

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-ZC22-05; FOR PROPERTY LOCATED AT 5536 SKYLINE
ROAD S (AMANDA APPLICATION NO. 22-101321-ZO; 22-101323-ZO)**

REQUEST

Petitioner-initiated, voter-exempt annexation of territory approximately 1.95 acres, located at 5536 Skyline Road S 97306 (Marion County Assessor Map and Tax Lot 083W17DB01500), currently designated Developing Residential in the SACP and zoned Marion County UT-5 (Urban Transition - 5 Acre), with concurrent comprehensive plan change to Multi-Family Residential and zone change to RM1 (Multiple Family Residential 1).

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

APPLICANT: JM Ventures NW LLC (Caleb Remington)

OWNER: JM Ventures NW LLC (Caleb Remington)

REPRESENTATIVE: Josh Wells, Westech Engineering; Britany Randall, BRAND Land Use

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 "Developing Residential" to "Multi-Family Residential" be APPROVED and
- B. That the Zone Change request from Marion County UT-5 (Urban Transition - 5 Acre) to City of Salem RM-I (Multiple Family Residential I) be APPROVED and applied upon annexation of the property, contingent on approval of the corresponding "Multi-Family Residential" Comprehensive Plan Map designation.

PROCEDURAL FINDINGS

1. On December 30, 2021, Caleb Remington filed an application on behalf of the property owner, JM Ventures NW LLC, for an Annexation, Comprehensive Plan Change, and Zone Change for approximately 1.95 acres at 5536 Skyline Road S 97306 (Marion County Assessor Map and Tax Lot 083W17DB01500). The application requested to

change the Comprehensive Plan Map designation of the property from "Developing Residential" to "Multi-Family Residential" and the zoning of the property from Marion County UT-5 (Urban Transition – 5 Acre) to City of Salem RM-I (Multiple Family Residential I) upon annexation. After additional requested information was provided by the applicant, the application was deemed complete for processing on May 2, 2022.

2. 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]). Pursuant to SRC 300.320(f), when an open house is required for a land use application, an applicant may elect to present at a neighborhood association meeting in-lieu of arranging and attending an open house. On March 17, 2022 the applicant presented at a virtual neighborhood association meeting. A summary of the materials provided, notice given, and an agenda of the neighborhood association meeting are attached (**Attachment B**). The applicant has demonstrated compliance with the requirements of SRC 300.320(f).
3. Notice of the consolidated proposal was distributed to City departments, neighborhood associations and public and private service providers on June 9, 2022.
4. Public notice of the proposal was provided pursuant to Salem Revised Code (SRC) requirements, on June 15, 2022.
5. Public notice was posted on the property by the applicant's representative on June 21, 2022.
6. The applicant has indicated that the property is not within a Homeowners Association (HOA).
7. 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 31, 2022.
8. The public hearing on the application is scheduled for July 5, 2022.
9. 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.
10. 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 101321. Additional information is available in the associated annexation application folder: 21 123736.

BACKGROUND

Proposal

The subject property includes 1.95 acres at 5536 Skyline Road S (Marion County Assessor Map and Tax Lot 083W17DB01500), owned by JM Ventures NW LLC (Caleb Remington). A vicinity map is included as **Attachment A**. The subject property is currently designated "Developing Residential" on the Salem Area Comprehensive Plan Map and zoned Marion County UT-5 (Urban Transition – 5 Acres). The assessor's records indicate that a residence and three farm buildings, including a machine shed, lean-to, and general purpose building. The subject property adjoins the City on its northern, western, and southern boundaries and has frontage of approximately 210 feet on Skyline Road S on its northern boundary.

With the current application, the applicant is requesting to change the Comprehensive Plan Map designation of the property from "Developing Residential" to "Multi-Family Residential" and the zoning of the property from Marion County UT-5 (Urban Transition – 5 Acres) to City of Salem RM-I (Multiple Family Residential I) 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) or RS (Single Family Residential) for Marion County UT (Urban Transition) zoning with a comprehensive plan designation of "Developing Residential."

The applicant is requesting to change the Comprehensive Plan Map designation of the property from "Developing Residential" to "Multi-Family Residential" and the zoning of the property from Marion County UT-5 (Urban Transition – 5 Acres) to City of Salem RM-I (Multiple Family Residential I) upon annexation. The requested zone change is consistent with the requested comprehensive plan map designation.

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 "Developing Residential."

The comprehensive plan map designations of surrounding properties include:

North: Across Skyline Road S, Developing Residential
South: Developing Residential
East: Single-Family Residential, Developing Residential (*in Marion County*)
West: Developing Residential (*in Marion County*)

Neighborhood Plan: The subject property abuts the Sunnyslope Neighborhood Association boundary. Sunnyslope does have an adopted neighborhood plan. However, the neighborhood association boundary indicated on the land use plan map does not include the subject property, and no neighborhood plan change is required.

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 Skyline Road S, which is designated as a Minor Arterial 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. At time of development, an Urban Growth Area (UGA) Permit may be required if triggered by SRC 20.025. 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-5 (Urban Transition – 5 Acres). The zoning and uses of surrounding properties are as follows:

North: Across Skyline Road S, RA (Residential Agriculture) – single-family dwellings
South: RA (Residential Agriculture) – single-family dwellings
East: Marion County UT-5 (Urban Transition – 5 Acres) – single family dwelling; RS (Single Family Residential) – single-family dwellings
West: Marion County UT-5 (Urban Transition – 5 Acres) – single family dwellings

3. Existing Conditions

The subject property includes 1.95 acres at 5536 Skyline Road S (Marion County Assessor Map and Tax Lot 083W17DB01500), owned by JM Ventures NW LLC (Caleb Remington). A vicinity map is included as **Attachment A**. The subject property is currently designated "Developing Residential" on the Salem Area Comprehensive Plan Map and zoned Marion County UT-5 (Urban Transition – 5 Acres). The assessor's records indicate

that a residence and three farm buildings, including a machine shed, lean-to, and general purpose building. The subject property adjoins the City on its northern, western, and southern boundaries and has frontage of approximately 210 feet on Skyline Road S on its northern 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 property contains 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 no wetlands or hydric soils mapped on the property.

Landslide Hazards: City records show there may be category 2-point landslide hazard areas mapped on the subject property.

Infrastructure

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 subject property.

Water: A 12-inch water main is located in Skyline Road S.

Sewer: An 8-inch sewer main is located in Skyline Road S.

Storm Drainage: A 10-inch storm main is located in Skyline Road S.

Streets: Skyline Road S is designated as a Minor Arterial street in the Salem Transportation System Plan (TSP). The standard for this street classification is a 46-foot-wide improvement within a 72-foot-wide right-of-way. This street has an approximate 34-foot improvement within a 60-foot-wide right-of-way abutting the subject property. The site is subject to a special setback equal to 36 feet from the centerline of Skyline Road S.

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. 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 that they have no zoning jurisdiction.
- 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. Salem-Keizer Public Schools – Reviewed the proposal and provided comments that are included as **Attachment H**. The District projects up to 5 elementary, 3 middle school, and 3 high school students who would all be eligible for school transportation.

5. Neighborhood Association and Public Comments

The subject property is located adjacent to the Sunnyslope Neighborhood Association boundary.

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 within which the property is located. On March 17, 2022, the applicant's team attended a meeting of the Sunnyslope Neighborhood Association. Documentation of the meeting is included in **Attachment B**. The applicant's statement indicates that participants at the neighborhood association meeting were concerned about stormwater attenuation, and the applicant states that onsite detention and treatment that is required with the development would aid in mitigating runoff issues.

Neighborhood Association Comments

Notice of the application was provided to the Sunnyslope 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. As of the date of completion of this staff report, no comments have been received.

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, the case manager has answered several phone inquiries, but no written comments have been received.

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 sloping, with an elevation change of approximately 40 feet from northeast to southwest, and the steepest area in the south. The slopes are similar to those of nearby residential subdivisions. Trees and shrubs are located around the boundary and scattered throughout the site. The property is physically suitable for higher-density residential development in the proposed RM-I (Multiple Family Residential I) zoning and is a logical extension of nearby urbanized residential areas. The nearest multi-family residential zones developed with townhouses and apartments are located approximately 460 feet to the northeast at the intersection of Skyline Road S and Maplewood Drive S, and those properties are similar to the subject property in that they abut single-family residential zones.

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 facilities currently located in Skyline Road S.

Skyline Road S does not meet the minimum right-of-way width or improvement width for a Minor Arterial according to the Salem TSP. The subject property is subject to a special setback of 36 feet from the centerline of Skyline Road S. At time of development, improvements to Skyline Road S may be required pursuant to SRC 803.040. Site-specific street improvement requirements will be addressed in the land division process in SRC Chapter 205 or Site Plan Review process in SRC Chapter 220.

Future development may 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 reviewed the TPR analysis and agrees with the findings.

The proposal for “Multi-Family Residential” Comprehensive Plan designation and RM-I (Multiple Family Residential I) zoning meets this criterion.

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 are occupied by residential uses. Properties nearby, both inside and outside of the city limits, are designated “Developing Residential,” within the UGB, and currently developed with low-density single-family residential housing. Properties to the north and southeast are developed with single-family residential subdivisions. Properties on Maplewood Drive S, approximately 500 feet to the northeast, are developed with townhouses and apartments.

The application form noted that future development may include townhouses or cottage clusters. In the RM-I zone, townhouses could be developed at a density of eight to 25 dwelling units per acre, or approximately 15 to 49 dwelling units on the subject property. Cottage clusters could be developed at a minimum density of four dwelling units per acre, with no applicable maximum density. For multiple family uses other than cottage clusters, the density range of eight to 14 units per acre would allow approximately 16 to 27 dwelling units.

If the property is rezoned to RM-I and divided, lots shall be a minimum of 20,000 square feet, unless the lots are restricted to contain two or more attached dwelling units per lot, are used for townhouse development, or are used for allowed uses other than household living.

The width of the property is approximately 135 feet, which could allow for a local public or private street up to 60 feet in width and individual lots that would meet minimum lot depth requirements of 70 feet. A future street would help to meet connectivity standards in the area between Waln Creek Court S and Skyline Road S and support additional residential development on adjacent properties.

The proposal for “Multi-Family Residential” Comprehensive Plan designation and RM-I (Multiple Family Residential I) zoning meets this criterion.

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: 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.

The proposal for “Multi-Family Residential” Comprehensive Plan designation and RM-I (Multiple Family Residential I) zoning meets this criterion.

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

Findings: The City of Salem construes the public interest to be that which is consistent with the adopted goals and policies of the Salem Area Comprehensive Plan, in light of its intent statements. Findings of compliance with the applicable Statewide Planning Goals and Salem Area Comprehensive Plan goals and policies are found below.

The applicant provided a Transportation Planning Rule Analysis that is required to address the Transportation Planning Rule (OAR 660-012-0060) and Statewide Planning Goal 12, which requires coordination of land use decisions and transportation systems in ways that encourage a variety of transportation choices. The Assistant City Traffic Engineer concurs with the TPR Analysis findings that the proposed change will not have a significant impact on the existing transportation system.

The recommended “Multi-Family Residential” Comprehensive Plan designation and RM-I (Multiple Family Residential I) zoning comply with Statewide Planning Goal 10, which requires that cities must allow a variety of housing locations, types, and densities to meet the needs of residents. The proposed annexation will increase the city’s inventory of buildable lands for multi-family residential use. The increased inventory of land is a positive factor in providing for housing variety and availability. The location is in close proximity to existing residential development and is appropriate for such housing.

The recommended “Multi-Family Residential” Comprehensive Plan designation and RM-I (Multiple Family Residential I) zoning also are consistent with the intent of the Salem Area Comprehensive Plan. The "Multi-Family Residential" plan map category applies to the portion of the Salem urban area that is currently developed with housing or served by public facilities and suitable for residential development at urban densities. The proposal for RM-I zoning meets the intent of the residential designations:

- (a) To retain and conserve the existing sound housing stock;
- (b) To provide for the systematic conversion of sites to more intensive residential uses in accord with development policies and standards;
- (c) To provide and maintain an overall land use pattern in the urban area that is consistent with the service capabilities of the jurisdictions;
- (d) To ensure a compatible transition between various types of housing;
- (e) To provide and maintain a supply of serviced, developable land throughout the urban area for residential and other urban uses, as demand warrants and service capabilities permit;
- (f) To stabilize and protect the essential characteristics of residential environments, including natural features;

- (g) To encourage locating residential development where full urban services, public facilities, and routes of public transportation are available;
- (h) To permit multifamily housing developments which are consistent with development standards and growth policies to blend into the overall fabric of the Salem urban area.

The proposed change to RM-I zoning makes a property available for multi-family housing within the Salem urban area. The Urban Growth Boundary was designed to provide a supply of land available for the city's urban growth needs. Since the property is already in the City of Salem Urban Growth Area, it is expected that the land will eventually be annexed by the city, and the applicant is requesting annexation to facilitate development. Annexation would allow further residential development at urban densities that would help maximize investment in public services and encourage the efficient use of developable land. The proposed change in zoning is consistent with the location and character of the property, with adjacent land use designations, and with the existing and planned transportation facilities available to serve the property.

The proposed change will benefit the Sunnyslope neighborhood by providing an attractive residential area that allows a logical development of vacant and underdeveloped land. The site should be developed as multi-family rather than single family because the increased density accommodates the increasing population of the Salem area.

The proposed change to RM-I zoning benefits the public by permitting an increase in the range of density, allowing for additional housing units within the City, and allowing for increased options for a design layout on the subject property. A detailed and specific plan will be submitted and reviewed prior to development. The proposed zone change will allow the subject property to redevelop and meet the current requirements of the Salem Revised Code.

Intent Statement 3.a states in part that the Multi-Family Residential category applies to land that is suitable for residential development at urban densities. The subject property is located where public facilities are available or can be extended for residential development. Thus, the proposed change to RM-I zoning is consistent with the intent statement for "Multi-Family Residential" Comprehensive Plan map designation.

The Residential Development Goal promotes a variety of housing opportunities for all income levels and an adequate supply of developable land to support such housing. The proposed change to RM-I zoning meets the intent of this goal by providing additional land available for multi-family housing within the Salem urban area. Annexation would allow further residential development at urban densities that would help maximize investment in public services and encourage the efficient use of developable residential land.

With respect to Residential Development Policy 1, Establishing Residential Uses, the proposed zone change to RM-I will help provide additional land available to meet expected population growth within the Salem area upon redevelopment. The site is an appropriate location for residential development because urban facilities and utilities are available.

The proposed zone change to RM-I is consistent with applicable goals and policies of the Salem Area Comprehensive Plan. Thus, it is in the public's best interest that the proposed change be made, and the proposal for "Multi-Family Residential" Comprehensive Plan designation and RM-I (Multiple Family Residential I) zoning meets this criterion.

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-I (Multiple Family Residential I) will add approximately 1.95 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 not been identified as needed multi-family residential land in the Our Salem project, but the recommended Comprehensive Plan change to "Multi-Family Residential" and Zone Change to RM-I (Multiple Family Residential II) would 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-I (Multiple Family Residential I) 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-I (Multiple Family Residential - I) 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-I zone with predominantly residential uses in the area. The Territory is capable of being served through extension of public sewer/water/storm from Skyline Road S. This is also consistent with the surrounding zoning and land use of the area.

The zoning for the Territory is recommended as RM-I (Multiple Family Residential - I). 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-I (Multiple Family Residential I) 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-I (Multiple Family Residential I) for the subject property and Territory satisfy the applicable criteria contained under SRC 260.045(b) for approval.

RECOMMENDATION

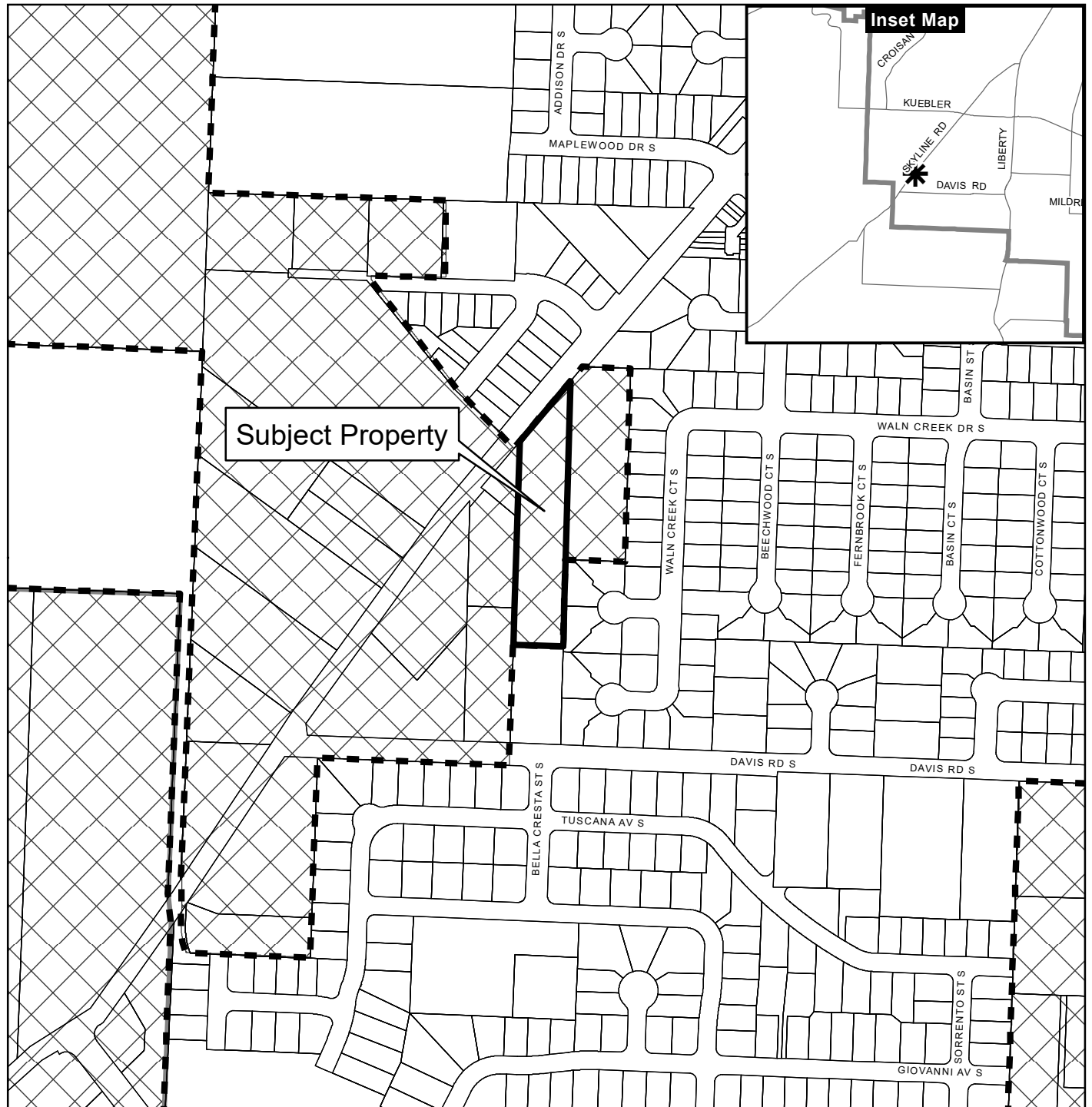
Staff recommends that the Planning Commission adopt the facts and findings of the staff report and make the following recommendation to the City Council for the subject property consisting of approximately 1.95 acres of private property located at 5536 Skyline Road S (Marion County Assessor Map and Tax Lot 083W17DB01500):

- A. That the Salem Area Comprehensive Plan Map Change from “Developing Residential” to “Multi-Family Residential” be APPROVED and
- B. That the zone change request from Marion County UT-5 (Urban Transition - 5 Acre) to City of Salem RM-I (Multiple Family Residential I) be APPROVED and applied upon annexation of the property, contingent on approval of the corresponding “Multi-Family Residential” Comprehensive Plan Map designation.







Attachments: A. Vicinity Map
B. Neighborhood Association Meeting 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
H. Salem-Keizer Public Schools Comments

Prepared by Pamela Cole, Planner II

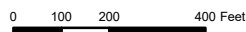
Vicinity Map 5534 and 5536 Skyline Road S



Legend

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

 Parks



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Neighborhood Monthly Meeting:
Thursday, March 17, 2022 @ 7:00 p.m.

Zoom meeting:

<https://us02web.zoom.us/j/84049859775?pwd=SFk2VC84OXRacjgvZlF6QVhtNWg2QT09>

Meeting ID: 840 4985 9775
Passcode: 029844

This is an open meeting; the public is invited.

Alan Alexander, Co-Chair awa8025@aol.com
Sally Cook, Co-Chair sally.cook@gmail.com

For more information, call:
Neighborhood Services at 503-588-6207

View our neighborhood page and sign up for mailings: www.cityofsalem.net/neighbor

AGENDA

1. **Introductions/Approval of Minutes**
2. **Salem Police Report**
3. **Salem Safe Crossing Program, Julie Warncke, City of Salem Program Manager**
4. **Skyline Trail Project, Rob Romanek, City of Salem Park Planner**
5. **City Councilor Reports, Vanessa Nordyke and Jackie Leung**
6. **Annexation/Comprehensive Plan Map & Zone Change, Caleb Remington, JM Ventures NW, LLC**
7. **Land Use Update:**
8. **Secor Park SPIF [Salem Parks Improvement Fund] grant request.**
9. **Neighborhood Concerns**
10. **New Business**

Next Meeting: April 21, 2022

View neighborhood crime statistics: www.cityofsalem.net/crime-stats

Sign up for Community Alerts: www.cityofsalem.net/salem-alert



↑ 15536
5534

Notice of an
Open House to discuss the annexation and
zone change (RM1) of 5534 Skyline Rd. S
5536

Location of meeting: Zoom - Virtual
Sunnyslope Neighborhood Association

Date: *March 17, 2022*

Time: *7 p.m.*

For additional information contact:
Caleb Remington
(503)991-1367
Caleb@remingtonbuilt.com

Please do not disturb tenants on site

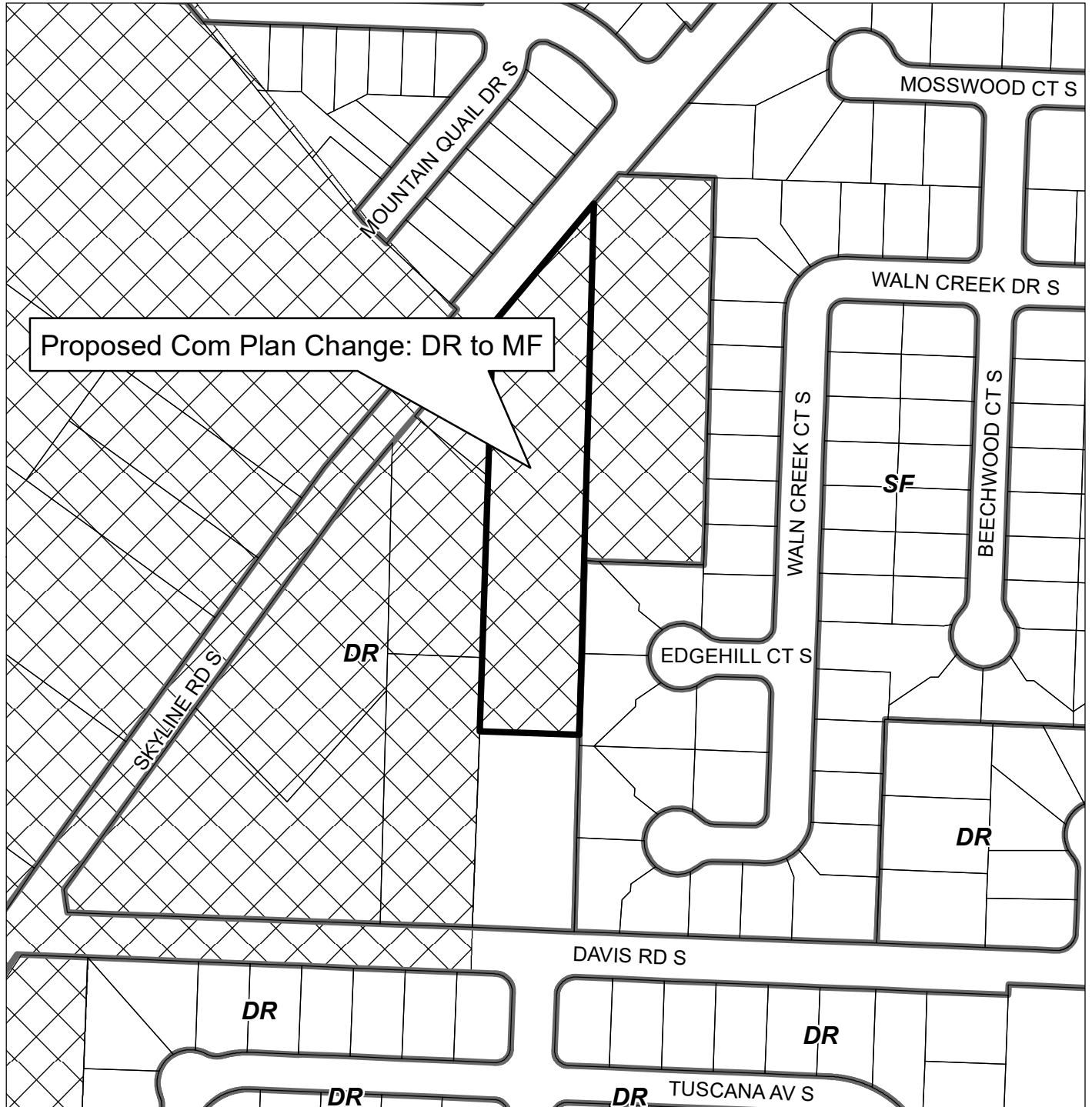
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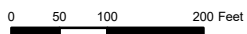
Proposed Comprehensive Plan Change 5536 Skyline Road S



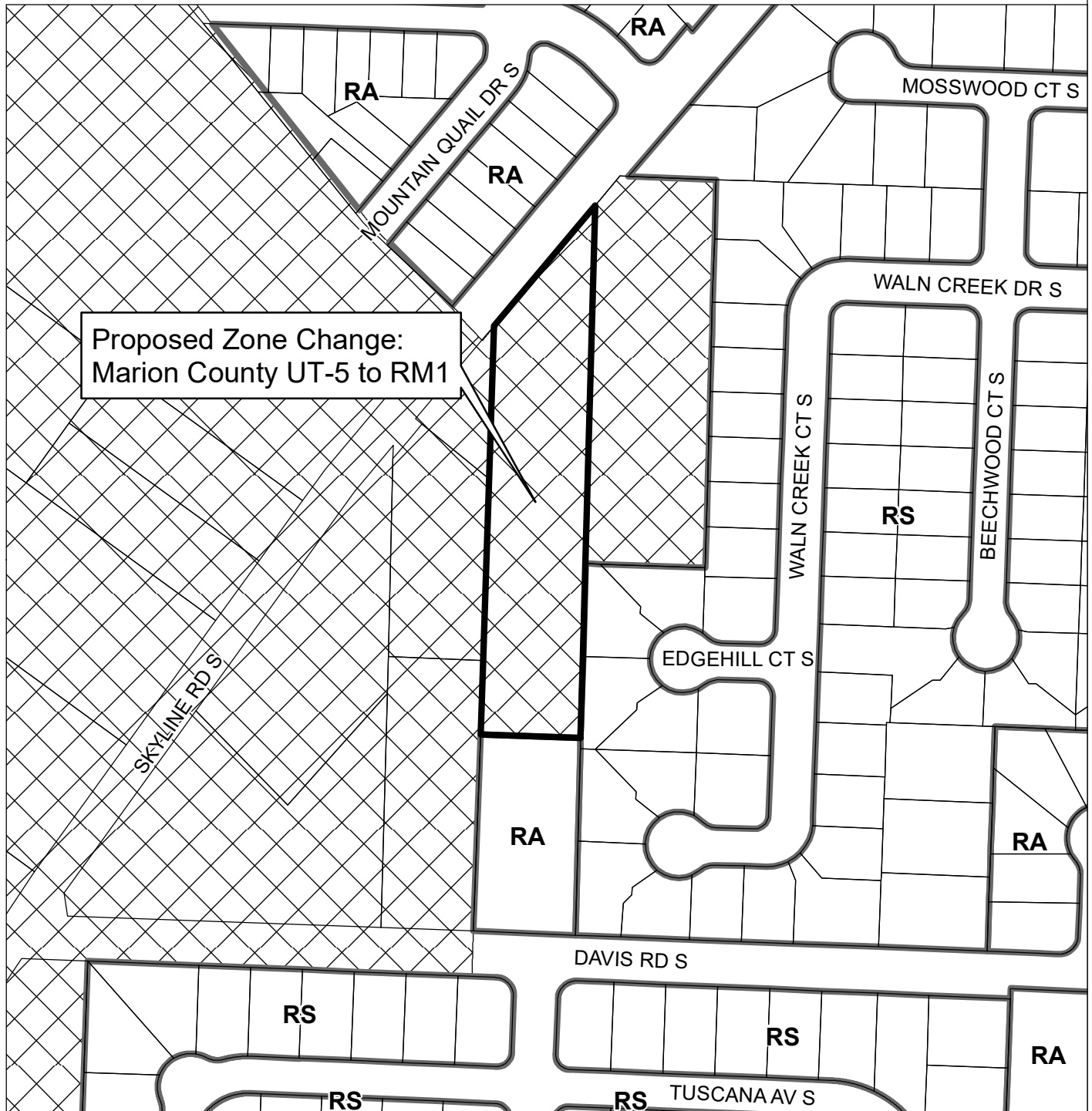
Legend

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

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Proposed Zone Change 5536 Skyline Road S

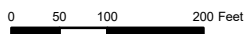


Proposed Zone Change:
Marion County UT-5 to RM1

Legend

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

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Section 1: Property Background and Request

The applicant and property owner, JM Ventures NW, LLC, is presenting a consolidated application, including Annexation, Zone Change, and a Minor Comprehensive Plan Map Amendment. The applicant originally submitted these applications on January 4, 2022, with the application being accepted for processing by City of Salem Planning Staff on January 5, 2022. The application numbers assigned to this case are 21-123736-AN; 22-101321-ZO; and 22-101323-ZO. A notice of incomplete application was provided by Kyle Kearns on January 25, 2022. The applicant worked with their consultants to revise the proposal and submittal to address the incompleteness items identified by staff. Pursuant to Salem Revised Code (SRC) Section 300.220, the applicant has 180-days to provide missing information before the application will be deemed void. In this case, 180-days falls on July 4th, 2022. The updated information has been submitted for review within the 180-day deadline. The applicant understands this application will be processed using Type IV procedures as outlined in SRC Chapter 300.710 and 300.720.

The subject property is located at 5534 Skyline Road S Salem, OR 97306. It is approximately 1.95 acres in size, has frontage on Skyline Road S along its northern property line and is abutting corporate city limits along its southern property line. The property is currently designated as DR (Developing Residential) in the City of Salem's Comprehensive Plan and is currently zoned UT-5 (Urban Transition – 5) under Marion County's zoning designations. The applicant is seeking to annex the property into the City of Salem and redesignate it for multiple family development. The comprehensive plan designation is proposed to be MF (Multiple Family Residential) with a matching zoning of RM1 (Multiple Family Residential 1).

Section 2: Existing Conditions

The development site is approximately 1.95 acres in size and is described as Marion County Assessor Map and Tax Lots 083W17DB / 1500, a Marion County Tax Map identifying the property is included as Exhibit A.

The site is located adjacent to, but outside of, the corporate City limits of the City of Salem. The Salem Area Comprehensive Plan (SACP) map designates the subject property as "Developing Residential".

The Comprehensive Plan designations of surrounding properties include:

North: Across Skyline Road S within the corporate city limits, DR "Developing Residential"

South: Within the corporate city limits, DR "Developing Residential"

for the payment of taxes, shall bear interest at the legal rate, and shall remain a lien against the property until fully paid or foreclosed, as provided by law.

Applicant's Findings: *Election is not required with this annexation petition and consolidated minor comprehensive plan amendment and zone change. This criterion is not applicable.*

Section 260.045 – Land Use Designations

- (a) 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.

Applicant's Findings: *Subsection (1) above applies to this application. The subject property has a Marion County zoning designation of UT-5 and a City of Salem Comprehensive Plan designation of UT. These designations would come in as single-family in accordance with Table 260-1. The applicant is seeking a Minor Comprehensive Plan Map amendment to redesignate the property as RM (Multiple Family Residential) and is seeking a zone change to RM1 (Multiple-Family Residential 1). The City's Housing Needs Analysis supports the applicant's request of a more intense residential zoning designation, as demonstrated throughout this written statement. This criterion has been met.*

- (b) If the new comprehensive plan designation is proposed, or a zoning designation is proposed for the territory that is different from the equivalent designation set forth in Table 260-1, the Planning Commission shall hold a public hearing to review the proposed designation, and shall make a recommendation to the Council whether, in light of the conceptual plan, to adopt the proposed designation, the equivalent designation, or a different designation. The Planning Commission's review shall be based the following criteria:
- (1) Whether the comprehensive plan and zone designation provides for the logical urbanization of land;
 - (2) Whether the comprehensive plan and zone designation is compatible with development patterns in the nearby vicinity;

- (3) Whether the social, economic, or demographic patterns of the nearby vicinity have so altered that the current designations are no longer appropriate; and
- (4) Whether it is in the public interest that the proposed change be made.

Applicant's Findings: *The applicant understands the City of Salem Planning Commission will hold the first hearing to provide a recommendation to Council regarding the proposed comprehensive plan amendment and zone change. The applicant has provided evidence below that the proposed change does provide for the logical urbanization of land; the lower multiple family designation being sought is compatible with the development patterns we are seeing in the nearby vicinity; the social, economic, and demographic patterns of Salem and the vicinity of the subject property demand more housing rendering the current designations outdated and not enough to serve the current needs of the community; and that the redesignation and future development of the subject property is in the public interest and would be a benefit. This 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.

Applicant's Findings: *The applicant understands if the Planning Commission does not recommend approval of the proposal to Council, they have three options to move forward, as listed above.*

- (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.

- (4) The public interest would be furthered by the referral of the annexation to the voters; and

Applicant's Findings: *As stated previously within this written narrative, this petition for annexation has been executed by the property owner. Voter approved annexation is not required with the approval and adoption of SB 1576. This criterion is not applicable.*

- (5) For annexations that propose a change in the comprehensive plan designation or a zoning designation that is different from the equivalent zoning designation set forth in Table 260-1, that:

- (A) The comprehensive plan and zone designation provides for the logical urbanization of land;

Applicant's Findings: *The applicant is seeking an RM designation for the property. Given the configuration of the property, as well as the need of multiple family housing within the City of Salem, the proposed designation is needed and makes sense. The surrounding area has a mix of single family and multiple family development types. Approval of the redesignation is consistent with both the needs of the city, as reflected by the ENA and HNA, and is consistent with the development patterns of the area. This criterion is met.*

- (B) The comprehensive plan and zone designation is compatible with development patterns in the nearby vicinity;

Applicant's Findings: *Approval of the redesignation is consistent with both the needs of the city, as reflected by the ENA and HNA, and is consistent with the development patterns of the area. This criterion is met.*

- (C) Social, economic, or demographic patterns of the nearby vicinity have so altered that the current designations are no longer appropriate; and

Applicant's Findings: *Approval of the redesignation is consistent with both the needs of the city, as reflected by the ENA and HNA, and is consistent with the development patterns of the area. This criterion is met.*

- (D) It is in the public interest that the proposed change be made.

Applicant's Findings: *The City of Salem's HNA calls out a significant deficit of multiple family lands within the City of Salem's Urban Growth Boundary. The redesignation and development of this property would help in shoring up the downfall and provide a much-needed housing type within the City, thereby benefiting the public interest. Additionally, when attending the neighborhood association meeting, stormwater attenuation was a concern of residents. Development of the property would aid in any runoff issues noticed by neighbors as onsite detention and treatment would be required with the development. This criterion is met.*



MEMORANDUM

DATE: March 28, 2022

TO: Caleb Remington | Remington Built, Inc.

FROM: Scott Mansur, P.E., PTOE | DKS Associates
Jenna Bogert, P.E. | DKS Associates

SUBJECT: Salem 5536 Skyline Road
Transportation Planning Rule Evaluation



EXPIRES: DEC. 31, 2023

P22026-000

This memorandum presents the findings of an evaluation of potential traffic impacts associated with property located at 5536 Skyline Road in Salem, Oregon on Tax Lot 083W17DB01500. The owner of the property desires to annex and rezone the 1.95-acre parcel to allow for the development of 16 multifamily units. The property is currently within Marion County and is zoned Urban Transition (UT-5). Since the property owner is also requesting to annex the property into the City of Salem, the zoning would be Single Family Residential (RS). The desired zoning is multiple family residential (RM-1) and will require a comprehensive plan zone change to multiple family residential (RM).

The proposed zone change must be in accordance with Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule (TPR). The intent of the TPR (OAR 660-12-0060) is to ensure that future land use and traffic growth is consistent with transportation system planning and does not create a significant effect on the surrounding transportation system beyond currently allowed uses. The definition of a significant effect varies by jurisdiction and no such definition is provided in the City of Salem code.

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

EXISTING ZONING (RS) TRIP GENERATION

Under the existing Single Family Residential (RS) zoning there are several permitted land uses,² including the ones listed below. The RS zone generally allows single family residential uses and public buildings or space.

- Single family (Detached)
- Duplex (Attached)
- Parks
- Library
- Emergency Services
- Daycare

While the above land uses are allowed in RS zoning, the size of the property (1.95 acres) and location is not compatible with all of the uses listed above (e.g., Library and Emergency Services). For the purposes of identifying the reasonable worst case trip generation for the existing RS zoning, only the highest trip generation land uses were considered. A summary of the trip generation rates for different land uses permitted under the existing RS are presented in Table 1.

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

LAND USE (ITE CODE)	UNITS ^A	WEEKDAY TRIP GENERATION RATES ^B		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
SINGLE FAMILY RESIDENTIAL - DETACHED (210)	DU	9.43	0.70	0.94
SINGLE FAMILY RESIDENTIAL - ATTACHED (215)	DU	7.20	0.48	0.57
DAYCARE (565)	KSF	47.62	11.00	11.12

^A KSF = 1,000 square-feet, DU = Dwelling Unit

^B Trip generation rates are from the Institute of Transportation Engineers Trip Generation Manual, 11th Edition.

Based on the lot size and dimensions, we have assumed that up to 9 dwelling units can be accommodate at this location. Table 2 presents the daily and peak hour trip generation for the reasonable worst-case development scenario under RS zoning. As shown, the 9 single-family dwelling units would generate 85 weekday daily trips, 6 a.m. peak hour trips, and 8 p.m. peak hour trips.

TABLE 2: REASONABLE WORST-CASE TRIP GENERATION FOR RS ZONING

LAND USE (ITE CODE)	SIZE	AVERAGE WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
SINGLE-FAMILY RESIDENTIAL - DETACHED (210)	9 DU	85	6	8

² A list of permitted land uses for RS zoning can be found in the Salem Revised Code, Title X, Chapter 511.

PROPOSED ZONING (RM-I) TRIP GENERATION

Under the proposed multiple family residential (RM-I) zoning, similar types of land uses are allowed as the single family (RS) zoning, however, this zoning also includes multifamily housing.³ For the purposes of identifying the reasonable worst case trip generation for the proposed RM-I zoning, only the highest trip generation land uses were considered. A summary of the trip generation rates for different land uses permitted under the proposed RM-I are presented in Table 3.

TABLE 3: TRIP GENERATION RATES FOR PERMITTED LAND USES UNDER RM-I ZONING

LAND USE (ITE CODE)	UNITS ^A	WEEKDAY TRIP GENERATION RATES ^B		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
SINGLE FAMILY RESIDENTIAL - DETACHED (210)	DU	9.43	0.70	0.94
SINGLE FAMILY RESIDENTIAL - ATTACHED (215)	DU	7.20	0.48	0.57
MULTIFAMILY HOUSING - LOW RISE (220)	DU	6.74	0.40	0.51
DAYCARE (565)	KSF	47.62	11.00	11.12

^A KSF = 1,000 square-feet, DU = Dwelling Unit

^B Trip generation rates are from the Institute of Transportation Engineers Trip Generation Manual, 11th Edition.

Based on the lot size and what could potentially be developed, the reasonable worst-case development would be 16-multifamily housing units. Table 4 presents the daily and peak hour trip generation for the reasonable worst-case development scenario under RM-I zoning. As shown, the 16 multifamily units would generate 108 weekday daily trips, 6 a.m. peak hour trips, and 8 p.m. peak hour trips.

TABLE 4: REASONABLE WORST-CASE TRIP GENERATION FOR PROPOSED RM-I ZONING

LAND USE (ITE CODE)	SIZE	AVERAGE WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
MULTIFAMILY HOUSING - LOW RISE (220)	16 DU	108	6	8

³ A list of permitted land uses for RM-I zoning can be found in the Salem Revised Code, Title X, Chapter 513.

COMPARISON OF TRIP GENERATION

The previous sections show the reasonable worst-case development potential of the property under the existing zoning and the proposed zoning. As shown in the table below, a net increase of 23 weekday daily trips, 0 AM peak hour trips, and 0 PM peak hour trips would result from the zone change.

TABLE 5: COMPARISON OF TRIP GENERATION

ZONING SCENARIO	AVERAGE WEEKDAY TRIP GENERATION		
	DAILY	AM PEAK HOUR	PM PEAK HOUR
<i>Proposed (RM-I Zoning) Trips (Table 4)</i>	108	6	8
<i>Existing (RS Zoning) Trips (Table 2)</i>	85	6	8
NET DIFFERENCE (PROPOSED – EXISTING)	+23	0	0

TRANSPORTATION PLANNING RULE FINDINGS

After evaluating the reasonable worst-case development potential of both the existing (RS) and proposed (RM-I) zoning, the proposed zone change will result in a net increase of 23 trips per day. As such, the proposed zone change is not expected to have a significant effect on the surrounding transportation system and the Transportation Planning Rule requirements satisfied.

RECOMMENDATION

Based on the reasonable worst-case trip generation evaluation, it can be concluded that the proposed zone change will not significantly impact and would cause “no further degradation” to the City of Salem transportation system. The proposed zone change is not anticipated to significantly impact transportation facilities near the project site and therefore, this application complies with TPR requirements.

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



MEMO

TO: Pamela Cole, Planner II
Community Development Department

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

DATE: June 16, 2022

**SUBJECT: PUBLIC WORKS RECOMMENDATIONS
CPC-ZC22-05 (22-101321; 22-101323)
5536 SKYLINE ROAD S
CPC/ZC FOR MULTI-FAMILY**

A handwritten signature in blue ink, appearing to read "Glenn J. Davis".

PROPOSAL

Comprehensive Plan change to Multi-Family Residential, and zone change to RM1 (Multiple Family Residential 1) for a property at 5536 Skyline Road S 97306 that is proposed for annexation.

SUMMARY OF FINDINGS

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

FACTS

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

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

Urban Growth Area (UGA) Development Permit—The subject property is outside of the Urban Service Area. At time of development an UGA Permit may be required if triggered by SRC 200.025.

Streets

1. Skyline Road S
 - a. Standard—This street is designated as a Minor Arterial street in the Salem TSP. The standard for this street classification is a 46-foot-wide improvement within a 72-foot-wide right-of-way.
 - b. Existing Conditions—This street has an approximate 34-foot improvement within a 60-foot-wide right-of-way abutting the subject property.
 - c. Special Setback—The lot is subject to a special setback of equal to 36 feet from the centerline of Skyline Road S.

Storm Drainage

1. Existing Conditions
 - a. A 10-inch storm main is located in Skyline Road S.

Water

1. Existing Conditions
 - a. A 12-inch water main is located in Skyline Road S.

Sanitary Sewer

1. Existing Conditions
 - a. An 8-inch sewer main is located in Skyline Road S.

Natural Resources

1. Landslide Hazards—City records show there may be category 2-point landslide hazard areas mapped on the subject property.

CRITERIA AND FINDINGS

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

Finding: Public water, sewer, and storm infrastructure are available in Skyline Road S, adjacent to the subject property and appear to be adequate to serve future development. Site-specific infrastructure requirements will be addressed in the site plan review process in SRC Chapter 220.

Skyline Road S does not meet the minimum right-of-way width or pavement width required for a Minor Arterial street according to the Salem TSP. At time of development, improvements to Skyline Road S 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.

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 has reviewed the TPR analysis and agrees with the findings.

Prepared by: Laurel Christian, Program Coordinator
cc: File



DAVID FRIDENMAKER, Manager
 Facility Rental, Planning, Property Services
 3630 State Street, Bldg. C ● Salem, Oregon 97301-5316
 503-399-3335 ● FAX: 503-375-7847

Christy Perry, Superintendent

June 23, 2022

Pamela Cole, Planner
 Planning Division, City of Salem
 555 Liberty Street SE, Room 305
 Salem OR 97301

RE: Land Use Activity Case No. CPC-ZC22-05, 5536 Skyline Rd. S

The City of Salem issued a Request for Comments for a Land Use Case as referenced above. Please find below comments on the impact of the proposed land use change on the Salem-Keizer School District.

IDENTIFICATION OF SCHOOLS SERVING THE SUBJECT PROPERTY

The School District has established geographical school attendance areas for each school known as school boundaries. Students residing in any residence within that boundary are assigned to the school identified to serve that area. There are three school levels, elementary school serving kindergarten thru fifth grade, middle school serving sixth thru eighth grade, and high school serving ninth thru twelfth grade. . The schools identified to serve the subject property are:

School Name	School Type	Grades Served
Liberty	Elementary	K thru 5
Crossler	Middle	6 thru 8
Sprague	High	9 thru 12

Table 1

SCHOOL CAPACITY & CURRENT ENROLLMENT

The School District has established school capacities which are the number of students that a particular school is designed to serve. Capacities can change based on class size. School capacities are established by taking into account core infrastructure (gymnasium, cafeteria, library, etc.) counting the number of classrooms and multiplying by the number of students that each classroom will serve. A more detailed explanation of school capacity can be found in the School District's adopted Facility Plan.

School Name	School Type	School Enrollment	School Design Capacity	Enroll./Capacity Ratio
Liberty	Elementary	440	516	85%
Crossler	Middle	828	969	85%
Sprague	High	1,857	1,820	102%

Table 2

POTENTIAL ADDITIONAL STUDENTS IN BOUNDARY AREA RESULTING FROM APPROVAL OF LAND USE CASE

The School District anticipates the number of students that may reside at the proposed development based on the housing type, single family (SF), duplex/triplex/four-plex (DU), multi-family (MF) and mobile home park (MHP). The School District commissioned a study by the Mid-Willamette Valley Council of Governments in 2021 to determine an estimate of students per residence, for the Salem-Keizer area, in each of the four housing types. Since the results are averages, the actual number of students in any given housing type will vary. The table below represents the resulting estimates for the subject property:

School Type	Qty. of New Residences	Housing Type	Average Qty. of Students per Residence	Total New Students
Elementary	33*	MF	0.164	5
Middle			0.085	3
High			0.096	3

Table 3

POTENTIAL EFFECT OF THIS DEVELOPMENT ON SCHOOL ENROLLMENT

To determine the impact of the new residential development on school enrollment, the School District compares the school capacity to the current enrollment plus estimates of potential additional students resulting from land use cases over the previous two calendar years. A ratio of the existing and new students is then compared with the school design capacity and expressed as a percentage to show how much of the school capacity may be used.

School Name	School Type	School Enrollment	New Students During Past 2 yrs	New Student from this Case	Total New Students	School Design Cap.	Enroll./Cap. Ratio
Liberty	Elem.	440	25	5	30	516	91%
Crossler	Mid.	828	29	3	32	969	89%
Sprague	High	1,857	38	3	41	1,820	104%

Table 4

ESTIMATE OF THE EFFECT ON INFRASTRUCTURE – IDENTIFICATION OF WALK ZONES AND SCHOOL TRANSPORTATION SERVICE

Civic infrastructure needed to provide connectivity between the new residential development and the schools serving the new development will generally require roads, sidewalks and bicycle lanes. When developing within one mile of school(s), adequate pathways to the school should be provided that would have raised sidewalks. If there are a large number of students walking, the sidewalks should be wider to accommodate the number of students that would be traveling the

path at the same time. Bike lanes should be included, crosswalks with flashing lights and signs where appropriate, traffic signals to allow for safe crossings at busy intersections, and any easements that would allow students to travel through neighborhoods. If the development is farther than one mile away from any school, provide bus pullouts and a covered shelter (like those provided by the transit district). Locate in collaboration with the District at a reasonable distance away from an intersection for buses if the distance is greater than ½ mile from the main road. If the distance is less than a ½ mile then raised sidewalks should be provided with stop signs where students would cross intersections within the development as access to the bus stop on the main road. Following is an identification, for the new development location, that the development is either located in a school walk zone or is eligible for school transportation services.

School Name	School Type	Walk Zone or Eligible for School Transportation
Liberty	Elementary	Eligible for School Transportation
Crossler	Middle	Eligible for School Transportation
Sprague	High	Eligible for School Transportation

Table 5

ESTIMATE OF NEW SCHOOL CONSTRUCTION NEEDED TO SERVE DEVELOPMENT

The School District estimates the cost of constructing new school facilities to serve our community. The costs of new school construction is estimated using the Rider Levett Bucknall (RLB) North America Quarterly Construction Cost Report and building area per student from Cornerstone Management Group, Inc. estimates. The costs to construct school facilities to serve the proposed development are in the following table.

School Type	Number of Students	Estimate of Facility Cost Per Student*	Total Cost of Facilities for Proposed Development*
Elementary	5	\$64,220	\$321,100
Middle	3	\$76,882	\$230,646
High	3	\$89,544	\$268,632
TOTAL			\$820,378

Table 6

*Cornerstone Management Group, Inc. estimates based on RLB cost index average, 2021 Fourth Quarter.

* Assumed average density per acre as 17 du/acre (Min. 8, Max. 25 du/acre).

Sincerely,

David Fridenmaker, Manager
 Planning and Property Services

c: Robert Silva, Chief Operations Officer, David Hughes, Director of Operations & Logistics, T.J. Crockett, Director of Transportation