	Curbs & Sidewalks	Bicycle Lanes
Hazelgreen Road NE	City of Salem/ Marion County	Parkway	50	Not Permitted	None	Both Sides

*Table Notes: Functional Classification and Jurisdiction based on City of Salem TSP.*

Figure 1 below presents an aerial image of the nearby vicinity with the project site outlined in yellow.



Figure 1: Aerial Photo of Site Vicinity (Image from Google Earth)

## Trip Generation

The subject site is currently zoned IND and is proposed for a change in zoning to RM-II (±550,114 square feet) and CG (±65,440 square feet). To determine the potential impacts of the proposed change in zoning, reasonable worst-case development scenarios for the existing and proposed zones were determined utilizing data for the most traffic-intensive uses permitted within each zone. Note that since the site will be annexed into the City of Salem, the City's equivalent *General Industrial/Industrial Park* (IG/IP) zoning codes were referenced to estimate the potential site trip generation under its anticipated default zoning (i.e. existing zoning).

### Existing IND Zone

To determine a reasonable worst-case development scenario under the existing zoning, the trip generation analysis prepared in the prior approved *Hazelgreen Road Rezone*, dated November 12, 2020, was referenced. Per the 2020 study, the reasonable worst-case development scenario under the existing IND zone (i.e. the City's equivalent IG/IP zones) is projected to generate 288 net new evening peak hour trips and 2,992 net new average weekday trips. Table 2 below presents the trip generation estimates provided in the 2020 study. The 2020 study is included as an attachment to this memorandum.

**Table 2: Trip Generation Summary (IND Zone)**

ITE Code	Size/Rate	PM Peak Hour			Weekday Total	
		Enter	Exit	Total		
<b>Existing IND (IG/IP) Zone</b>						
General Light Industrial	110	134.1 KSF	11	73	84	1,287
Health/Fitness Club	492	40 KSF	79	59	138	1,380
Drive-in Bank	912	5 KSF	51	51	102	500
Total Trips			141	183	324	3,167
<i>Internalization</i>		<i>0%</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>
External Trips			141	183	324	3,167
<i>Pass-by Trips*</i>	912	35%	18	18	36	175
<b>Primary Trips</b>			<b>123</b>	<b>165</b>	<b>288</b>	<b>2,992</b>

\* *Pass-by trip rate only applied to trip generated by land use code 912.*

Note that the aforementioned trip generation analyses are based on the 10<sup>th</sup> Edition *Trip Generation Manual*<sup>1</sup>. For consistency, the remaining trip generation analyses in this study were also based on the 10<sup>th</sup> Edition manual.

<sup>1</sup> Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 10<sup>th</sup> Edition, 2017.



## Proposed RM-II Zone

To determine a reasonable worst-case development scenario under the proposed RM-II zoning, City of Salem Code Section 513: RM-II – Multiple Family Residential was referenced and compared to land uses provided within the *Trip Generation Manual*. Based on an assessment of permitted uses under the RM-II zone and as shown in Table 3, data from several land use codes were referenced with assumed reasonable worst-case development sizes provided.

**Table 3: Land Use Code Comparisons (RM-II Zone)**

Land Use Code		Trip Generation (Trips per KSF)			Assumed Development Specifications	
		AM	PM	ADT	Typical Building Size	Typical Lot Coverage
Day Care Center	565	11.00	11.12	47.62	5 KSF	2 acres
Library	590	1.00	8.16	72.05	20 KSF	5 acres

\* Assumed to be 10 times the PM peak hour trip rate.

Within the approximate ±12.63-acre (±550,114 square foot) proposed RM-II zoned area, it is not reasonable to consider the development of multiples of the aforementioned land uses in Table 3; however, the RM-II area could reasonably include development of the approximately 7 acres of institutional uses while the remainder may be developed as approximately 5.63 acres of residential uses. For this remaining 5.63 acres of residential space, data from land use code 220, *Multifamily Housing (Low-Rise)*, was used based on the number of dwelling units that could be developed within this space. Per Table 513-3 – *Dwelling Unit Density*, the maximum density for residential dwellings units on a per acre basis is 28 dwelling units. Based on the remaining 5.63 acres of residential space, the proposed RM-II zone could include the construction of up to 157 multifamily housing dwelling units.

## Proposed CG Zone

To determine a reasonable worst-case development scenario under the proposed CG zoning, City of Salem Code Section 523: CG – General Commercial was referenced and compared to land uses provided within the *Trip Generation Manual*. Land uses outright permitted within the zone were compared to land uses provided within the *Trip Generation Manual*. Based on this assessment, data from land use code 820, *Shopping Center*, was used to estimate trip generation based on the square footage of gross building floor area.

The proposed CG zone area encompasses approximately ±1.5 acres (65,440 square feet) of developable space. It is assumed that any potentially proposed retail/commercial buildings would cover approximately 30 percent of the developable area within the CG zone area (the remaining 70 percent of space would be dedicated to parking, public space, ROW improvements, etc). Therefore, approximately 19,600 square feet of building space (assuming single-floor buildings) may be constructed within the CG zone.





Given the variety of land uses that could be developed within the project site (including retail land uses in the CG zone and residential land uses in the RM-II zone), some trips generated are likely to be shared/captured internally within the site and won't impact public area intersections or adjoining roadways. Per the *Trip Generation Handbook, 3<sup>rd</sup> Edition*<sup>2</sup> and referencing the *NCHRP 8-51 Internal Trip Capture Estimation Tool* (NCHRP 684), approximately 7 percent of evening peak hour trips will be internally captured within the site. For the purposes of this analysis, it is assumed the weekday trip generation would approximately match the evening peak hour internal capture rate.

The reasonable worst-case development under the proposed CG zone is expected to attract pass-by trips to the site. Pass-by trips are trips that leave the adjacent roadway to patronize a land use and then continue in their original direction of travel. They do not add additional vehicles to the surrounding transportation system; however, they do add additional turning movements at site access intersections. A pass-by trip rate of 34 percent during the evening peak hour was determined using data from land use code 820 from the *Trip Generation Handbook*. For the purposes of this analysis, it is assumed that the daily pass-by trip rate will approximately match the evening peak hour pass-by trip rate.

## Trip Generation Comparison

The trip generation calculations show that under the existing IND (IG/IP) zone, the subject site could reasonably generate up to 288 evening peak hour trips and 2,992 average weekday trips. Under the proposed RM-II and CG zones, the site could reasonably generate up to 339 net new evening peak hour trips and 3,154 net new average weekday trips. Accordingly, the net change in trip generation potential of the site after the proposed rezoning is projected to increase by 51 evening peak hour trips and 162 average weekday trips.

The trip generation estimates are summarized in Table 4. Detailed trip generation calculations are included as an attachment to this memorandum.

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<sup>2</sup> Institute of Transportation Engineers (ITE), *Trip Generation Handbook, 3<sup>rd</sup> Edition*, 2014.



Table 4: Zone Change Trip Generation Summary

ITE Code	Size/Rate		PM Peak Hour			Weekday Total
			Enter	Exit	Total	
<b>Existing IND (IG/IP) Zone</b>						
IG (Net New Trips Generated)	-	-	123	165	288	2,992
<b>Proposed RM-II Zone</b>						
Multifamily Housing (Low-Rise)	220	157 units	55	33	88	1,150
Day Care Center	565	5 KSF	26	30	56	238
Library	590	20 KSF	78	85	163	1,442
Total Trips			159	148	307	2,830
<i>Internalization</i>		7%	11	10	21	198
<b>Primary Trip Generation</b>			<b>148</b>	<b>138</b>	<b>286</b>	<b>2,632</b>
<b>Proposed CG Zone</b>						
Shopping Center	820	19.6 KSF	36	39	75	740
<i>Internalization</i>		7%	2	3	5	52
External Trips			34	36	70	688
<i>Pass-by Trips</i>	820	34%	11	11	22	218
<b>Primary Trip Generation</b>			<b>25</b>	<b>28</b>	<b>53</b>	<b>522</b>
<b>Net Change In Site Trip Generation Potential</b>						
Existing Conditions (Primary Trips)			123	165	288	2,992
Proposed Conditions (Primary Trips)			173	166	339	3,154
Net Change in Trip Generation Potential			50	1	51	162





## Transportation Planning Rule

Given the proposed project includes a change in zoning of the project site, the Transportation Planning Rule (TPR) needs to be evaluated. The TPR is in place to ensure that the transportation system is capable of supporting possible increases in traffic intensity that could result from changes to adopted plans and land use regulations. The applicable elements of the TPR are each quoted directly in italics below, with responses following.

### 660-012-0060

- (1) *If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*
- (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
  - (b) *Change standards implementing a functional classification system; or*
  - (c) *Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*
    - (A) *Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
    - (B) *Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*
    - (C) *Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

*Subsections (a) and (b) are not triggered since the proposed zone change will not impact or alter the functional classification of any existing or planned facility and the proposal does not include a change to any functional classification standards.*

*Regarding subsection (c), the Oregon Department of Transportation (ODOT) defines a threshold at which a project would "significantly affect" a transportation facility in relation to mobility targets. This threshold is detailed in the Oregon Highway Plan (OHP) Action 1F.5, with the relevant sections quoted below:*



*If an amendment subject to OAR 660-012-0060 increases the volume to capacity ratio further, or degrades the performance of a facility so that it does not meet an adopted mobility target at the planning horizon, it will significantly affect the facility unless it falls within the thresholds listed below for a small increase in traffic.*

...

*In applying "avoid further degradation" for state highway facilities already operating above the mobility targets in Table 6 or Table 7 or those otherwise approved by the Oregon Transportation Commission, or facilities projected to be above the mobility targets at the planning horizon, a small increase in traffic does not cause "further degradation" of the facility.*

*The threshold for a small increase in traffic between the existing plan and the proposed amendment is defined in terms of the increase in total average daily trip volumes as follows:*

- *Any proposed amendment that does not increase the average daily trips by more than 400.*

As described in the *Trip Generation* section, the projected daily increase in the traffic intensity of the site that results from the proposed zone change will be 162 daily trips. This daily trip generation estimate is within the 400-trip impact threshold that is considered a "small increase" in traffic; therefore, the zone change and subsequent development project will not cause further degradation of the nearby transportation facilities.

Based on the above review and evaluation of the TPR, the proposed zone change and subsequent development project will not impact or alter the functional classification of any existing or planned facility, the proposal does not include a change to any functional classification standards, and the zone change will not degrade the performance of any existing or planned transportation facility below acceptable agency standards. Accordingly, the TPR is satisfied.

## Conclusions

The trip generation calculations show that under the existing IND (IG/IP) zone, the subject site could reasonably generate up to 288 evening peak hour trips and 2,992 average weekday trips. Under the proposed RM-II and CG zones, the site could reasonably generate up to 339 net new evening peak hour trips and 3,154 net new average weekday trips. Accordingly, the net change in trip generation potential of the site after the proposed rezone is projected to increase by 51 evening peak hour trips and 162 average weekday trips.

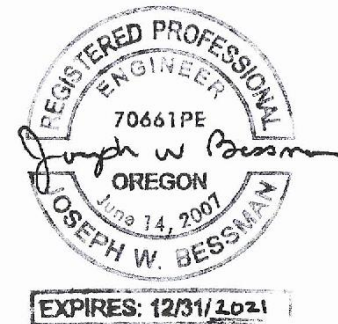
The proposed zone change and subsequent development project will not impact or alter the functional classification of any existing or planned facility, the proposal does not include a change to any functional classification standards, and the zone change will not degrade the performance of any existing or planned transportation facility below acceptable agency standards. Accordingly, the Transportation Planning Rule is satisfied.

If you have any questions or concerns regarding this analysis or need further assistance, please don't hesitate to contact us.





Date:	November 12, 2020
To:	Tony Martin, PE, City of Salem
	Janelle Shanahan, PE, Marion County
	Casey Knecht, PE, ODOT Region 2
From:	Joe Bessman, PE
Project Reference No.:	1498
Project Name:	Hazelgreen Road Rezone



The purpose of this memorandum is to propose scoping to rezone and annex 15.26 acres identified in the City of Salem’s Comprehensive Plan as *Industrial to Residential Agricultural* (RA) zoning. There are no specific development plans submitted for the property at this time, so the application will assess impacts of a reasonable “worst-case” trip generation scenario in compliance with the Transportation Planning Rule section on Plan and Land Use Regulation Amendments (OAR 660-12-0060). To address coordination requirements, both Marion County and the City of Salem are copied on this scoping letter, and due to the proximity of State Highways ODOT Region 2 is also included.

## PROJECT BACKGROUND

The subject property is located in northeast Salem at 4680 Hazelgreen Road NE, taxlot 062W32C000400. It is located south of Hazelgreen Road and east of Highway 99E, east of the Shady Acres Mobile Home Park and west of the Northstar Subdivision and the Alpha Nursery site. The site has historically been used for agricultural uses and includes a single residential structure with private gravel driveway accessed from Hazelgreen Road NE. A site vicinity map is included in Figure 1.



Figure 1. Site Vicinity Map. (Map Source: Marion County GIS)

## TRANSPORTATION PLANNING RULE APPROACH

Oregon Administrative Rule 660-12 is referred to as the Transportation Planning Rule, and subsection - 0060 describes the transportation requirements for a Plan and Land Use Regulation Amendment. The critical item within this analysis is to assess whether a proposed amendment to a functional plan, acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility. This is typically established through review of the trip generation potential of the existing and proposed zoning designations assuming reasonable worst-case development scenarios.

For this review, City of Salem development code was reviewed to compare uses allowed within the existing and proposed designations. This assessment considers uses that are allowed outright in each of the zones as identified in Code and considers the most intense uses based on typical land area associated with this use.

### Existing City of Salem *Industrial* Designation

While the property is zoned for *Urban Transition*, based on discussions with Tony Martin and consistent with the TPR the property was assumed to develop with *Industrial* uses within the adopted Transportation System Plan. A description of the City's *Industrial* zoning is provided within Salem Revised Code 554.005. This describes the purpose of the *General Industrial* zone as follows:

*The purpose of the General Industrial (IG) Zone is to implement the industrial designation of the Salem Area Comprehensive Plan through the identification of allowed uses and the establishment of development standards. The IG zone generally allows a wide range of manufacturing, distribution, and storage uses, and prohibits uses that are incompatible with industrial development.*

Outright allowable uses within this zoning include generally rural uses and services, as listed below:

- Short-term rentals
- Retail sales (printing, nurseries/lawn/garden, lumber/building materials)
- Personal services (laundromat/dry cleaners)
- Banks, credit unions, and other customer-oriented facilities for financial institutions
- Office including trade schools, research, headquarters, or professional services
- Motor vehicle services (non-fuel related)
- Health clubs, gyms, and recreation clubs
- Parks, open space, and churches
- Emergency services
- Industrial uses (warehousing, distribution, wholesaling, manufacturing, printing)
- Agricultural/forestry uses

Within this zoning the most intense outright allowable use includes banks, personal services, gyms, and certain types of motor vehicle services. Table 1 provides a comparison of the relative trip rates of each of these uses.

**Table 1. Comparative Trip Generation Rates**

Land Use	Land Use Density Assumptions
Drive-in Bank (ITE 912)	Typical building size: 5KSF Typical lot coverage: 1 Acres Trip Rate: 20.45 PM trips/KSF
Quick Lubrication Vehicle Shop (ITE 941)	Typical building size: 1KSF Typical lot coverage: 0.25 Acres Trip Rate: 8.7 PM trips/KSF
Laundromat (ITE 820)	Typical building size: 2KSF Typical lot coverage: 7,500SF Trip Rate: 3.81 PM trips/KSF
Health and Fitness (ITE 492)	Typical building size: 40KSF Typical lot coverage: 4 Acres Trip Rate: 3.45 PM trips/unit

Within a 15.26-acre parcel it is not reasonable to consider the entire site developing with multiple banks or vehicle service centers, but could reasonably include about 5 acres of commercial/office uses and 10 acres of industrial flex uses. This would be a reasonable worst-case land use scenario from a trip generation perspective. Table 2 summarizes this assessment, along with 10.26 acres of General Light Industrial with an FAR of 0.30.

**Table 2. Existing Zoning Trip Generation Estimates, ITE 10<sup>th</sup> Edition**

Land Use	ITE Code	Metric	Weekday Daily Trips	Weekday PM Peak Hour		
				Total	In	Out
Drive-In Bank <i>Pass-by Trips (35%)</i>	912	5,000 SF	500 <i>(175)</i>	102 <i>(36)</i>	51 <i>(18)</i>	51 <i>(18)</i>
Health and Fitness	492	40,000 SF	Est. 1,380	138	79	59
General Light Industrial	110	10.26 Acres 134,100 SF	1,287	84	11	73
Total Trips			3,167	324	141	183
Total Pass-by Trips			<i>(175)</i>	<i>(36)</i>	<i>(18)</i>	<i>(18)</i>
<b>Net New Trips</b>			<b>2,992</b>	<b>288</b>	<b>123</b>	<b>165</b>

Table 2 shows that a reasonable worst-case scenario could generate nearly 3,000 daily trips, including about 288 weekday p.m. peak hour trips.

### Proposed City of Salem Residential Agricultural Zoning

Salem Revised Code Title 10 Chapter 510 outlines the purpose and requirements within the proposed Residential Agricultural zoning. This states the following as the purpose:

*The purpose of the Residential Agricultural (RA) zone is to implement the developing residential designation for the Salem Area Comprehensive Plan through the identification of allowed uses and the establishment of development standards. The RA zone generally allows single family residential and agricultural uses.*

Within Table 510-1 allowable uses include the following:

- Single-family detached residential (minimum lot size of 4,000 square-feet)
- Manufactured dwelling park
- Two-family duplex units (subject to specific provisions)
- Non-profit shelters with 10 or fewer persons
- Retail sales of agricultural products (limited to 1,000 SF sales area)
- Library
- Parks and open space
- Day care (child day care center or adult day care)
- Emergency services
- Utilities
- Agriculture/forestry/farming uses

A generalized comparison of trip generation rates for the more intense allowable uses are provided in Table 3 to determine a reasonable “worst case” trip generation scenario based on typical building sizes/densities.



**Table 3. Comparative Trip Generation Rates**

Land Use	Land Use Density Assumptions	Total Assumed Uses
Library (ITE 590)	Typical building size: 20KSF Typical lot coverage: 5 Acres Trip Rate: 8.16 PM trips/KSF	32.64 PM Trips/Acre 5 Acres
Day Care Center (ITE 565)	Typical building size: 5KSF Typical lot coverage: 2 Acres Trip Rate: 11.12 PM trips/KSF	28.8 PM Trips/Acre 2 Acres
Single-Family Detached Residential (ITE 210)	Typical Infrastructure, setbacks, open space: 40% Minimum Lot Size: 4,000 SF Trip Rate: 0.99 PM trips/unit	7.8 Units/Acre 7.7 PM Trips/Acre

Table 3 shows that the most intense allowable use would be a library or day care center. Neither of these uses could reasonably use the entire 15.26-acre lot, so a maximum “worst-case” trip generation scenario was prepared assuming that the site would be developed with a 5-acre library, a 2-acre day-care center, and approximately 8-acres of residential uses. Table 4 shows the resultant trip generation estimates.

**Table 4. Proposed Zoning Trip Generation Estimates, ITE 10<sup>th</sup> Edition**

Land Use	ITE Code	Metric	Weekday Daily Trips	Weekday PM Peak Hour		
				Total	In	Out
Library	590	20,000 SF	1,402	169	81	88
Day Care Center	565	5,000 SF	238	56	26	30
Single-Family Detached Housing	210	64 units	690	66	42	24
<b>Total Trips</b>			<b>2,330</b>	<b>291</b>	<b>149</b>	<b>142</b>

### Trip Generation Comparison

The maximum “worst-case” estimated trip generation comparison between the existing and proposed zoning is presented in Table 5.

**Table 5. Proposed Zoning Trip Generation Estimates, ITE 10<sup>th</sup> Edition**

Land Use	Weekday Daily Trips	Weekday PM Peak Hour		
		Total	In	Out
Existing Zoning Potential (See Table 2)	2,992	288	123	165
Proposed Zoning Potential (See Table 4)	2,330	291	149	142
<b>Trip Difference</b>	<b>-662</b>	<b>+3</b>	<b>+26</b>	<b>-23</b>

Table 2 shows that the proposed rezoning of the site would reduce the overall daily trip potential and provides an insignificant change in the weekday p.m. peak hour trip generation potential.

With an overall change of up to three weekday p.m. peak hour trips the impact of the rezone will be insignificant on the regional transportation system and will not create a significant impact on the transportation system or require changes to adopted City plans. The City of Salem's transportation impact thresholds for analysis includes the following:

- All proposed access points
- Any intersection where the development contributes 50 or more trips during the analysis hour on a collector, arterial, or parkway, or 20 or more trips on a local street or alley.
- Any intersection where the additional traffic volume created by the proposed development is greater than ten percent of the current traffic volumes on any leg.

With the trip generation difference of up to three weekday p.m. peak hour trips shown in Table 5 there will be no off-site intersections that meet the City's impact thresholds. The analysis of site-access points is not relevant to a zone change application as these are not collector and arterial system connections, and additional analysis of this site (and the future access points) will be required as part of a more specific future site plan application when the actual uses are known.

ODOT typically requires analysis of State Highway intersections impacted by 50 or more weekday p.m. peak hour trips or 300 weekday daily trips. This would not require analysis of any off-site intersections under ODOT jurisdiction.

## TRANSPORTATION PLANNING RULE COMPLIANCE

Specific text of the Transportation Planning Rule section on Plan and Land Use Regulation Amendments (OAR 660-12-0060) is provided below followed by a statement of compliance with these criteria.

*(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:*

*(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*

**Response:** The demonstrated reduction in weekday daily trips and addition of only three weekday p.m. peak hour trips will not change the functional classification of any facilities. Functional classification thresholds are typically based on weekday daily trips, which are reduced by up to 662 trips with the proposed rezone.

*(b) Change standards implementing a functional classification system; or*

**Response:** The City's functional classification standards are not impacted by the proposed zone change.

*(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic*



*generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*

*(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*

**Response:** Travel will remain functionally equivalent during the weekday p.m. peak hour and will be reduced throughout the overall day.

*(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or*

*(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.*

**Response:** The difference of up to three weekday p.m. peak hour trips would have no material impact on the operations of existing or planned facilities.

Thank you for the opportunity to provide these revised materials. If you have any questions or comments I can be reached at (503) 997-4473 or via email at [joe@transightconsulting.com](mailto:joe@transightconsulting.com).



TRIP GENERATION CALCULATIONS  
Proposed RM-II Zone

*Land Use:* Multifamily Housing (Low-Rise)  
*Land Use Code:* 220  
*Setting/Location:* General Urban/Suburban  
*Variable:* Dwelling Units  
*Variable Value:* 157

**AM PEAK HOUR**

*Trip Rate:* 0.46

	Enter	Exit	Total
Directional Distribution	23%	77%	
Trip Ends	17	55	72

**PM PEAK HOUR**

*Trip Rate:* 0.56

	Enter	Exit	Total
Directional Distribution	63%	37%	
Trip Ends	55	33	88

**WEEKDAY**

*Trip Rate:* 7.32

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	575	575	1,150

**SATURDAY**

*Trip Rate:* 8.14

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	639	639	1,278



TRIP GENERATION CALCULATIONS  
Proposed RM-II Zone

*Land Use:* Day Care Center  
*Land Use Code:* 565  
*Setting/Location:* General Urban/Suburban  
*Variable:* 1,000 Sq Ft Gross Floor Area  
*Variable Value:* 5

**AM PEAK HOUR**

*Trip Rate:* 11.00

	Enter	Exit	Total
Directional Distribution	53%	47%	
Trip Ends	29	26	55

**PM PEAK HOUR**

*Trip Rate:* 11.12

	Enter	Exit	Total
Directional Distribution	47%	53%	
Trip Ends	26	30	56

**WEEKDAY**

*Trip Rate:* 47.62

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	119	119	238

**SATURDAY**

*Trip Rate:* 6.22

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	16	16	32



TRIP GENERATION CALCULATIONS  
Proposed RM-II Zone

*Land Use:* Library  
*Land Use Code:* 590  
*Setting/Location:* General Urban/Suburban  
*Variable:* 1,000 Sq Ft Gross Floor Area  
*Variable Value:* 20

**AM PEAK HOUR**

*Trip Rate:* 1.00

	Enter	Exit	Total
Directional Distribution	71%	29%	
Trip Ends	14	6	20

**PM PEAK HOUR**

*Trip Rate:* 8.16

	Enter	Exit	Total
Directional Distribution	48%	52%	
Trip Ends	78	85	163

**WEEKDAY**

*Trip Rate:* 72.05

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	721	721	1,442

**SATURDAY**

*Trip Rate:* 80.09

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	801	801	1,602



TRIP GENERATION CALCULATIONS  
Proposed CG Zone

*Land Use:* Shopping Center  
*Land Use Code:* 820  
*Setting/Location:* General Urban/Suburban  
*Variable:* 1,000 Sq. Ft. GFA  
*Variable Value:* 19.60

**AM PEAK HOUR**

*Trip Rate:* 0.94

	Enter	Exit	Total
Directional Distribution	62%	38%	
Trip Ends	11	7	18

**PM PEAK HOUR**

*Trip Rate:* 3.81

	Enter	Exit	Total
Directional Distribution	48%	52%	
Trip Ends	36	39	75

**WEEKDAY**

*Trip Rate:* 37.75

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	370	370	740

**SATURDAY**

*Trip Rate:* 46.12

	Enter	Exit	Total
Directional Distribution	50%	50%	
Trip Ends	452	452	904

NCHRP 8-51 Internal Trip Capture Estimation Tool			
<b>Project Name:</b>	Hazelgreen Road Zone Change	<b>Organization:</b>	Lancaster Mobley
<b>Project Location:</b>	4650/4680 Hazelgreen Road NE. Salem, PR	<b>Performed By:</b>	Daniel Stumpf, PE
<b>Scenario Description:</b>	Proposed Conditions	<b>Date:</b>	
<b>Analysis Year:</b>	2022	<b>Checked By:</b>	
<b>Analysis Period:</b>	PM Street Peak Hour	<b>Date:</b>	

Table 1-P: Base Vehicle-Trip Generation Estimates (Single-Use Site Estimate)						
Land Use	Development Data (For Information Only)			Estimated Vehicle-Trips		
	ITE LUCs <sup>1</sup>	Quantity	Units	Total	Entering	Exiting
Office				0		
Retail	820	20	KSF	75	36	39
Restaurant				0		
Cinema/Entertainment				0		
Residential	220	157	Dwelling Units	88	55	33
Hotel				0		
All Other Land Uses <sup>2</sup>	565, 590	25	KSF	219	104	115
<b>Total</b>				<b>382</b>	<b>195</b>	<b>187</b>

Table 2-P: Mode Split and Vehicle Occupancy Estimates						
Land Use	Entering Trips			Exiting Trips		
	Veh. Occ.	% Transit	% Non-Motorized	Veh. Occ.	% Transit	% Non-Motorized
Office						
Retail	1.25	0%	0%	1.25	0%	0%
Restaurant						
Cinema/Entertainment						
Residential	1.25	0%	0%	1.25	0%	0%
Hotel						
All Other Land Uses <sup>2</sup>	1.25	0%	0%	1.25	0%	0%

Table 3-P: Average Land Use Interchange Distances (Feet Walking Distance)						
Origin (From)	Destination (To)					
	Office	Retail	Restaurant	Cinema/Entertainment	Residential	Hotel
Office						
Retail					560	
Restaurant						
Cinema/Entertainment						
Residential		560				
Hotel						

Table 4-P: Internal Person-Trip Origin-Destination Matrix*						
Origin (From)	Destination (To)					
	Office	Retail	Restaurant	Cinema/Entertainment	Residential	Hotel
Office		0	0	0	0	0
Retail	0		0	0	13	0
Restaurant	0	0		0	0	0
Cinema/Entertainment	0	0	0		0	0
Residential	0	4	0	0		0
Hotel	0	0	0	0	0	

Table 5-P: Computations Summary			
	Total	Entering	Exiting
All Person-Trips	478	244	234
Internal Capture Percentage	7%	7%	7%
External Vehicle-Trips <sup>3</sup>	356	182	174
External Transit-Trips <sup>4</sup>	0	0	0
External Non-Motorized Trips <sup>4</sup>	0	0	0

Table 6-P: Internal Trip Capture Percentages by Land Use		
Land Use	Entering Trips	Exiting Trips
Office	N/A	N/A
Retail	9%	27%
Restaurant	N/A	N/A
Cinema/Entertainment	N/A	N/A
Residential	19%	10%
Hotel	N/A	N/A

<sup>1</sup>Land Use Codes (LUCs) from *Trip Generation Informational Report*, published by the Institute of Transportation Engineers.

<sup>2</sup>Total estimate for all other land uses at mixed-use development site-not subject to internal trip capture computations in this estimator

<sup>3</sup>Vehicle-trips computed using the mode split and vehicle occupancy values provided in Table 2-P

<sup>4</sup>Person-Trips

\*Indicates computation that has been rounded to the nearest whole number.

*Estimation Tool Developed by the Texas Transportation Institute*

<b>Project Name:</b>	Hazelgreen Road Zone Change
<b>Analysis Period:</b>	PM Street Peak Hour

Table 7-P: Conversion of Vehicle-Trip Ends to Person-Trip Ends						
Land Use	Table 7-P (D): Entering Trips			Table 7-P (O): Exiting Trips		
	Veh. Occ.	Vehicle-Trips	Person-Trips*	Veh. Occ.	Vehicle-Trips	Person-Trips*
Office	1.00	0	0	1.00	0	0
Retail	1.25	36	45	1.25	39	49
Restaurant	1.00	0	0	1.00	0	0
Cinema/Entertainment	1.00	0	0	1.00	0	0
Residential	1.25	55	69	1.25	33	41
Hotel	1.00	0	0	1.00	0	0

Table 8-P (O): Internal Person-Trip Origin-Destination Matrix (Computed at Origin)						
Origin (From)	Destination (To)					
	Office	Retail	Restaurant	Cinema/Entertainment	Residential	Hotel
Office		0	0	0	0	0
Retail	1		14	2	13	2
Restaurant	0	0		0	0	0
Cinema/Entertainment	0	0	0		0	0
Residential	2	15	9	0		1
Hotel	0	0	0	0	0	

Table 8-P (D): Internal Person-Trip Origin-Destination Matrix (Computed at Destination)						
Origin (From)	Destination (To)					
	Office	Retail	Restaurant	Cinema/Entertainment	Residential	Hotel
Office		4	0	0	3	0
Retail	0		0	0	32	0
Restaurant	0	23		0	11	0
Cinema/Entertainment	0	2	0		3	0
Residential	0	4	0	0		0
Hotel	0	1	0	0	0	

Table 9-P (D): Internal and External Trips Summary (Entering Trips)						
Destination Land Use	Person-Trip Estimates			External Trips by Mode*		
	Internal	External	Total	Vehicles <sup>1</sup>	Transit <sup>2</sup>	Non-Motorized <sup>2</sup>
Office	0	0	0	0	0	0
Retail	4	41	45	33	0	0
Restaurant	0	0	0	0	0	0
Cinema/Entertainment	0	0	0	0	0	0
Residential	13	56	69	45	0	0
Hotel	0	0	0	0	0	0
All Other Land Uses <sup>3</sup>	0	130	130	104	0	0

Table 9-P (O): Internal and External Trips Summary (Exiting Trips)						
Origin Land Use	Person-Trip Estimates			External Trips by Mode*		
	Internal	External	Total	Vehicles <sup>1</sup>	Transit <sup>2</sup>	Non-Motorized <sup>2</sup>
Office	0	0	0	0	0	0
Retail	13	36	49	29	0	0
Restaurant	0	0	0	0	0	0
Cinema/Entertainment	0	0	0	0	0	0
Residential	4	37	41	30	0	0
Hotel	0	0	0	0	0	0
All Other Land Uses <sup>3</sup>	0	144	144	115	0	0

<sup>1</sup>Vehicle-trips computed using the mode split and vehicle occupancy values provided in Table 2-P

<sup>2</sup>Person-Trips

<sup>3</sup>Total estimate for all other land uses at mixed-use development site-not subject to internal trip capture computations in this estimator

\*Indicates computation that has been rounded to the nearest whole number.

Table 7.1a Adjusted Internal Trip Capture Rates for Trip Origins within a Multi-Use Development

Land Use Pairs		Weekday	
		AM Peak Hour	PM Peak Hour
From OFFICE	To Office	0.0%	0.0%
	To Retail	28.0%	20.0%
	To Restaurant	63.0%	4.0%
	To Cinema/Entertainment	0.0%	0.0%
	To Residential	1.0%	2.0%
	To Hotel	0.0%	0.0%
From RETAIL	To Office	29.0%	2.0%
	To Retail	0.0%	0.0%
	To Restaurant	13.0%	29.0%
	To Cinema/Entertainment	0.0%	4.0%
	To Residential	14.0%	26.0%
	To Hotel	0.0%	5.0%
From RESTAURANT	To Office	31.0%	3.0%
	To Retail	14.0%	41.0%
	To Restaurant	0.0%	0.0%
	To Cinema/Entertainment	0.0%	8.0%
	To Residential	4.0%	18.0%
	To Hotel	3.0%	7.0%
From CINEMA/ENTERTAINMENT	To Office	0.0%	2.0%
	To Retail	0.0%	21.0%
	To Restaurant	0.0%	31.0%
	To Cinema/Entertainment	0.0%	0.0%
	To Residential	0.0%	8.0%
	To Hotel	0.0%	2.0%
From RESIDENTIAL	To Office	2.0%	4.0%
	To Retail	1.0%	37.5%
	To Restaurant	20.0%	21.0%
	To Cinema/Entertainment	0.0%	0.0%
	To Residential	0.0%	0.0%
	To Hotel	0.0%	3.0%
From HOTEL	To Office	75.0%	0.0%
	To Retail	14.0%	16.0%
	To Restaurant	9.0%	68.0%
	To Cinema/Entertainment	0.0%	0.0%
	To Residential	0.0%	2.0%
	To Hotel	0.0%	0.0%



Table 7.2a Adjusted Internal Trip Capture Rates for Trip Destinations within a Multi-Use Development

Land Use Pairs		Weekday	
		AM Peak Hour	PM Peak Hour
To OFFICE	From Office	0.0%	0.0%
	From Retail	4.0%	31.0%
	From Restaurant	14.0%	30.0%
	From Cinema/Entertainment	0.0%	6.0%
	From Residential	3.0%	57.0%
	From Hotel	3.0%	0.0%
To RETAIL	From Office	32.0%	8.0%
	From Retail	0.0%	0.0%
	From Restaurant	8.0%	50.0%
	From Cinema/Entertainment	0.0%	4.0%
	From Residential	17.0%	8.9%
	From Hotel	4.0%	2.0%
To RESTAURANT	From Office	23.0%	2.0%
	From Retail	50.0%	29.0%
	From Restaurant	0.0%	0.0%
	From Cinema/Entertainment	0.0%	3.0%
	From Residential	20.0%	14.0%
	From Hotel	6.0%	5.0%
To CINEMA/ENTERTAINMENT	From Office	0.0%	1.0%
	From Retail	0.0%	26.0%
	From Restaurant	0.0%	32.0%
	From Cinema/Entertainment	0.0%	0.0%
	From Residential	0.0%	0.0%
	From Hotel	0.0%	0.0%
To RESIDENTIAL	From Office	0.0%	4.0%
	From Retail	2.0%	46.0%
	From Restaurant	5.0%	16.0%
	From Cinema/Entertainment	0.0%	4.0%
	From Residential	0.0%	0.0%
	From Hotel	0.0%	0.0%
To HOTEL	From Office	0.0%	0.0%
	From Retail	0.0%	17.0%
	From Restaurant	4.0%	71.0%
	From Cinema/Entertainment	0.0%	1.0%
	From Residential	0.0%	12.0%
	From Hotel	0.0%	0.0%



# MEMO

**TO:** Pamela Cole, Planner II  
Community Development Department

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

**DATE:** June 9, 2022

**SUBJECT: PUBLIC WORKS RECOMMENDATIONS  
CPC-ZC22-03 (20-115723; 20-115724)  
4650 & 4680 HAZELGREEN ROAD NE  
CPC/ZC FOR MULTI-FAMILY ANNEXATION**

## PROPOSAL

Comprehensive plan change to "Multi-Family Residential" and "Commercial" and zone change to RM-II (Multiple Family Residential II) and CG (General Commercial) for property at 4650 and 4680 Hazelgreen Road NE that is proposed for annexation (20-115327-AN).

## RECOMMENDED CONDITIONS OF APPROVAL

1. The transportation impacts from the 15.62-acre site shall be limited to a maximum cumulative total of 2,992 average daily vehicle trips.

## 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. With the recommended trip cap, discussed further below, the Assistant City Traffic Engineer recommends this criterion has been met.

Urban Growth Area Development Permit—The subject property is located outside of the Urban Service Area (UGA). If the applicant proposes to develop the property as defined in *Salem Revised Code* (SRC) 200.005, an UGA Development Permit is required (SRC 200.010(c)). An UGA development permit requires an applicant to provide linking and boundary facilities to their property under the standards and requirements of SRC Chapter 200.

## Streets

### 1. Hazelgreen Road NE

- a. Standard—This street is designated as a parkway street in the Salem Transportation System Plan (TSP). The standard for this street classification is an 80-foot-wide improvement within a 120-foot-wide right-of-way.
- b. Existing Conditions—This street has an approximate 30-foot improvement within a 70-foot-wide right-of-way abutting the subject property.
- c. Special Setback – The site is subject to a special setback equal to 60-feet from the centerline of Hazelgreen Road NE.

### 2. Lunar Street NE

- 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.

## Storm Drainage

### 1. Existing Conditions

- a. A 12-inch storm main is located in Hazelgreen Road NE approximately 200-feet east of the subject property.

## Water

### 1. Existing Conditions

- a. The subject property is located in the G-0 water service level.
- b. There are no public mains available to serve the property.
- c. A 16-inch water main is proposed to be constructed in Hazelgreen Road NE with the Northstar Subdivision approximately 200-feet east of the subject property.
- d. An 8-inch water main is proposed to be constructed in Lunar Street NE with the Northstar Subdivision, directly abutting the southern property boundary.

## Sanitary Sewer

### 1. Existing Conditions

- a. An 8-inch sewer main is located in Hazelgreen Road NE approximately 170-feet east of the subject property.

## Natural Resources

1. Wetlands—The Salem-Keizer Local Wetland Inventory (LWI) shows that there are hydric soils mapped on the property.

## CRITERIA AND FINDINGS

### **SRC 260.045(b)(1)- Whether the comprehensive plan and zone designation provides for the logical urbanization of land.**

Logical urbanization requires the provision of adequate City infrastructure. The subject property is capable of being served through extension of public sewer/water/storm from Hazelgreen Road NE or Lunar Street NE to the boundary of the property as specified in existing infrastructure master plans. Public infrastructure is available approximately 200 feet east of the subject property in Hazelgreen Road NE.

Hazelgreen Road NE does not meet the minimum right-of-way width or improvement width for a parkway according to the Salem TSP. At time of development, improvements to Hazelgreen Road NE may be required pursuant to SRC 803.040. Site-specific street improvement requirements will be addressed in the Site Plan Review process in SRC Chapter 220.

Future development will require an Urban Growth Area (UGA) Preliminary Declaration to address linking and boundary facilities required to serve subject property under the standards and requirements of SRC Chapter 200.

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 recommends a condition to limit the development on the 15.62-acre site to 2,992 average daily vehicle trips.

**Condition:** The transportation impacts from the 15.62-acre site shall be limited to a maximum cumulative total of 2,992 average daily vehicle trips.

Prepared by: Laurel Christian, Program Coordinator  
Cc: File