

TO: PLANNING COMMISSION

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

**SUBJECT: MINOR COMPREHENSIVE PLAN MAP AMENDMENT / NEIGHBORHOOD
PLAN CHANGE / ZONE CHANGE CASE NO. CPC-NPC-ZC22-07; FOR
PROPERTY LOCATED AT 380 FARM CREDIT DRIVE SE (AMANDA
APPLICATION NO. 22-119398-PLN)**

REQUEST

A consolidated Minor Comprehensive Plan Map Amendment and Neighborhood Plan Map Amendment from Industrial to Industrial Commercial and Zone Change from Industrial Park (IP) to Industrial Commercial (IC) for property approximately 10 acres in size and located at 380 Farm Credit Drive SE (Marion County Assessor Map and Tax Lot Number: 073W36A / 1300).

APPLICANT: Northwest Farm Credit Services

OWNER: Northwest Farm Credit Services

REPRESENTATIVE: Steve Kay of Cascadia Planning and Development

RECOMMENDATION

Staff recommends that the Planning Commission adopt the facts and findings of the staff report and

- A. **APPROVE** Minor Comprehensive Plan Map Amendment from “Industrial” to “Industrial Commercial”; and
- B. **APPROVE** Neighborhood Plan Map Amendment to Industrial Commercial; and
- C. **APPROVE** Zone Change from IP (Industrial Park) to IC (Industrial Commercial) subject to the following conditions of approval:

Condition 1: Traffic impacts from development on the subject property shall be limited to a maximum of 5,635 average daily trips.

PROCEDURAL FINDINGS

1. Background

On September 22, 2022, Steve Kay of Cascadia Planning and Development Services filed an application for a Comprehensive Plan Change and Zone Change on behalf of the applicant

and property owner, Northwest Farm Credit Services. After additional requested information was provided by the applicant, the application was deemed complete for processing on December 15, 2022.

The applicant is requesting a comprehensive plan map and neighborhood plan amendment from "Industrial" to "Industrial Commercial" and to change the zoning from IP (Industrial Park) to IC (Industrial Commercial) for the subject property (**Attachment A**). The applicant's written statements summarizing each request and addressing compliance with the required approval criteria is included as **Attachment B**.

SUBSTANTIVE FINDINGS

2. 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 119398.

3. Notice and Statutory Deadline

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 December 15, 2022.

Applicant Open House: 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 October 25, 2022, the applicant's team held an open house. Documentation of the meeting is included in **Attachment C**.

Mailed Notice: Pursuant to SRC 300.620(b)(2), mailed notice was provided as required to any City-recognized neighborhood association whose boundaries include, or are adjacent to, the subject property and to all property owners and tenants within 250 feet of the subject property.

Posted Notice: Pursuant to SRC 300.620(b)(3), notice was posted on the subject property by the applicant's representative.

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

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.

4. Neighborhood Association and Public Comments

The subject property is located within the boundaries of the Southeast Salem Neighborhood Association (SESNA).

Neighborhood Association Comment: As of the date of completion of this staff report, no comments have been received from the neighborhood association.

Public Comment: One public comment was received during the comment period indicating no objections to the proposal.

5. City Department Comments

Public Works Department - Reviewed the proposal and provided a memo which is included as **Attachment D**.

Building and Safety Division - Reviewed the proposal and indicated no concerns.

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.

FACTS AND FINDINGS

6. Salem Area Comprehensive Plan (SACP)

The Salem Area Comprehensive Plan (SACP) map designates the subject properties as "Industrial". The proposal includes changing the Comprehensive Plan designation of the subject property to "Industrial Commercial."

The Comprehensive Plan designations of surrounding properties include:

East:	Across Hawthorne Avenue SE, "Industrial Commercial" and "Industrial"
West:	"Industrial"
North:	Across Kettle Court SE, "Industrial"
South:	"Industrial"

Components of the Comprehensive Plan

The Salem Area Comprehensive Plan is the long-range plan for guiding development in the Salem urban area. The overall goal of the plan is to accommodate development in a timely, orderly, and efficient arrangement of land uses and public facilities and services that meets the needs of present and future residents of the Salem urban area. Many different documents and maps, when taken together, comprise the Salem Area Comprehensive Plan.

Salem Transportation System Plan (TSP): The TSP uses a Street Classification System to determine the functional classification of each street within the City's street system. Hawthorne Avenue SE, a Major Arterial street, abuts the property to the east, Farm Credit Drive SE, a local street, abuts the property to the west and Kettle Court, a local (private) street, abuts the property to the north.

Relationship to the Urban Service Area

The subject property is outside the Urban Service Area and adequate utilities are available to serve uses allowed by the proposed comprehensive plan designation. Because the proposed development does not precede construction of required facilities, an Urban Growth Area Development permit is not required. A UGA permit is not required at this time; site specific infrastructure requirements will be addressed at the time of development review via the Site Plan Review Process in SRC Chapter 220.

7. Zoning

Zoning and Surrounding Land Use

The subject property is zoned IP (Industrial Park). The existing use on site is an office for Northwest Farm Credit Services (Headquarters for financial institution), a permitted use in the IP and the IC zones. The proposal includes changing the property's zoning from IP to IC (Industrial Commercial). Surrounding properties are zoned and used as follows:

- | | |
|--------|---|
| East: | Across Hawthorne Avenue SE, IP (Industrial Park), IBC (Industrial Business Campus) and IC (Industrial Commercial), <i>short-term lodging</i> (i.e. hotel) and <i>retail financial services</i> use. |
| West: | IP (Industrial Park), <i>retail financial services</i> uses and office uses |
| North: | IP (Industrial Park), <i>office</i> uses and Kettle Manufacturing |
| South: | IP (Industrial Park), <i>retail financial services</i> uses and office uses |

8. Existing Conditions

The subject property is approximately three acres in size (Marion County Assessor map and tax lot number: 073W36A \ 1300). The subject property has street frontage along Farm Credit Drive, Kettle Court SE (private street) and Hawthorne Avenue SE. The existing building on site is a multi-tenant building that contains an office use for Northwest Farm Credit Services.

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 southern area of the property appears to contain 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 and/or linear wetland area(s) mapped on the property.

Floodplain: An existing "AE" floodplain is located on the subject property as designated on the Federal Emergency Management Agency (FEMA) floodplain maps. Development within the floodplain requires a floodplain development permit and is subject to the requirements of SRC Chapter 601.

Landslide Hazards: City records show there may be category 2 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.

- A 16-inch water main is located in Hawthorne Street SE.
- An 8-inch water main is located in Farm Credit Drive SE.
- A 12-inch water main is located in Kettle Court SE.

Sewer:

- A 12-inch sewer main is located in Hawthorne Street SE.
- An 8-inch sewer main is located in Farm Credit Drive SE.
- A 10-inch sewer main is located in Kettle Court SE.

Storm Drainage:

- A 15-inch storm main is located in Hawthorne Street SE.
- A 10-inch storm main is located in Farm Credit Drive SE.

Parks:

The proposed development is served by Cascades Gateway Park approximately one-half mile southeast of the subject property.

Streets:

- Hawthorne Avenue SE

- Standard—This street is designated as a major arterial street in the Salem TSP. The standard for this street classification is a 68-foot-wide improvement within a 96-foot-wide right-of-way.
- Existing Condition—This street has an approximate 68-foot improvement within a 100-foot-wide right-of-way abutting the subject property.
- Farm Credit Drive SE
 - 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.
 - Existing Condition—This street has an approximate 30-foot improvement within a 60-foot-wide right-of-way that will be dedicated as part of this subdivision application SUB22-08.
- Kettle Court SE
 - Standard—This street is designated as a local (private) 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.
 - Existing Condition—This street has an approximate 34-foot improvement within a 40-foot-wide easement.

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 E**). 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.

Land Use History

SUB22-08; An industrial subdivision tentative plan to divide approximately 10 acres into a total of 5 lots ranging in size from approximately 1.3 acres to approximately 2.5 acres in size, including an Alternative Street Standards request to increase street spacing from 600 feet to approximately 800 feet for Farm Credit Drive SE between Hawthorne Avenue SE and Kettle Court SE.

SPR-DAP20-28; Class 3 Site Plan Review and Class 2 Driveway Approach Permits to develop a new office building for Northwest Farm Credit Services.

VUL16-01; A proposal to validate two parcels within the Hawthorne Industrial Park that were divided into separate tax lots through a sale by deed in 2004.

LLA97-25; Property line adjustment for Lots 27-29 of Melrose Addition.

9. Analysis of Minor Comprehensive Plan Map Amendment Approval Criteria

Salem Revised Code (SRC) 64.025(e)(2) establishes the approval criteria for Minor Comprehensive Plan Map amendments. In order to approve a minor comprehensive plan map amendment, the Review Authority shall make findings of fact based on evidence provided by the applicant that demonstrates satisfaction of all of the applicable criteria.

The following subsections are organized with approval criteria shown in ***bold italic***, followed by findings evaluating the proposal's conformance with the criteria. Lack of compliance with the following criteria is grounds for denial of the comprehensive plan map amendment.

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

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

Finding: The applicant's findings address (ii) above, demonstrating that the proposed Industrial Commercial designation is equally or better suited for the subject property.

The proposal is consistent with the uses and land use pattern of the area. Starting in 2005 with a Comprehensive Plan Map and Zone Change land use case (CPC-ZC05-10) properties to the east, across Hawthorne Avenue changed from the "Industrial" designation to the "Industrial Commercial" designation; two similar cases (CPC-ZC07-06; & CPC-ZC10-02) created similar changes for properties within the vicinity. These changes have led the area to develop as more of a commercial business park with light manufacturing/industrial uses. Two properties directly abutting the subject development site contain a hotel and other

surrounding uses include a wide range of industrial services, manufacturing, food production, offices, banks, services and recreation/entertainment uses.

The intent of the Industrial Commercial comprehensive plan designation is to provide areas for a mixture of heavy commercial and light manufacturing and warehouse activities. The proposed change in designation is equally or better suited for the property by helping to promote a wider range of uses for an existing industrial property while creating additional consistency to the surrounding uses to better complement commercial and light-industrial uses already within the vicinity of the subject property.

The proposal meets this criterion.

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

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

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

Finding: The land use pattern for property in the surrounding area is comprised mostly of Industrial and Industrial Commercial designations and is located outside but adjacent to the City's urban service area, consistent with this approval criterion. The proposal meets this criterion.

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

Finding: The applicable Goals and Policies of the Comprehensive Plan are addressed as follows; the Statewide Planning Goals are addressed after the policies:

Salem Area Comprehensive Plan Goals and Policies, Economic Development and Employment (Pages 56, Salem Comprehensive Policies Plan):

E 1 Economic Development Goal: Strengthen and diversify the economy to enhance Salem's economic prosperity and resiliency.

E 1.1 Diversity:

A diverse range of businesses and industries should be encouraged in the Salem Urban Area to provide jobs and services to the diverse, growing population and to strengthen economic resiliency.

Finding: The subject property currently is developed with the Northwest Farm Credit Services headquarters (a financial institution) and additional land available for development. The Industrial Commercial zone allows a wide array of commercial and industrial uses including light manufacturing. The applicant's request, if approved, will open up the subject property for a diverse range of businesses and industries, which is in line with the Comprehensive Plan policy

Salem Area Goals and Policies, Economic Development and Employment (Page 57, Salem Comprehensive Policies Plan):

E 1 Economic Development Goal: Strengthen and diversify the economy to enhance Salem's economic prosperity and resiliency.

E 1.10 Regional center:

The Salem Urban Area shall be retained, developed, and promoted as a commercial, cultural, and economic center for the Mid-Willamette Valley region.

Finding: The subject property is more land for development of commercial and industrial uses. The proposal for "Industrial" designation to "Industrial Commercial" designation – and then the subsequent zone change – will allow for a larger host of uses that will further promote the Salem urban area as a commercial center in the Marion-Polk county region

Salem Area Goals and Policies, Land Supply Goal (Page 58, Salem Comprehensive Policies Plan):

E 2 Land Supply Goal: Maintain an adequate supply of land to meet Salem's economic and employment needs. E 2 Land Supply Goal: Maintain an adequate supply of land to meet Salem's economic and employment needs.

E 2.4 Infill and redevelopment:

Industrial development should be encouraged in infill and redevelopment locations that are currently served or adjacent to developed properties to maximize returns on public infrastructure investments.

Finding: The subject property is outside the Urban Service Area, however, development of the proposed site does not require the extension or development of new public services at this time. Services within the vicinity of the site are adequate to serve future development. City services, including water, sewer, and storm infrastructure are available within surrounding streets. The subject property is also within a quarter-mile of Hawthorne Avenue SE which is designated as a Major Arterial. Development of this site, which is located within a commercial area of town, will maximize existing public infrastructure and complies with this policy.

Salem Area Goals and Policies, Economic Development and Employment (Page 58, Salem Comprehensive Policies Plan):

E 2 Land Supply Goal: Maintain an adequate supply of land to meet Salem's economic and employment needs.

E 2.1 Employment land:

The City shall provide a supply of employment land that accommodates the amounts, size, types, locations, and service levels needed to meet the short-term and long-term employment growth forecasts for the Salem Urban Area.

Finding: Amending the Comprehensive Plan Map to designate the subject property as Industrial Commercial would maintain the overall acreage available within the Urban Growth Boundary for industrial uses, while allowing a relatively small parcel to be developed with a wider range of uses consistent with the industrial development pattern in the vicinity.

Salem Area Goals and Policies, Economic Development and Employment (Page 58, Salem Comprehensive Policies Plan):

E 2 Land Supply Goal: Maintain an adequate supply of land to meet Salem's economic and employment needs.

E 2.9 Industrial land conversion:

Industrial land that may be appropriate for conversions to commercial or other non-industrial uses should include some or all of the following:

- 1. located outside of industrial areas or isolated from other industrial uses,*
- 2. surrounded by incompatible uses (such as housing),*
- 3. located adjacent to properties that have converted to commercial uses,*
- 4. have limited or no access to major roads (such as arterial streets, collector streets, or highways) or,*
- 5. lack of rail access.*

Finding: Following the direction of this policy the site would be appropriate for conversation from an "Industrial" designation to an "Industrial Commercial" designation but may not be appropriate for conversation to an entirely non-industrial designation. As identified in the EOA the City has surplus of industrial land and the conversation of approximately three acres does not substantially change such a surplus.

Although the IC (Industrial Commercial) zoning proposed by the applicant allows many of the same wholesaling and manufacturing activities as the properties current IP (Industrial Park) zoning, the proposal would replace the properties current "Industrial" designation with an "Industrial Commercial" designation. Accordingly, this proposal could be interpreted as converting industrial land to partially commercial or other non-industrial land. Under this interpretation, the subject property is still an appropriate area for limited commercial use because of the future land needs projected in the EOA and the industrial commercial zoning designation placed on adjacent properties.

First, the property is located outside of an industrial "district" but is near some light industrial uses. Second, the subject property is surrounded by IC-zoned land and is abutting a hotel, bank, and offices and has other similar uses within the vicinity of the site. Third, while not located near properties that have been converted to commercial zones, the property is located near properties that have since been converted to more commercial and light-industrial uses making heavier industrial uses incompatible with the existing development pattern within the vicinity.

Fourth, the subject property does have excellent access to major roads through the access easement that provides access to Hawthorne Avenue SE, a Major Arterial road that leads to a freeway, Highway 22, that then connects to Interstate 5. This could indicate that the site may be appropriate for both industrial and commercial uses but the surrounding providing for a logical change to the “Industrial Commercial” Comprehensive Plan Map designation. Lastly, the site does not contain rail access as the closest rail line is more than three miles from the site further limiting its heavy industrial viability.

Staff finds that the proposal is consistent with the applicable Goals and Policies of the Comprehensive Plan.

The applicable Statewide Planning Goals are addressed as follows:

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

Finding: An Open House was held during a Southeast Salem Neighborhood Association meeting. Notice of the proposal was provided to the Southeast Salem Neighborhood Association, to surrounding property owners within the notice area, and posted on the property prior to the hearing; additionally, the subject property is not within a Homeowners’ Association so there was no notice sent to a Homeowners Association. The Planning Commission will hold a public hearing to consider the request. Through the notice and public hearing process all interested parties are afforded the opportunity to review the application, comment on the proposal, and participate in the decision. These procedures meet the requirements of this Goal for citizen involvement in the land use planning process.

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

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

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

Finding: The subject property is mostly developed industrial land, there are no known scenic, resources on the subject property. The property is within a Historic and Cultural Resource Protection Zone; additional review will be required at building permit.

The property contains two wetland areas near the norther portion of the property. The proposal does not include development at this time. Wetlands and Historic and Cultural Resource Protection will be reviewed at the time of development. Staff finds that the proposal is consistent with Goal 5.

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

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

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

Finding: The subject property is located within a floodplain or floodway and contains mapped landslide hazards. The applicant indicates that no development is proposed within the floodplain; further, no development is proposed within the mapped landslide hazards. All development of the subject property will be subject to applicable review, including evaluation of landslide hazards and floodplain at the time of development. The proposal is consistent with Goal 7.

Statewide Planning Goal 8 – Recreational Needs: *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

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

Statewide Planning Goal 9 – Economic Development: *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

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

The proposed change to Industrial Commercial will maintain the industrial designation for the property and will increase the number of permitted uses on the subject property, thereby opening up additional opportunities for economic development, consistent with the intent of Goal 9.

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

Finding: In 2014, the City conducted a Housing Needs Analysis (HNA) to develop strategies for the community to meet housing needs through 2035 and to inform policy decision related to residential land. The HNA concluded that Salem has a projected 1,975-acre surplus of land for single-family detached housing, and that there is a deficit of approximately 207 acres of available multi-family zoned land. The adoption of Our Salem, Comprehensive Plan Update rectified the deficit in multi-family land. The properties current industrial designation does not allow residential uses. The proposed comprehensive plan change and zone change will not reduce the City's supply of land for housing.

The proposal is in compliance with Goal 10 by providing a designation and accompanying zone that allow more diverse housing options than the current designation.

Statewide Planning Goal 11 – Public Facilities and Services: *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

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

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

Finding: Goal 12 is implemented by the Transportation Planning Rule (TPR). In summary, the TPR requires local governments to adopt Transportation System Plans (TSPs) and requires local governments to consider transportation impacts resulting from land use decisions and development. The key provision of the TPR related to local land use decisions is Oregon Administrative Rule (OAR) 660-012-0060. This provision is triggered by amendments to comprehensive plans and land use regulations that “significantly affect” a surrounding transportation facility (road, intersection, etc.). Where there is a “significant effect” on a facility, the local government must ensure that any new allowed land uses are consistent with the capacity of the facility. In the context of a site-specific comprehensive plan change request, such as this proposal, a “significant effect” is defined under Oregon Administrative Rule (OAR) 660-012-0060(1) as either an amendment that “allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility,” or an amendment that would “reduce the performance standards of an existing or planned facility below the minimum acceptable level identified in the TSP.”

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

The applicant submitted a Transportation Planning Rule (TPR) Analysis (**Attachment E**) in consideration of the requirements of the Transportation Planning Rule (OAR 660-012-0060).

The TPR analysis demonstrates that the proposed comprehensive plan change and zone change will not have a significant impact on the transportation system if a trip cap is placed on the subject property. The applicant's TPR analysis proposed a trip cap of 5,635 trips per day. The Assistant City Traffic Engineer has reviewed the TPR analysis and concurs with the finding of no significant effect with conditions placed on the proposal to limit the number of trips the site may generate.

As conditioned below, the proposal complies with Goal 12.

Statewide Planning Goal 13 – Energy Conservation: *Requires local governments to consider the effects of its comprehensive planning decision on energy consumption.*

The applicant indicates that the proposed change in the comprehensive plan map change will repurpose the existing site to allow for lower energy and resource consumption by allowing uses to be within the existing building on site, consistent with Goal 13.

Statewide Planning Goal 14 – Urbanization: *To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

Finding: The subject property is located within the Urban Growth Boundary (UGB), and public facilities required to serve future development are located nearby. Additionally, the comprehensive plan map change allows for expanded uses on an already developed site within an urbanized area increasing the efficiency of the land's use and increasing employment opportunities. Existing transportation and utility infrastructure is available in the vicinity. The request allows for the efficient use and development of property without requiring extension of new public services. The proposed comprehensive plan map amendment will allow the efficient use of urbanized land within the UGB in compliance with Goal 14.

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

Finding: The proposed change will help to encourage and promote the wider use of an existing property in an established commercial/light-industrial area of the City. The wider range of uses allowed by the IC zone will allow for additional flexibility for future use and development of the property benefiting the public. The applicant indicates that the proposed amendment will allow for greater medical office uses within the existing building/site, benefiting the public. The proposal satisfies this criterion.

10. Northeast Neighbors (NEN) - Southeast Salem Neighborhood Association (SESNA) Plan Amendment

Finding: The property is located within the boundaries of the Southeast Salem Neighborhood Association (SESNA). The NEN-SESNA Plan was adopted in 2015 and is in effect pursuant to SRC Chapter 64. The criteria for approval of a Neighborhood Plan Change are the same as the Minor Comprehensive Plan Map amendment, the findings above adequately address the proposed Neighborhood Plan change.

11. Quasi-Judicial Zone Change Approval Criteria

The following analysis addresses the proposed zone change for the subject property from IP (Industrial Park) to IC (Industrial Commercial).

SRC Chapter 265.005(e) provides the approval criteria for Quasi-Judicial Zone Changes. In order to approve a quasi-judicial zone change, the Review Authority shall make findings of fact based on evidence provided by the applicant demonstrating that all the following applicable criteria are met. The extent of the consideration given to the various criteria set forth below depends on the degree of impact of the proposed change. The greater the impact of a proposal on the area, the greater the burden on the applicant to demonstrate the zone change is appropriate. The following subsections are organized with approval criteria shown in ***bold italic***, followed by findings evaluating the proposal's conformance with the criteria. Lack of compliance with the following criteria is grounds for denial of the zone change, or for the issuance of certain conditions to ensure the criteria are met.

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

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

Finding: The applicant does not identify a mistake in the application of a land use designation to the property and does not identify a change in the economic, demographic, or physical character of the vicinity. The proposal is justified based on (iii), that the proposed zone change is equally or better suited for the property than the existing zone. The proposal is consistent with the uses and land use pattern of the area.

The IC zone generally allows a wide variety of retail, office, heavy commercial, light manufacturing, and warehouse activities. Currently, uses found along the Hawthorne Avenue corridor include a wide range of hotels, industrial services, manufacturing, food production, offices, government office, and retail services. The proposed IC zoning designation will allow a greater variety of uses for the subject property.

The proposal meets this criterion.

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

Finding: The proposal is not a City-initiated zone change. This criterion does not apply.

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

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

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

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

(E) If the zone change requires a comprehensive plan change from an industrial use designation to a non-industrial use designation, or from a commercial or employment designation to any other use designation, a demonstration that the proposed rezone is consistent with its most recent economic opportunities analysis and the parts of the Comprehensive Plan which address the provision of land for economic development and employment growth; or be accompanied by an amendment to the Comprehensive Plan to address the proposed rezone; or include both the demonstration and an amendment to the Comprehensive Plan.

Finding: The property currently has an industrial comprehensive plan map designation, the request would change the map designation to industrial commercial, which is also an industrial designation. The proposal does not include a change from an industrial designation to a non-industrial designation, therefore this criterion is not applicable.

(F) The zone change does not significantly affect a transportation facility, or, if the zone change would significantly affect a transportation facility, the significant effects can be adequately addressed through the measures associated with, or conditions imposed on, the zone change.

Finding: The applicant has submitted a Transportation Planning Rule (TPR) Analysis that is required to address the Transportation Planning Rule (OAR 660-012-0060). The applicant's TPR analysis 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 concurs with the TPR analysis findings and recommends a condition to limit the development on the 10.18-acre property to 5,635 vehicles per day, which is the number of trips identified in the applicant's TPR analysis as the reasonable worst case trip generation under the properties current IP zoning. In the findings the applicant indicated that a drive-through use would not be expected due to the existing sites constraints and age of the existing building.

Condition 1: Traffic impacts from development on the subject property shall be limited to a maximum of 5,635 average daily trips.

As conditioned, the proposal meets this criterion.

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

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

CONCLUSION

Based on the facts and findings presented herein, Staff concludes the proposed Minor Comprehensive Plan Map Amendment, Neighborhood Plan Change, and Zone Change, for property located at 380 Farm Credit Drive SE, satisfy the applicable criteria contained under SRC 64.025(e)(2) and SRC 265.005(e)(1) for approval.

RECOMMENDATION

Staff recommends that the Planning Commission adopt the facts and findings of the staff report and take the following actions for the subject property located at 380 Farm Credit Drive SE (Marion County Assessor map and tax lot number: 073W36A \ 1300):

- A. **APPROVE** Minor Comprehensive Plan Map Amendment from “Industrial” to “Industrial Commercial”; and
- B. **APPROVE** Neighborhood Plan Map Amendment to Industrial Commercial; and
- C. **APPROVE** Zone Change from IP (Industrial Park) to IC (Industrial Commercial) subject to the following conditions of approval:

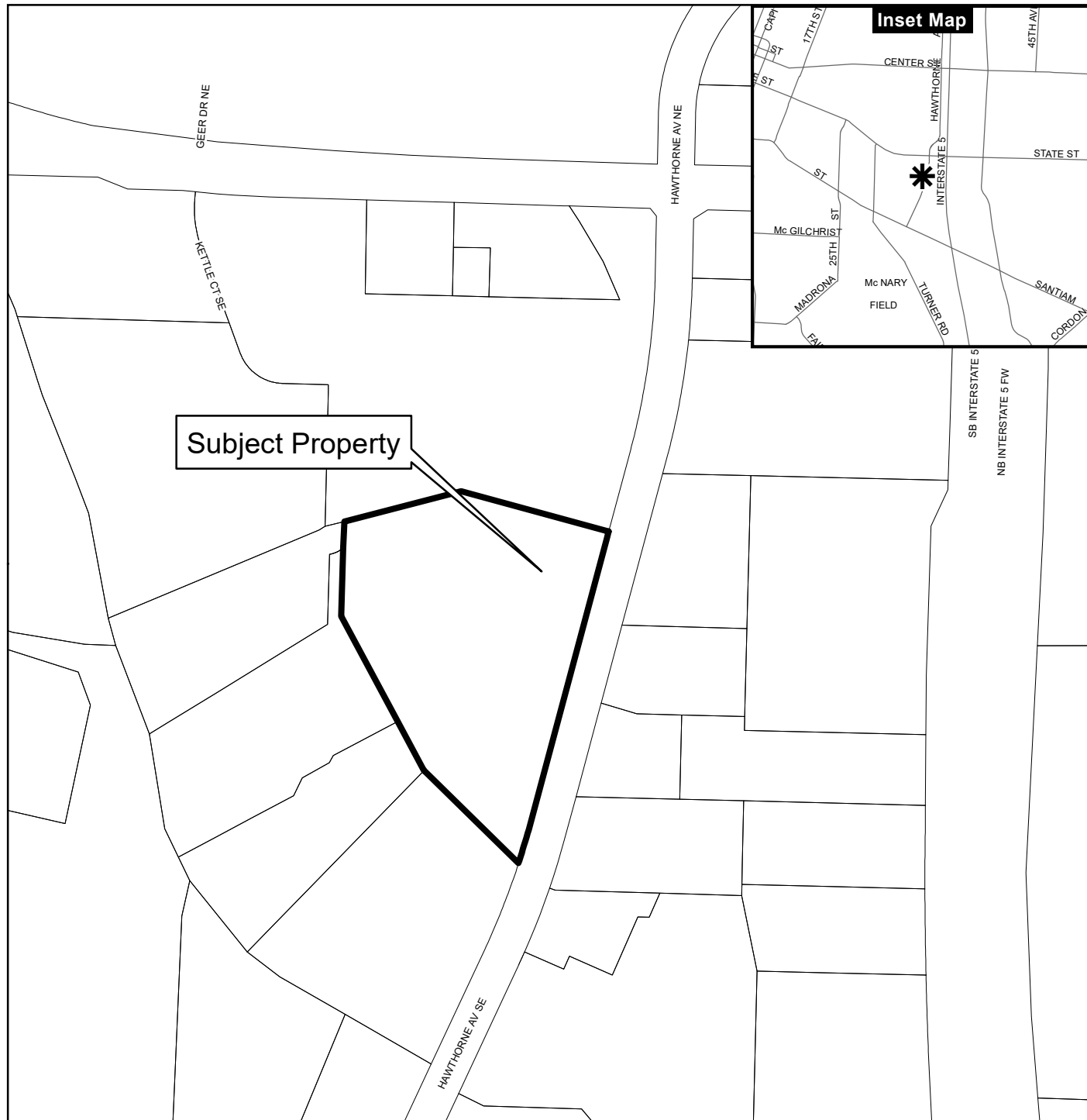
Condition 1: Traffic impacts from development on the subject property shall be limited to a maximum of 5,635 average daily trips.

Attachments:








- A. Vicinity Map, Comprehensive Plan Map and Zoning Map
- B. Applicant’s Written Statement
- C. Open House Materials
- D. Memo from the Public Works Department
- E. Transportation Planning Rule (TPR) Analysis

Prepared by Olivia Dias, Current Planning Manager

Vicinity Map 380 Farm Credit Drive SE



Legend

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

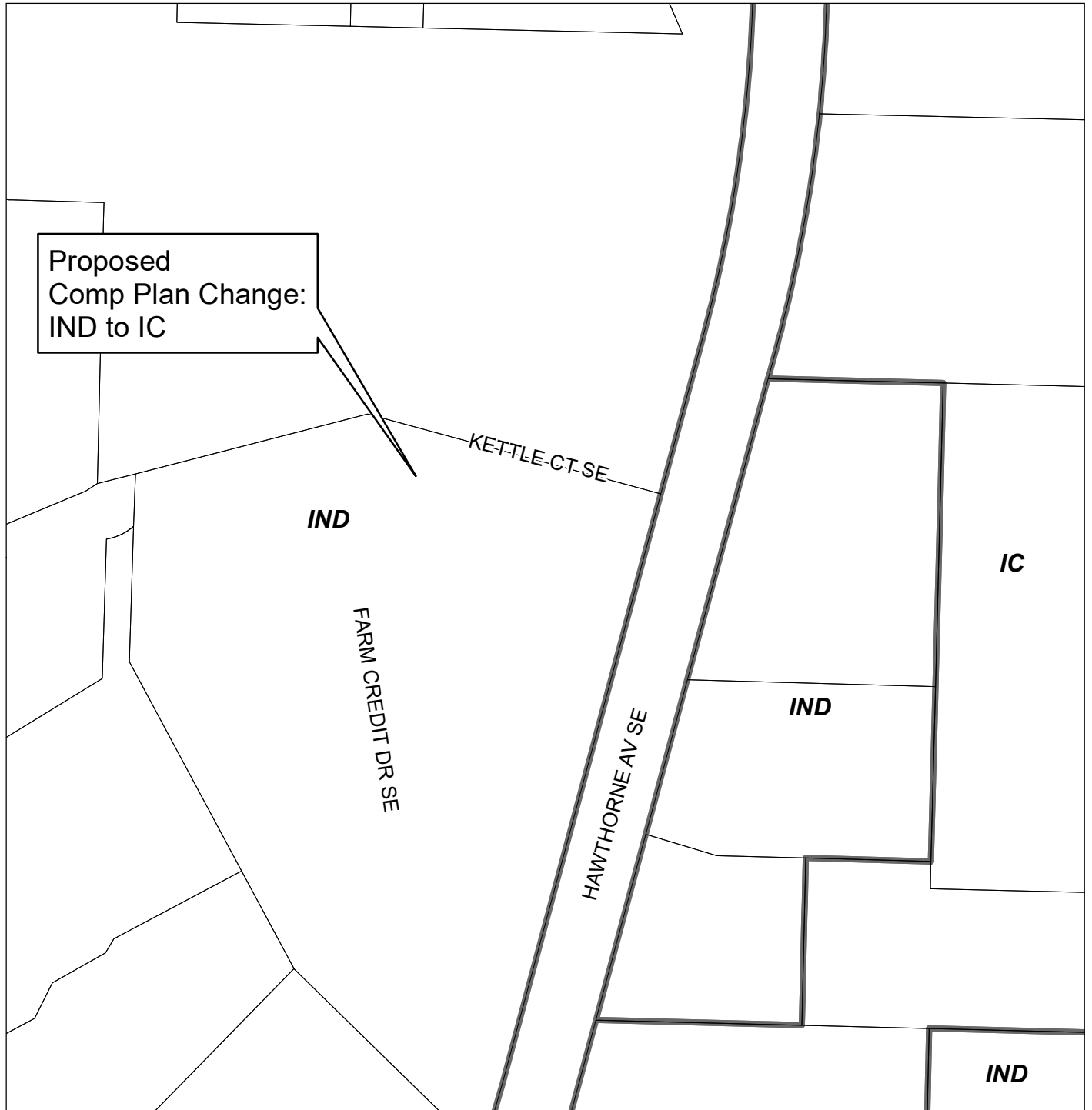
CITY OF Salem
AT YOUR SERVICE
Community Development Dept.

0 100 200 400 Feet



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Proposed Comprehensive Plan Change 380 Farm Credit Drive NE

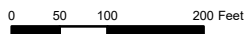


Proposed
Comp Plan Change:
IND to IC

Legend

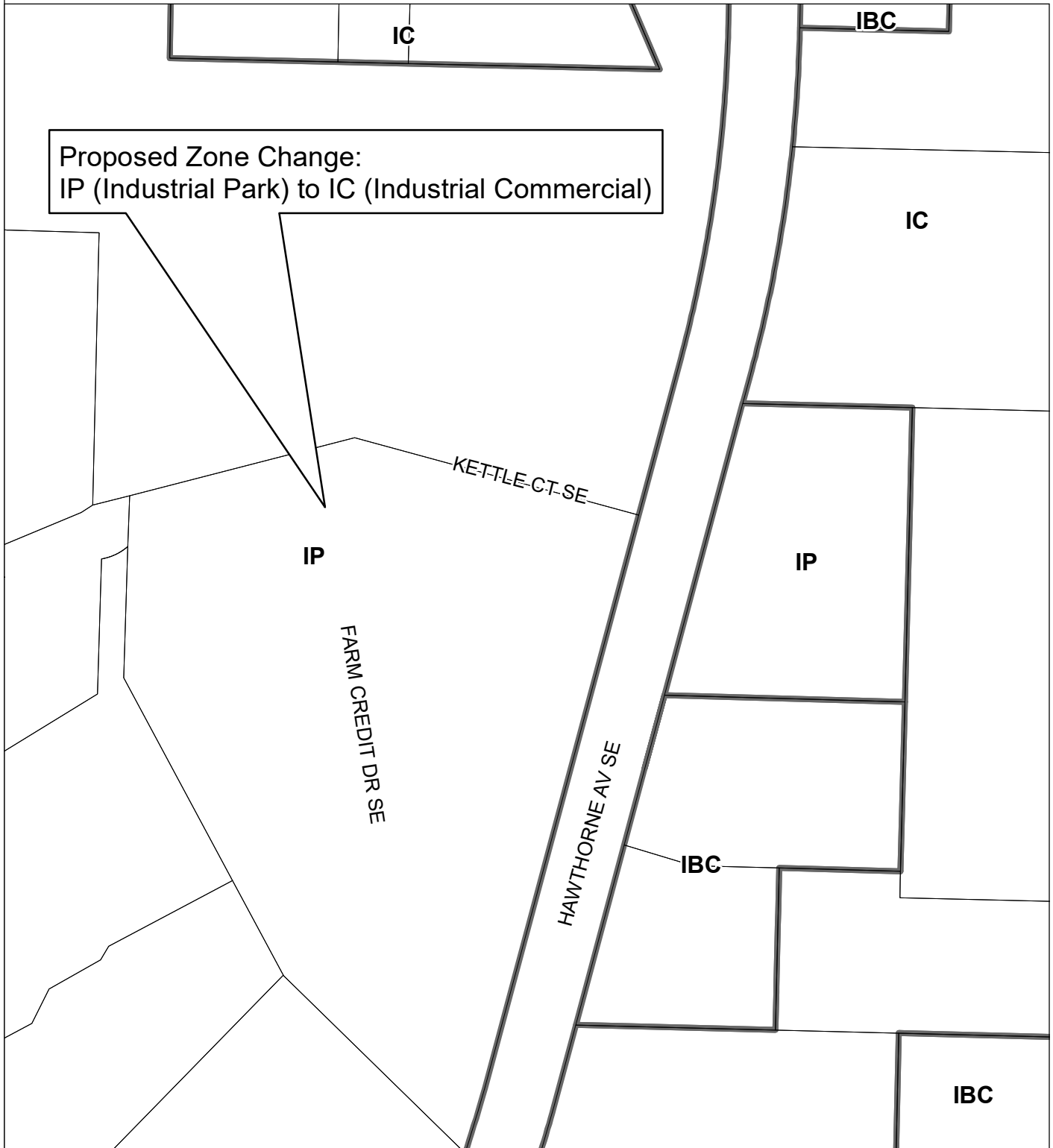
- | | |
|---------------------------|---------|
| Comprehensive Plan | Taxlots |
| Urban Growth Boundary | Parks |
| Outside Salem City Limits | Schools |

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Proposed Zone Change - 380 Farm Credit Drive SE

Proposed Zone Change:
IP (Industrial Park) to IC (Industrial Commercial)



Legend

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

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0 50 100 200 Feet



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

steve@cascadiapd.com

From: steve@cascadiapd.com
Sent: Tuesday, October 11, 2022 1:29 PM
To: 'spriem@hotmail.com'
Cc: 'landuse.sensa@gmail.com'
Subject: Requested Agenda Item for October 25th Meeting
Attachments: Existing Condition Plans.pdf

Good Afternoon Shannon,

I am assisting Northwest Farm Credit Services with a comprehensive plan map and zone change application for 380 Farm Credit Dr SE. The proposed map amendments will change the property's zoning designation from IP (Industrial Park) to IC (Industrial Commercial). With this application, we are proposing a "trip cap" to limit future vehicle trips to and from the site to what is currently possible under the existing zone. For reference, attached are existing condition plans for the property.

I would appreciate the opportunity to discuss this proposal with your neighborhood association members. Would it be possible to add this item to your October 25th meeting agenda?

Thank you,



Steve Kay, AICP
Cascadia Planning + Development Services
PO Box 1920
Silverton, OR 97381
503-804-1089
steve@cascadiapd.com
www.cascadiapd.com

steve@cascadiapd.com

From: steve@cascadiapd.com
Sent: Tuesday, October 18, 2022 10:06 AM
To: 'planning@cityofsalem.net'
Cc: 'Liz Olmstead'
Subject: Notice to Planning Administrator for Open House Meeting
Attachments: NWFCS Sign.pdf; Existing Condition Plans.pdf

Hello,

To meet the Open House noticing requirements under SRC 300.320, please forward this email to the Planning Administrator. I am assisting Northwest Farm Credit Services with a comprehensive plan map and zone change application for 380 Farm Credit Dr SE. The proposed map amendments will change the property's zoning designation from IP (Industrial Park) to IC (Industrial Commercial). With this application, we are proposing a "trip cap" to limit future vehicle trips to and from the site to what is currently possible under the existing zone. For reference, attached are existing condition plans for the property.

Per the attached notice, we are discussing the proposal at the SENSEA neighborhood association meeting at 7:00 pm on October 25th. Please let me know if you have any questions in advance of the meeting.

Thank you,



Steve Kay, AICP
Cascadia Planning + Development Services
PO Box 1920
Silverton, OR 97381
503-804-1089
steve@cascadiapd.com
www.cascadiapd.com

MEETING NOTICE

PROPOSED COMPREHENSIVE PLAN MAP AMENDMENT FROM INDUSTRIAL
TO INDUSTRIAL COMMERCIAL AND PROPOSED ZONING MAP AMENDMENT
FROM IP TO IC FOR PROPERTY LOCATED AT
380 FARM CREDIT DRIVE SE

OPEN HOUSE TO DISCUSS PROPOSAL ON
OCTOBER 25, 2022 AT 7:00 PM
CAPITAL PARK WESLEYAN CHURCH
410 19TH STREET SE
SALEM, OR 97301

APPLICANT IS NORTHWEST FARM CREDIT SERVICES
2001 S FLINT ROAD, SPOKANE, WA 99224-2121
ATTN, DOUG DITTAMORE, 509-340-5191
DOUG.DITTAMORE@NORTHWESTFCS.COM



Monthly public meeting

October 25, 2022 from 7 p.m. till 8:30 p.m.

This meeting is open to the public and takes place in-person at Capital Park Wesleyan Church, 410 19th St. SE, Salem, OR 97301.

Contact SESNA at info@sesna.community or visit sesna.community for more information.

- 6:45 p.m. / Mingling and welcome
- 7 p.m. / Introductions, approval of minutes, additions to agenda, good news
- 7:10 p.m. / Guest speakers
 - **Sgt. Steve Galvin, Salem Police Department**
 - Progress on Mobile Crisis Unit.
 - Progress on body cams.
 - Neighborhood report.
 - **Carol Snyder, Parks Foundation**
 - Eco-Earth globe restoration.
 - (Park) Grant opportunities 2023.
 - **Linda Nishioka, City Councilor Ward 2**
 - Upcoming bond
 - **Steve Kay, Cascadia Planning**
 - Proposed Comprehensive Plan and Zoning Map amendments for 380 Farm Credit Drive SE.
- 7:50 p.m. / Neighborhood news, concerns and ideas shared by the audience
 - We're proud of two neighbors receiving city volunteer awards: Burt Eikleberry for his tenacity in preserving Mill Race Park and Mary Gilds, the "Angel of Tripp Street." for her years-long fascination with picking up litter.
 - Deepwood Gardens is holding its second annual 'Big Dig', to remove invasive Ivy and Blackberry. On Saturday November 5, 9 am to noon. [Addendum 1]
 - City campaign to promote NA participation and a photo opp. [Addendum 2]
- 8:15 p.m. / Old and new business
 - **Annual meeting, November 15**
 - Agenda: Beautification award ceremony, Award for neighborhood tree care, McGilchrist improvements, Hospital expansion, Airport expansion.
 - Need vote on budget for food and awards. Suggest up to \$300 from Communication Funds. Vote needed.
 - **Promoting neighborhood businesses (Shannon)**
 - Via Website, Facebook, Mailchimp email list.
 - Discuss criteria on how we would promote/engage local businesses.

- **Walling Pond property improvement**
 - Report of contact with the property management firm. (Bill)
- **Park improvement project 2023**
 - Aldrich and Lee tackled 2019-2022, propose Mill Race Park for 2023.
 - Suggestions from the audience.
- **Committee updates**
 - Beautification winners coming soon. (Seleste)
 - Quarterly neighborhood chair meeting report (Shannon)
 - Phone number expired. Discuss how to go forward. (Arnaud)
 - Noticeable increase of landing private jets over past days (Arnaud) [addendum 3]
- 8:30 p.m. / Good of the Order
 - Next meeting November 15 at [Capital Park Wesleyan Church](#).
- Adjourn

Check us out at <https://sesna.community> or f    SalemSESNA. Sign up for neighborhood news, meeting reminders and minutes.

Addendum 1



WHERE:

DEEPWOOD ESTATE-1116 MISSION ST SE SALEM
PARKING LOT ENTRANCE ON CORNER OF 12TH & LEE

WHEN:

SATURDAY, NOVEMBER 5TH, 2022

TIME:

9:00AM-NOON

Join us in our continued efforts to dig up the invasive ivy and blackberry along the natural area at Deepwood.

Tools are provided. Please bring gloves.

REGISTER THROUGH SOLVE TODAY



Questions? Contact Amanda Sitter, Salem Parks Volunteer Coordinator



503-589-2197



asitter@cityofsalem.net

Addendum 2

Congratulations, you have been selected to help the City in it's promotional efforts of the Neighborhood Associations by becoming our top model!

All joking aside, I would like to invite you to help us build our photo stock. These photos will be used for promotional materials.

Our Communications Team member Trevor Smith is our photographer for this project and will coordinate date and time with you. He advised that we get the photos taken soon to beat the rain and changing weather.

Would you be willing to be our model? We won't take up too much of your time and we invite your furry friends to participate too, show off your neighborhood and help us promote your Neighborhood Association.

If you think there are other board members that would be interested in helping, please share this email. We are striving for diversity.



Addendum 3

I have been out of town at a conference since Saturday and not back until tomorrow, so I don't have any information on what might have been flying in and out of the airport. Typically, though, aircraft will fly according to the weather, wind direction, and which runway has the instrument landing system which allows aircraft to land in low visibility conditions. Those are all factors, amongst others.

What I might suggest for the benefit of the neighborhood association is to assume it is an anomaly with recent weather changes, but that if it continues to let us know and we can investigate further. I would also remind them that the airport is just starting an update of its Master Plan, and during the public comment portions in the next several months they can have an opportunity to discuss noise, overflights, and so on.

Cascadia Planning + Development Services

P.O. Box 1920
Silverton, OR 97381
(503) 804-1089
steve@cascadiapd.com



MEMO

DATE: November 1, 2022

TO: City of Salem
Community Development Department
Planning Division

FROM: Steve Kay
Cascadia Planning + Development Services

RE: Southeast Salem Neighborhood Association (SENSA) Meeting Summary
Proposed Comprehensive Plan Map Amendment and Zone Change
380 Farm Credit Drive SE

In accordance with Salem United Development Code Section 300.320(f) standards, the applicant's representative, Steve Kay of Cascadia Planning and Development Services, presented information regarding the proposed Comprehensive Plan Map Amendment and Zone Change for 380 Farm Credit Drive SE. The regular scheduled neighborhood association meeting started at 7:00 pm on October 25, 2022 at their meeting room at Capital Park Wesleyan Church, located at 410 19th Street SE, Salem, OR 97301.

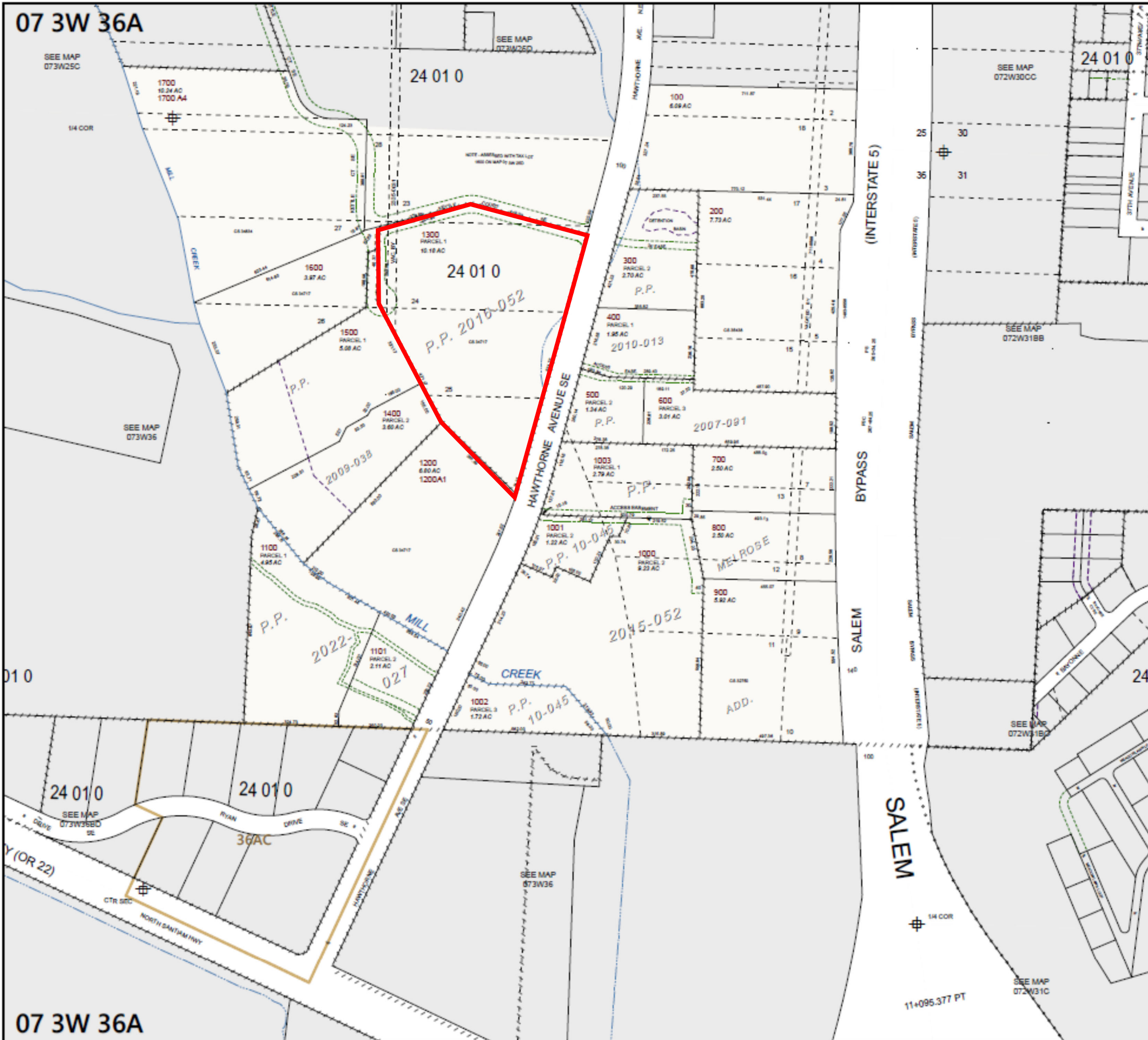
Mr. Kay started with introductions at approximately 7:45 pm and handed out vicinity and site maps of the subject property to the meeting attendees. He presented information for the 10-acre site including its current Comprehensive Plan Map designation and existing Industrial Park zoning designation. Mr. Kay indicated that in order to encourage the development of additional commercial uses, the applicant is proposing to change the existing Comprehensive Plan Map designation to Industrial Commercial, and the existing zoning designation to Industrial Commercial. He explained that while there are no specific development plans for the site, the proposed zoning will permit the development of certain commercial uses like eating and drinking establishments, retail sales, personal services, retail financial services, commercial entertainment, medical services, and civil services. Mr. Kay explained that since the map amendments will encourage the development of commercial uses, they will help address the City's Commercial land supply deficiency, as identified in the 2015-2035 Economic Opportunity

Analysis. During the presentation Mr. Kay also indicated that a vehicle trip cap is also proposed with the applications so that the permitted number of trips cannot exceed what is allowed under existing zoning.

After the presentation, Mr. Kay asked the meeting attendees if they had questions or comments. One attendee asked if there are specific development plans for the site. Mickey Hatley of Northwest Farm Credit Services stated that they still don't know what will be developed on the property. The applicant wanted to move from the current offices into a larger building and decided to develop it on the subject property. However, the 10-acre site is larger than they need for their office use. Mr. Hatley indicated that they are requesting the map amendments since there is a need for additional commercial uses and services along this portion of Hawthorn Avenue SE.

Another attendee asked how the proposed trip cap would work. Mr. Kay indicated that future Design Review application(s) would be submitted to the City when specific development plans are determined. At that time, City staff will evaluate traffic generated by the proposed uses and condition the approval(s) to ensure that the number of vehicle trips is limited to what is permitted for the site.

After determining that there were no additional questions or comments, Mr. Kay concluded the discussion and encouraged attendees to contact him with any additional questions or concerns. After thanking board members and neighbors for their questions and feedback, the agenda item concluded at approximately 8:00 pm.



**07 3W 36A
SALEM**



MARION COUNTY, OREGON
NE1/4 SEC36 T7S R3W W.M.
SCALE 1" = 200'

LEGEND

- LINE TYPES**
- Taxlot Boundary
 - Road Right-of-Way
 - Railroad Right-of-Way
 - Private Road ROW
 - Subdivision/Plat Bndry
 - Waterline - Taxlot Bndry
 - Historical Boundary
 - Easement
 - Railroad Centerline
 - Taxcode Line
 - Map Boundary
 - Waterline - Non Bndry

- CORNER TYPES**
- + 1/16TH Section Cor.
 - DLC Corner
 - ⊕ 1/4 Section Cor.
 - ⊕ 16, 15 Section Corner
 - ⊕ 21, 22

NUMBERS
Tax Code Number
00 00 0
Acreage 0.25 AC
All acres listed are Net Acres, excluding any portions of the taxlot within public ROWs

NOTES
Tick Marks: A tick mark in the road indicates that the labeled dimension extends into the public ROW

CANCELLED NUMBERS

1500A1			
1700A2			
1700A3			
1700A5			

DISCLAIMER: THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSES ONLY



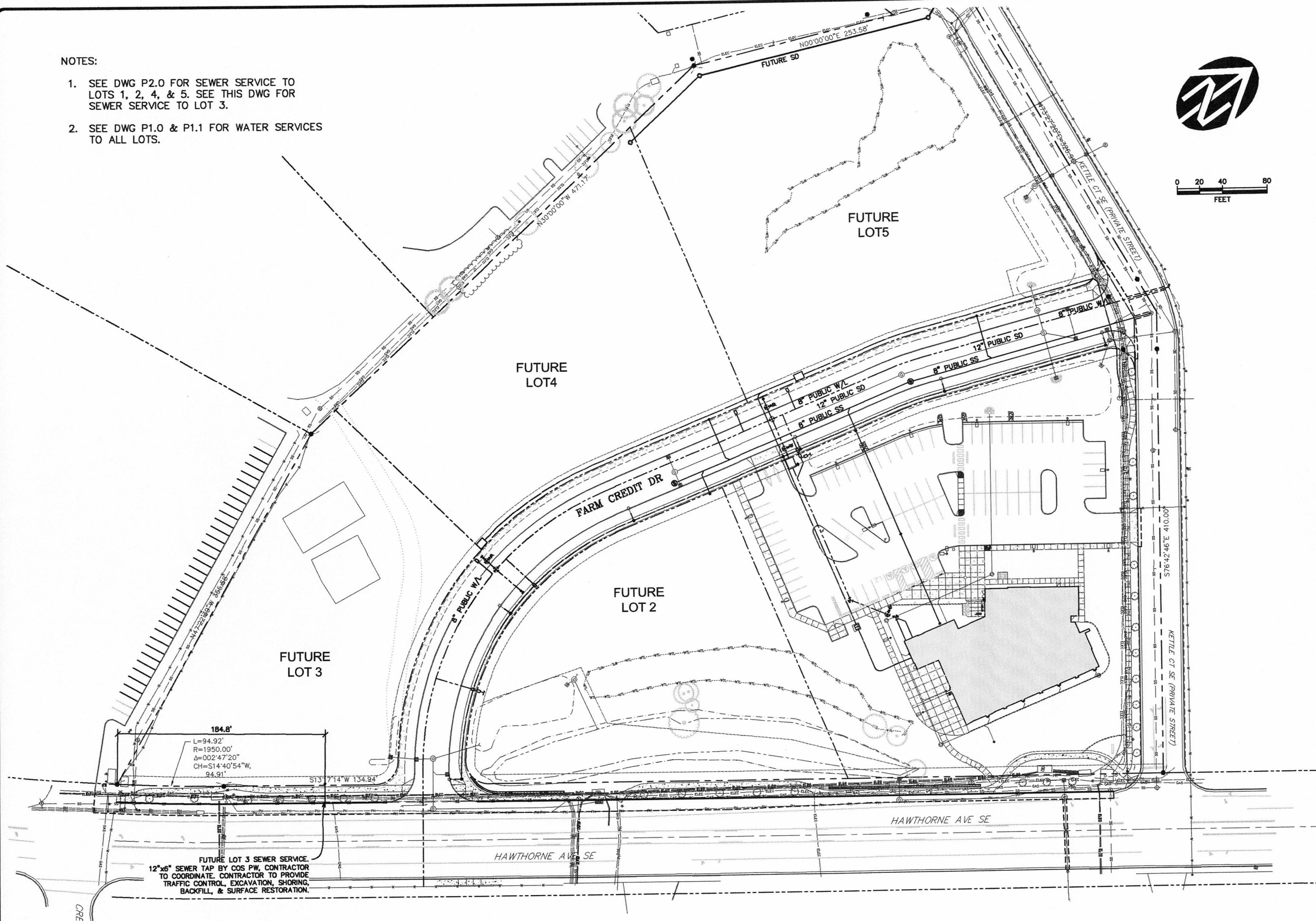
FOR ADDITIONAL MAPS VISIT OUR WEBSITE AT www.co.marion.or.us

PLOT DATE: 5/26/2022

**SALEM
07 3W 36A**

NOTES:

1. SEE DWG P2.0 FOR SEWER SERVICE TO LOTS 1, 2, 4, & 5. SEE THIS DWG FOR SEWER SERVICE TO LOT 3.
2. SEE DWG P1.0 & P1.1 FOR WATER SERVICES TO ALL LOTS.



5/19/2020, 1:43:45 PM
 I:\DWG\Northwest Farm Credit\AR\Chw\Plots\C4.0 Overall Utility.dwg (Layout1 tab)

<p>VERIFY SCALE DRAW IS ONE INCH ON GRAPHIC SCALE IF NOT ONE INCH ON SCALE, SEE PLANNING BOARD APPROVAL</p>	<p>DATE: 05/13/20</p>	<p>NO. DATE</p>	<p>DESCRIPTION</p>	<p>BY</p>
<p>WESTTECH ENGINEERING, INC. CONSULTING ENGINEERS AND PLANNERS</p>				
<p>3841 FairView Industrial Dr. S.E., Suite 100, Salem, OR 97302 Phone: (503) 585-2474 Fax: (503) 585-3886 E-mail: westtech@westtech-eng.com</p>				
<p>WESTTECH</p>				
<p>NORTHWEST FARM CREDIT SERVICES 400 FARM CREDIT DRIVE SE SALEM, OR 97301</p>				
<p>OVERALL UTILITY PLAN</p>				
<p>DRAWING C4.0</p>				
<p>JOB NUMBER 3155.1000.0</p>				

SESNA Minutes Oct. 25, 2022 -- approved

Board members: Arnaud Verstuyf (Chair), Bill Smaldone, David Thompson, Seleste Liyanage.
Neighbors: Mickey Hartley, Melanie Zerner; guest Steve Kay.

7:00 Introductions, September minutes approved unanimously

Guest Speakers:

Sgt. Steve Galvin (Salem Police Department)

- Progress on Mobile Crisis Unit: We do not have funding for a mobile crisis unit at this time. The City Council is pursuing funding. We now have two officers who focus on responding to calls concerning homeless people and other non-violent cases in the city. Another program (the 988 program) dealing with behavioral health unit that is a countywide program but Salem has the most calls. Marion is trying to increase its staffing.
- Progress on body cams. All department members will get a body cam and be trained. This will occur unit by unit starting in January.
- Neighborhood Report: watch for wet leaves!
- SPD is developing a transparency portal that will provide information about crimes and public safety in different parts of the city.

Linda Nishioka (City Councilor, Ward 2)

- **Upcoming Bond:** Urges people to vote for Bond 24-474 (Streets, Safety, & Livability). This is a \$300 million bond to be paid off over 30 years. It will not increase tax rates because it replaces an older bond that has recently been retired by the city. As assessed values rise, the amount a taxpayer pays will go up, but not the rate. The bond will improve streets, bridges, sidewalks, and the equipping of a selection of parks and 2 fire stations. The Civil Center will receive seismic upgrades and land will be purchased for a new branch library (with housing attached).
- Councilor Nishioka is also going to organize an event with Public Works on traffic safety in the area.
- The improvements to the banks of Shelton Ditch are moving forward.
- The Salem Airport facility (luggage handling, security, passenger lounge, etc) needs substantial upgrading. The study has allocated \$129,000 to produce a new design for the facilities to be renovated or built if the City decides to bring back passenger service.

Steve Kay (Cascadia Planning)

- Proposed Comprehensive Plan and Zoning Map for 380 Farm Credit Drive
This group was here at the last meeting to talk about the subdivision of this large parcel into five parts. The meeting tonight wants to change the zoning to IC to allow a different mix of businesses on the properties than are now allowed under IP zoning.

Neighborhood News:

- Lois Stark won the Millard C. Marshall Award

- We are proud of two neighbors receiving city volunteer awards: Burt Eikleberry for his tenacity in preserving Mill Race Park and Mary Gilds, the "Angel of Tripp Street" for her years-long fascination with picking up litter
- Deep wood Gardens is holding its second annual "Big Dig" to remove invasive ivy and blackberry bushes. On Saturday November 5, 9:00am to Noon [Addendum 1]
- City campaign to promote NA participation and a photo opportunity [Addendum 2]

Annual Meeting

- We can discuss the possibility of clearing litter and junk from the South side of State Street between the Potato Chip factory and the creek. Bill will go out and photograph the area and send them to IRMA.
- We have plenty of seats in the sanctuary of the church for our meeting.
- Award for Milan and his crew for their work in the neighborhood.
- Discussion of proposed McGilchrist improvement and Airport improvements
- Bill moved to allot up to \$300 for costs of the Annual Meeting. Seleste seconded it and it passed unanimously.
- Seleste asked if we should do a flyer or a mailing to promote the meeting. Arnaud will ask Irma.

Promoting Neighborhood Businesses.

- We will talk about this at the next meeting. The idea is to use the Website, Facebook, Mailchimp, the email list, etc.
- Walling Pond Property Improvement: Have requested meeting with property owner.

Park Improvement project 2023:

- Shannon suggests working for a grant for Mill Race Park. Arnaud will ask a neighbor, Mitch, who might have ideas on that park. Bill will contact IRMA about the possibility of place garbage cans on the bridges in the neighborhood.

Committee Updates

- Beautification Committee Award: Our candidates this year were smaller than usual but we will have a selection.
- The Google phone number will be discontinued on the web site.
- We all notice the increased number of private jets flying over. The airport administrator says we should complain when this happens and they will pay attention. Also, the airport master plan is being revised and might be a chance for us to weigh in on airport problems (climate, health, damage to homes, etc.) Arnaud noted that pressure is growing from some Salem businesses to promote passenger air service.

Adjourn



PO Box 1920, Silverton, OR 97381
www.cascadiapd.com / 503-804-1089

**CITY OF SALEM
APPLICATION FOR
LAND USE REVIEW**

**FARM CREDIT DRIVE SE
ZONE CHANGE**

Location: 380 Farm Credit Drive SE
Salem, OR 97301
T.M. 73W36A, T.L. 1300
Marion County, Oregon

Prepared by: Steve Kay, AICP
Mason McGonagall, Ph.D. Arch

Prepared for: Doug Dittamore
Northwest Farm Credit Services
2001 S. Flint Road
Spokane, WA 99224

September 15, 2022

APPLICANT'S STATEMENT

PROJECT NAME: Farm Credit Drive SE Zone Change

REQUEST: Approval of a Zone Change Application to Change the Site's Zoning Map Designation from IP (Industrial Park) to IC (Industrial Commercial)

ASSESSOR'S DESCRIPTION: Tax Lot 1300 of Tax Map 73W36A
Marion County, Oregon

APPLICANT'S REPRESENTATIVE: Steve Kay, AICP
Cascadia Planning + Development Services
P.O. Box 1920
Silverton, OR 97381
503-804-1089
steve@cascadiapd.com

APPLICANT/PROPERTY OWNER: Doug Dittamore
Northwest Farm Credit Services
2001 S. Flint Road
Spokane, WA 99224

SITE AREA: 10.18 Acres

LOCATION: 380 Farm Credit Drive SE
Salem, OR 97301

I. APPLICABLE REGULATIONS

**A. SALEM REVISED CODE: TITLE X – UNIFIED DEVELOPMENT CODE
Chapter 265: Zone Changes**

**B. SALEM COMPREHENSIVE POLICIES PLAN
Chapter IV: Salem Urban Area Goals and Policies**

C. OREGON STATEWIDE PLANNING GOALS

- Goal 1: Citizen Involvement**
- Goal 2: Land Use Planning**
- Goal 3: Agricultural Lands**
- Goal 4: Forest Lands**
- Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources**
- Goal 6: Air, Water and Land Resource Quality**
- Goal 7: Natural Hazards**
- Goal 8: Recreational Needs**
- Goal 9: Economic Development**
- Goal 10: Housing**
- Goal 11: Public Facilities and Services**
- Goal 12: Transportation**
- Goal 13: Energy Conservation**
- Goal 14: Urbanization**

II. BACKGROUND:

The applicant and property owner, Northwest Farm Credit Services, is requesting approval of a Zone Change application for a parcel containing 10.18 acres. The subject site is addressed as 380 Farm Credit Drive SE and is identified by the Marion County Tax Assessor as Tax Lot 1300 of Tax Map 73W36A. The proposed zone change will amend the Salem Zoning Map from IP (Industrial Park) to IC (Industrial Commercial). As required, the proposed zone change is consistent with the existing Comprehensive Plan Map's Industrial designation.

The northeast portion of the site has been recently developed with a 24,507 sq. ft two-story office containing and an associated parking lot. In anticipation of subdividing the property in the future, an access drive was developed through the site, connecting Kettle Court SE to Hawthorne Avenue SE. The attached Existing Condition Plans indicates that several wetlands were incorporated into the design of the site. The plans also illustrate that a 100-year floodplain is located within the central portion of the site. No additional development of the subject property is proposed with this Zone Change application.

The proposed IC zone will permit a greater variety of the commercial uses to be developed on the site than the current IP zone, helping to address a public need for additional commercial land within the Salem-Keizer UGB. The City's Economic Opportunity Analysis (EOA) indicates that there is a currently deficient commercial land supply of 271 acres when addressing land needs for the 2015-2035 planning period. During the same planning horizon, there is a surplus of 907 acres of Industrial land. The proposed IC zone will accommodate additional commercial uses that are constrained by the City's deficient commercial land supply, helping to address stated needs in the EOA. Permitted commercial uses in the IC zone include eating and drinking establishments, retail sales, personal services, retail financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic services, all of which are significantly limited uses or non-permitted uses in the IP zone. When developed according to City standards in the IC zone, all of these commercial uses are compatible with adjacent industrial uses.

Currently, between Hawthorne Ave SE and I-5 to the east, there is a mix of IP, IBC (Industrial Business Campus), and IC zoned properties with convenient access to Highway 22 and I-5. Parcels to the north across Kettle Court SE, and properties directly south and west of the site are zoned IP. Across Hawthorne Avenue to the east of the site are IP, IBC and IC zoned parcels. Therefore, the proposed zoning is consistent with the land use pattern in the area.

As demonstrated by the attached Existing Conditions Plans, public transportation facilities currently serve the subject site (see Exhibit 4). The eastern boundary of the site abuts Hawthorne Ave SE, which is classified as a Major Arterial, and frontage improvements have already been installed to meet City standards. Although currently serving as an access drive, Farm Credit Drive SE was developed to according to Local Street standards. Frontage improvements were also recently installed along Kettle Court SE, a private street, between Farm Credit Drive SE and Hawthorne Drive SE.

To comply with Oregon Administrative Rule 660-012-0060, the applicant has submitted Transportation Planning Rule Analysis with this application (see Exhibit 5). The memorandum documents that the existing IP zoning would generate 5,635 net new weekday daily trips, 612 net new a.m. peak hour trips, and 596 net new p.m. peak hour trips under the worst-case development potential scenario. The analysis also indicates that the worst-case scenario under the proposed IC zoning would generate 6,147 net new weekday daily trips, 641 net new a.m. peak hour trips, and 646 net new p.m. peak hour trips. To ensure that the proposed IC zone does not have a significant effect on the surrounding transportation system, the applicant is proposing that the City apply a trip cap to this conditional zone change request. The proposed trip cap is 596 p.m. peak hour and/or 5,635 daily net new trips. With this trip cap, the proposed zone change will comply with the Transportation Planning Rule requirements.

The attached Overall Utility Plan illustrates which utility improvements were installed when Farm Credit Drive and the other frontage street improvements were constructed (see Exhibit 4). The plan indicates that an 8-in. public water main is extended through the site and ties into main lines within Hawthorne Avenue SE and Kettle Court SE. Sanitary sewer service for existing and future development is provided by an 8-in main line within Farm Credit Drive and the main line within the Hawthorne Avenue right-of-way. Several on-site stormwater facilities were constructed when the existing office building and the street improvements were developed. Future development on the subject property will also be required to manage drainage from new impervious surfaces on-site and then release stormwater at pre-development rates into the existing 12-in. public storm main within Farm Credit Drive.

This Applicant's Statement addresses applicable provisions of the City of Salem Unified Development Code, Salem Comprehensive Policies Plan, and Oregon Statewide Planning Goals. Copies of the signed Application Form, Pre-Application Conference Report, Property Deed, Existing Condition Plans, Transportation Rule Analysis, Neighborhood Association Contact Documentation, and Salem-Keizer Transit Contact Documentation have been attached to this narrative. The exhibits and narrative demonstrate that the submitted land use applications meet the criteria for approval.

III. FINDINGS

A. SALEM REVISED CODE: TITLE X – UNIFIED DEVELOPMENT CODE

Chapter 265: Zone Changes

Section 265.005: Quasi-judicial zone changes.

- (a) Applicability. This section applies to any quasi-judicial zone change, other than a zone change by operation of law under SRC 265.015.**

COMMENT:

The subject property is zoned IP (Industrial Park) and the applicant is proposing to change the site's zoning designation to IC (Industrial Commercial). Therefore, this chapter applies to the submitted application.

- (b) Standing to initiate quasi-judicial zone change. A quasi-judicial zone change may be initiated only by the Council, the Planning Commission, or the owner of the property subject to the proposed zone change, or that owner's agent.**

COMMENT:

As demonstrated by the attached application form, the property owner/applicant has initiated the proposed zone change (see Exhibit 1).

- (c) Procedure type. A quasi-judicial zone change is processed as a Type III procedure under SRC chapter 300.**

COMMENT:

As required, this quasi-judicial zone change will be processed as a Type III procedure.

- (d) Submittal requirements. In addition to the submittal requirements for a Type III application under SRC chapter 300, an application for a quasi-judicial zone change shall include the following:**

- (1) An existing conditions plan of a size and form and in the number of copies meeting the standards established by the Planning Administrator, containing the following information:**
 - (A) The total site area, dimensions, and orientation relative to north;**
 - (B) The location of existing structures and other improvements on the site, including accessory structures, fences, walls, and driveways, noting their distance from property lines; and**
 - (C) The location of drainage patterns and drainage courses, if applicable;**

COMMENT:

The attached Existing Condition Plans demonstrate that all of the information listed above has been included with this application (see Exhibit 4).

- (2) A traffic impact analysis, if required, in the format specified, and based on thresholds specified in standards established, by the Director.**

COMMENT:

As required by OAR 660-01200060, the applicant has submitted Transportation Planning Rule Analysis to demonstrate that the zone change will not create a significant effect on the surrounding transportation system beyond currently allowed uses (see Exhibit 5). The memorandum documents that the worst-case development potential scenarios, for both the existing IP zoning and the proposed IC zoning. Based on this analysis, the applicant is proposing trip cap of 596 p.m. peak hour and/or 5,635 daily net new trips for this conditional zone change request. With this trip cap, the proposed zone change complies with the Transportation Planning Rule requirements.

(e) Criteria.

(1) A quasi-judicial zone change shall be granted if all of the following criteria are met:

(A) The zone change is justified based on the existence of one or more of the following:

- (i) A demonstration that there has been a change in the economic, demographic, or physical character of the vicinity such that the proposed zone would be compatible with the vicinity's development pattern; or**

COMMENT:

The City's Economic Opportunity Analysis (EOA) indicates that there is a currently deficient commercial land supply of 271 acres when addressing land needs for the 2015-2035 planning period. During the same planning horizon, there is a surplus of 907 acres of Industrial land. The proposed IC zone will accommodate additional commercial uses that are currently constrained by the City's deficient commercial land supply, helping to address stated needs in the EOA. The existing IP zone permits the development of light industrial, general manufacturing, limited office, and some commercial uses. The proposed IC zone will allow the site to maintain its industrial use designation while allowing for a wider range of eating and drinking establishments, retail sales, personal services, financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic service uses. Therefore, the proposed zone change to IC better meets employment land needs during the 2015-2035 planning horizon than the existing zoning designation.

Currently, between Hawthorne Ave SE and I-5 to the east, there is a mix of IP, IBC (Industrial Business Campus), and IC zoned properties with convenient access to Highway 22 and I-5. Parcels to the north across Kettle Court SE, and properties directly south and west of the site are zoned IP. Across Hawthorne Avenue to the east of the site are IP, IBC and IC zoned parcels. Therefore, the proposed zoning is also compatible with the vicinity's zoning and land development pattern.

- (ii) A demonstration that the proposed zone is equally or better suited for the property than the existing zone. A proposed zone is equally or better suited**

for the property than an existing zone if the physical characteristics of the property are appropriate for the proposed zone and the uses allowed by the proposed zone are logical with the surrounding land uses.

COMMENT:

The proposed zone change from IP to IC addresses specific economic development strategies as recommended in the Salem Economic Opportunities Analysis 2015-2035 (EOA). The EOA recommends that Salem achieve its economic development goal by attracting both traded sector and commercial businesses that have the potential to create higher wages. The report states that Salem's employment land demands can be better met by allocating employment to different land use types, while still maximizing the potential of Industrial designated land. The subject site is currently zoned IP, which significantly limits commercial activities. However, the subject property is highly desirable for broader commercial uses since it has good visibility along Hawthorne Ave SE, it is a large flat parcel, it has convenient access to Highway 22 and I-5, and it is currently served by public utilities. Therefore, since the proposed IC zoning will provide opportunities for a wider range of commercial uses while maintaining an Industrial on the Comprehensive Plan Map, it is equally or better suited for the property than the existing IP zone.

The subject site is located in an area with a mix of industrial and commercial uses. To the north, south, and west are IP zoned properties which are developed with Kettle Foods, the Wells Fargo Customer Service Center, and Lenity Architecture and Planning. To the east across Hawthorne Avenue SE are several hotels in the IP zone. In addition, First Interstate Bank, the Oregon Board of Massage Therapists, and the Oregon Heart Center are developed in the IBC zone. Also to the east of the site are Garten Mail and Packaging, hotels, Sweetly Baked, Davison Douglas CPA, Kuenzi and Co., and USDA Natural Resources in the IC zone. Therefore, the proposed IC zoning is compatible with the surrounding zoning and land use pattern, and it is equally or better suited for the property than the existing IP zone.

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

COMMENT:

The proposed zone change has been initiated by the applicant and current property owner of the site, Northwest Farm Credit Services. Therefore, this criterion does not apply.

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

COMMENT:

The applicant has addressed how this Zone Change application complies with applicable provisions of the Comprehensive Plan in the narrative provided below.

- (D) The zone change complies with applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development.**

COMMENT:

The applicant has addressed how the proposed zone change complies with applicable Statewide Planning Goals in the narrative provided below. The applicant has also addressed how the Zone Change application complies with OAR 660-012-0060 and Transportation Planning Rule criteria in the attached Transportation Planning Rule Analysis (see Exhibit 5).

- (E) If the zone change requires a comprehensive plan change from an industrial designation to a non-industrial designation, or a comprehensive plan change from a commercial or employment designation to any other designation, a demonstration that the proposed zone change is consistent with the most recent economic opportunities analysis and the parts of the comprehensive plan which address the provision of land for economic development and employment growth; or be accompanied by an amendment to the comprehensive plan to address the proposed zone change; or include both the demonstration and an amendment to the comprehensive plan.**

COMMENT:

The zone change does not require a Comprehensive Plan Map change from an industrial designation to a non-industrial designation, therefore the above standards do not apply. However, as discussed above, the applicant has addressed how the proposed zone change from IP to IC is consistent with the 2015-2035 Economic Opportunity Analysis.

- (F) The zone change does not significantly affect a transportation facility, or, if the zone change would significantly affect a transportation facility, the significant effects can be adequately addressed through the measures associated with, or conditions imposed on, the zone change.**

COMMENT:

To comply with Oregon Administrative Rule 660-012-0060, the applicant has submitted Transportation Planning Rule Analysis with this application (see Exhibit 5). The memorandum documents that full development of the site under the existing IP zoning would generate 5,635 net new weekday daily trips, 612 net new a.m. peak hour trips, and 596 net new p.m. peak hour trips under the worst-case development potential scenario. The analysis also indicates that the worst-case scenario under the proposed IC zoning would generate 6,147 net new weekday daily trips, 641 net new a.m. peak hour trips, and 646 net new p.m. peak hour trips. To ensure that the proposed IC zone does not have a significant effect on the surrounding transportation system, the applicant is proposing that the City apply a trip cap to this conditional zone change request. The proposed trip cap is 596 p.m. peak hour and/or 5,635 daily net new trips. With this trip cap, the proposed zone change will comply with the Transportation Planning Rule requirements.

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

COMMENT:

As demonstrated by the attached Existing Conditions Plans, public transportation facilities currently serve the subject site (see Exhibit 4). The eastern boundary of the site fronts Hawthorne Ave SE, which is classified as a Major Arterial, and frontage improvements have already been installed to meet City standards. Although currently serving as an access drive, Farm Credit Drive SE was developed to meet Local Street standards. Frontage improvements were also recently installed along Kettle Court SE, a private street, between Farm Credit Drive SE and Hawthorne Drive SE. As discussed above, the proposed trip cap will ensure that existing transportation system remains capable of accommodating permitted use under the proposed IC zone (see Exhibit 6).

The attached Overall Utility Plan demonstrates that the property is capable of being served by public utility facilities and services which support uses allowed under the IC zone. The plan indicates that an 8-in. public water main is currently extended through the site and ties into main lines within Hawthorne Avenue SE and Kettle Court SE. Sanitary sewer service for existing and future development is provided by an 8-in main line within Farm Credit Drive and a main line within the Hawthorne Avenue right-of-way. Several on-site stormwater facilities were constructed when the existing office building and the street improvements were developed. Future development on the subject property will also be required to manage drainage from new impervious surfaces on-site and then release stormwater at pre-development rates into the existing 12-in. public storm main within Farm Credit Drive.

- (2) The greater the impact of the proposed zone changes on the area, the greater the burden on the applicant to demonstrate that the criteria are satisfied.**

COMMENT:

The subject site is currently located adjacent to developed properties within IP, IBC, and IC zones. Adjacent parcels to the north and south are zoned IP zone and developed with Kettle Foods, Wells Fargo Customer Service Center, Lenity Architecture, and The Lotus Studio. Adjacent IBC zoned properties on the east side of Hawthorne Ave SE are utilized for hospitality/hotel uses and government uses. Also to the east of the site are several IC zoned properties. One parcel is owned by the Oregon Heart Center, which uses the property for a health services use. Another IC parcel is developed with Garten Services, a shipping a recycling services facility. To the northeast is a large IC zoned parcel containing the Park 5 Center with an AT&T Store, the Numotion wheelchair store and R&J Mobility Center, Columbia Distributing, the Momiji sushi restaurant, Chase Bank, and Farmers Insurance. Permitted commercial uses in the IC zone include eating and drinking establishments, retail sales, personal services, retail financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic services. All of these commercial uses are compatible with adjacent industrial uses when developed according to City standards in the IC zone.

Section 265.025: When Zone Change Requires Comprehensive Map Amendment.

A zone change may require an amendment to the comprehensive plan map. A zone change requires an amendment to the comprehensive plan map when the zone proposed with the change requires a different corresponding plan map designation. If an amendment to the comprehensive plan map is required, the zone change and comprehensive plan map amendment shall be consolidated under SRC chapter 300.

COMMENT:

The subject site is currently designated Industrial on the Salem Comprehensive Plan Map. The Industrial designation permits Industrial Business Campus (IBC), Industrial Park (IP), Industrial Commercial (IC), and General Industrial (IG) zoning. Since the proposed IC zoning is consistent with the existing Industrial designation, a Comprehensive Plan Map Amendment is not required.

B. SALEM COMPREHENSIVE POLICIES PLAN

Chapter IV: Salem Urban Area Goals and Policies

GENERAL

A. GENERAL DEVELOPMENT

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

Optimal Use of the Land

7. Structures and their siting in all residential, commercial, and

industrial developments shall optimize the use of land. The cumulative effect of all new residential development in the Salem urban area should average 6.5 dwelling units per gross acre of residential development. Development should minimize adverse alteration of the natural terrain and watercourses, the potential for erosion and adverse effects upon the existing topography and soil conditions.

COMMENT:

The applicant is proposing a zone change to amend the site's Zoning Map designation from IP to IC. The proposed zone change addresses specific economic development strategies recommended in the Salem Economic Opportunities Analysis 2015-2035 (EOA). The EOA recommends that Salem achieve its economic development goal of attracting commercial businesses and meeting commercial and employment land demands, by encouraging the development of different land use types, while maximizing the potential of Industrial designated land. The existing IP zone permits the development of light industrial, general manufacturing, limited office, and some commercial uses. Under the IC zone, permitted uses include a broader range of eating and drinking establishments, retail sales, personal services, retail financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic services. The additional permitted commercial uses will help optimize land that is designated as Industrial on the Comprehensive Plan Map, while helping to address the need to accommodate more commercial uses. The EOA indicates that there is a currently deficient commercial land supply of 271 acres during the 2015-2035 planning period.

D. GROWTH MANAGEMENT

GOAL: To manage growth in the Salem urban area through cooperative efforts of the City of Salem and Marion and Polk Counties, to ensure the quality of life of present and future residents of the area, and to contain urban development and to preserve adjacent farm lands by:

- b. Planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.**

Development Guided by Growth Management

- 1. Unless the City of Salem finds that existing water and sewer facilities have adequate capacity to accommodate new growth, the conversion of urbanizable land within the Salem urban area to urban uses shall be guided by a growth management program which provides for the orderly and economically efficient extension of public facilities and services, while taking into consideration the need for an adequate supply of land to meet future development requirements. The growth management program shall encourage the development of vacant lands that have urban services before the extension of services beyond presently served areas.**

COMMENT:

The attached Existing Conditions Plans demonstrate that the subject site is located within the city limits of Salem, and the property is currently served by public transportation and utility facilities (see Exhibit 4). When these public facilities were constructed to serve IBC, IP, and IC zoned properties, they were sized to accommodate potential uses allowed in those zones and facilitate orderly development in the area.

Sizing Facility Extensions

- 4. The extension of sewer, water, storm drainage, and transportation facilities within the Salem urban area shall be in conformity with the adopted growth management program. Public water and sewer facilities shall be sized and constructed to serve the areas within the urban growth boundary.**

COMMENT:

As required, when sanitary sewer, water, storm sewer, and transportation facilities were extended through the subject site with the Farm Credit Drive improvements, they were sized to meet City standards and accommodate full development of the subject property and other parcels in the vicinity of the site.

Coordinated with Public Facilities Plan

- 5. The extension of sewer, water, storm drainage, transportation and other facilities and services shall be designed and coordinated to accommodate densities cited in the Public Facilities Plan.**

COMMENT:

The attached Existing Conditions Plan demonstrates that public utilities which currently serve the site will be able to accommodate permitted uses when IC zoning is applied (see Exhibit 4). The applicant has also submitted the attached Transportation Planning Rule Analysis, which indicates that uses permitted under the proposed IC zoning can be accommodated by the existing transportation system when a trip cap is applied to this condition zone change (see Exhibit 6).

Development Requiring Water and Sewer

- 7. Within the Salem urban area, residential subdivisions, mobile home parks, multi-family residential, commercial and industrial development shall be permitted only within the County service districts or within the City of Salem where public sewer and water services are available and other urban facilities are scheduled pursuant to an adopted growth management program. Exceptions to this policy may only be permitted if mutually agreed to by the City and the appropriate County.**

COMMENT:

The attached Existing Condition Plans demonstrate that the subject site is currently served with public water and sewer services (see Exhibit 4). Therefore, an Urban Growth Area Permit is not required for the proposed zone change.

Infill on Facilities

- 9. New development shall be encouraged to locate in areas where facilities are already available and in areas which require the least public costs to provide needed facilities and services.**

COMMENT:

The attached Existing Conditions Plan indicates that the northeast portion of the site is currently developed and is fully served by public facilities. Since the proposed IC designation will permit a wider range of commercial uses than the existing IP designation, development of the remainder of the site under the proposed IC designation CAN help address commercial land deficiencies identified in the 2015-2035 EOA.

Facility Responsibility

- 11. Where development creates a demand for new or expanded facilities and services, a share of the costs of new or expanded facilities and services should be borne by the new development itself.**

COMMENT:

The attached Existing Conditions Plan and Transportation Planning Rule Analysis demonstrate that existing public utility and transportation facilities have the capacity to serve the site when zoned IC (see Exhibits 4 and 5).

Economy and Employment

The City of Salem values its employment lands as it strives to increase the economic prosperity of Salem residents and businesses. These employment lands – including mixed-use, commercial and industrial land – were the focus of the Salem Economic Opportunities Analysis 2015-2035 (EOA) adopted in 2015. The purpose of the EOA was to develop strategies to provide enough land to meet Salem’s future employment land needs, inform policy decisions related to land use, and respond to Keizer’s Economic Opportunities Analysis.

The EOA, which is consistent with Statewide Planning Goal 9, found that Salem’s portion of the Salem-Keizer Urban Growth Boundary (UGB) – the Salem Urban Area – has a deficit of 271 acres of commercial land and a surplus of 907 acres of industrial land. It recommended strategies to meet Salem’s employment land needs,

including preserving key employment land for traded-sector uses and identifying areas for conversion from industrial to commercial uses. The EOA uses a 20-year employment forecast that assumes employment will grow at the same rate as population, an average annual growth rate of 1.25 percent. That growth rate is based on the coordinated population forecast adopted by Marion County in 2009 for the urban areas of the county. The coordinated forecast included a forecast for the Salem-Keizer UGB, which is projected to have 319,203 people in 2035. Salem's portion of the UGB is expected to grow from 210,035 people in 2015 to 269,274 people in 2035.

The EOA is a support document that serves as a policy guide for this Plan. It has informed the following goals and policies related to mixed-use development, commercial development, economic development, and industrial development.

H. ECONOMIC DEVELOPMENT

GOAL: Strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability.

GOAL: Grow and attract traded-sector businesses, especially businesses with above average wages.

COMMENT:

The proposed zone change from IP to IC addresses specific economic development strategies as recommended in the Salem Economic Opportunities Analysis 2015-2035 (EOA). The EOA recommends that Salem achieve its economic development goal by attracting both traded sector and commercial businesses that have the potential to create higher wages. The report states that Salem's employment land demands can be better met by allocating employment to different land use types while maximizing the potential of its industrial land. The subject site is currently zoned Industrial Park, which significantly limits commercial activities. However, the subject property is highly desirable for broader commercial uses since it has good visibility along Hawthorne Ave SE, it is a large flat parcel, it has convenient access to Highway 22 and I-5, and it is currently served by public utilities. Permitted commercial uses in the IC zone include eating and drinking establishments, retail sales, personal services, retail financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic services, all of which are significantly limited uses or non-permitted uses in the IP zone. The proposed IC zoning will provide opportunities for a wider range of commercial uses, increasing the potential to strengthen Salem's economy with traded-sector businesses that are more likely to provide above average wages.

I. INDUSTRIAL DEVELOPMENT

GOAL: To encourage and promote industrial development which strengthens the economic base of the community by increasing traded-sector employment, especially in sectors that pay higher-than-average wages, and minimizes air and

water pollution.

Industrial Land Inventory

- 1. Maintain a long-term (20 year) industrial land inventory which provides a full range of small, medium, and large parcel sizes and locations to sustain a competitive market for industrial sites. Maintaining a long-term supply of industrial land will require identifying and preserving key high value industrial land, especially areas where the City has made substantial investments in infrastructure. High value industrial land has the following characteristics: it is designated for industrial uses, in flat parcels, most frequently in large parcels at least 10 acres in size, located within an industrial district, has direct access to a state highway or I-5, and is serviced or planned to be serviced with water and wastewater infrastructure.**

COMMENT:

The proposed zone change will not impact the City’s existing industrial land inventory since both the IP and IC zones are permitted under the existing Industrial Comprehensive Plan Map designation. This property is highly desirable for all uses permitted under the Industrial designation since it is a flat parcel, contains at least 10 acres, has convenient access to Highway 22 and I-5, and is served by existing public water and wastewater facilities. The proposed zone change from IP to IC maintains the Industrial land designation while allowing a wider range of commercial uses.

- 3. Ensure a sufficient short-term supply of serviced industrial land that is suitable for construction within one year of application for a building permit or request for service extension.**

COMMENT:

The Existing Condition Plans demonstrate that public transportation and utility facilities are currently available for full development of the site (see Exhibit 4). The applicant intends to subdivide the property during the fall of 2022, therefore construction of additional development on the property could occur within a relatively short timeframe.

Public Facilities, Services, and Utilities

- 5. Appropriate public facilities, services, and utilities are essential for industrial development. The industrial areas currently serviced by public facilities, services, and utilities provide the best opportunity to maximize past and future public investments in infrastructure. Systems expansion to promote infill development and redevelopment of the currently serviced areas shall be given priority for public funding of facilities, services, and utilities.**

Expansion of public facilities, services, and utilities beyond the existing, developed, industrial areas shall be coordinated to maximize public investment based on:

- a. Expansion of the facilities, services, and utilities serves the community's interests;**

COMMENT:

As demonstrated by the attached Existing Conditions Plans, public transportation facilities currently serve the subject site (see Exhibit 4). The eastern boundary of the site fronts Hawthorne Ave SE, which is classified as a Major Arterial and frontage improvements have already been installed to meet City standards. Although currently serving as an access drive, Farm Credit Drive SE was developed to meet Local Street standards. Frontage improvements were also recently installed along Kettle Court SE, a private street, between Farm Credit Drive SE and Hawthorne Drive SE. As required, these improvements were installed in coordination with the City of Salem so that they serve the community's interest.

The attached Overall Utility Plan illustrates which utility improvements were installed when Farm Credit Drive and the other frontage street improvements were constructed (see Exhibit 4). The plan indicates that an 8-in. public water main is extended through the site and ties into main lines within Hawthorne Avenue SE and Kettle Court SE. Sanitary sewer service for existing and future development is provided by an 8-in main line within Farm Credit Drive and by the main line within the Hawthorne Avenue right-of-way. Several on-site stormwater facilities were constructed when the existing office building and the street improvements were developed. Future development on the subject property will also be required to manage drainage from new impervious surfaces on-site and then release stormwater at pre-development rates into the existing 12-in. public storm main within Farm Credit Drive.

Traffic

- 10. Traffic generated by industrial uses should be diverted away from residential areas when feasible and should have convenient access to arterial or collector streets.**

COMMENT:

Currently, between Hawthorne Ave SE and I-5 to the east, there is a mix of IP, IBC (Industrial Business Campus), and IC zoned properties with convenient access to Highway 22 and I-5. Parcels to the north across Kettle Court SE, and properties directly south and west of the site are zoned IP. Across Hawthorne Avenue to the east of the site are IP, IBC and IC zoned parcels. Therefore, the proposed IC zoning is consistent with the existing land use pattern. No residential areas are located in the vicinity of the subject site.

Diverse Interests

- 17. Land development regulations should provide for a variety of industrial development opportunities.**

COMMENT:

Currently, the subject site is zoned IP, which permits light industrial, office, and some manufacturing and commercial uses. However, the proposed IC zoning allows a greater variety of commercial, retail, and service uses. As such, the proposed zone change to IC will provide more diverse development opportunities.

PUBLIC SERVICES AND FACILITIES

J. TRANSPORTATION

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

Connectivity and Circulation

- 5. The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.**

COMMENT:

As discussed above, the site's Hawthorne Avenue frontage and Farm Credit Drive were recently improved to meet City standards. The subject site currently has excellent access to major population areas and truck routes in east Salem. The local workforce and freight transporters can access the site from Hawthorne Avenue SE, a major arterial street. Hawthorne Avenue SE in turn provides convenient connections to Highway 22 and I-5 to the south, as well as to State Street, Center Street, and Market Street to the north. These transportation facilities are currently improved and have the capacity to support the safe and efficient movement of goods and people to and from the subject property.

Growth Management

- 8. The construction of transportation facilities shall be timed to coincide with community needs, and shall be implemented in such a way as to minimize impacts on existing development.**

COMMENT:

The Hawthorne Avenue SE and Highway 22/Mission Street SE intersection and transportation facilities were initially improved in the 1990s to accommodate the adjacent development of Costco and several hotels located along Hawthorne Avenue. As demonstrated by the attached Existing Condition Plans, frontage improvements were installed along Hawthorne Ave SE when Farm Credit Drive SE was constructed. In addition, frontage improvements were also recently installed along Kettle Court SE, a private street, between Farm Credit Drive SE and Hawthorne Drive SE. These transportation facility improvements were installed in anticipation of subdividing the site for future development. As such, the construction of transportation improvements occurred so that impacts to existing development was minimized.

- 9. Improvements to the transportation system, in addition to those in or abutting a development, may be required as a condition of approval of subdivisions and other intensifications of land use.**

COMMENT:

The applicant is proposing to change the site's zoning from IP to IC. No new development is proposed with this Zone Change application. The attached Transportation Planning Rule Analysis indicates that the zone change with the proposed trip cap will not create a significant impact to the performance of the surrounding transportation system or affect the functional classification of area roadways (see Exhibit 5).

- 10. To mitigate traffic impacts placed on areawide transportation facilities by new development, Transportation System Development Charges, as defined by Oregon Revised Statutes and local government ordinances, may be collected.**

COMMENT:

The attached Existing Conditions Plan indicates that an existing office building is located in the northeast corner of the site. When new development occurs within the remainder of the site, appropriate Transportation SDCs will be paid by the developer.

Accessibility for People with Disabilities

- 16. The transportation system shall be designed with consideration of the needs of people with disabilities by meeting the requirements set forth in the Americans with Disabilities Act.**

COMMENT:

As required, when the applicant recently developed Farm Credit Drive and the frontage improvements along Hawthorne Avenue and Kettle Court, the transportation improvements were constructed to ADA standards (see Exhibit 4).

Economic Development

- 17. Supportive of the mobility needs of businesses and industries, the transportation system shall consist of the infrastructure necessary for the safe and efficient movement of goods, services, and people throughout the Salem Urban Area. The Salem Transportation System Plan shall include consideration of the area's rail, aviation, inland marine, pipeline, and truck movement network. The Plan shall include ways to facilitate the intermodal transfer of freight in the area.**

COMMENT:

The attached Existing Conditions Plan demonstrates that transportation facilities adjacent to and within the subject site have been designed to accommodate the safe and efficient movement of goods, services, and people in accordance with the above policy (see Exhibit 4).

K. OPEN SPACE, PARKS AND RECREATION

GOAL: To provide for the recreation needs of the Salem urban area through the acquisition and development of adequate parks and recreation facilities.

Park Acquisition and Development

- 1. Public parks shall be acquired and developed as recommended by the Comprehensive Park System Master Plan. Early acquisition of park sites shall be considered in anticipation of future needs and to minimize land costs as described in the Urban Growth Management Program.**

COMMENT:

The City's Comprehensive Park System Master Plan does not identify the subject property as a potential public park site. Therefore, the proposed IC zone meets the above goal and policy.

L. SCHOOL LOCATION AND DEVELOPMENT

GOAL: To ensure that the coordination of planning, siting, development of schools is consistent with the Salem Area Comprehensive Plan.

Acquisition Sites

- 4. Acquisition of school sites should be coordinated with the cities and Counties to further the joint acquisition and development of park and school sites and to permit the joint use of school and park facilities.**

COMMENT:

The subject site has not identified as a school site; therefore, the proposed zone change meets the above goal and policy.

NATURAL RESOURCES

N. SCENIC AND HISTORIC AREAS, NATURAL RESOURCES AND HAZARDS

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

Natural, Ecological, Historic and Scenic Areas

- 3. Identified areas of significant architectural, archeological, natural, ecological, historic or scenic value, which have been so designated and approved by the appropriate governing body, shall be protected for future generations. Where no conflicting uses have been identified, such resources shall be managed to preserve their original character. When conflicting uses are identified, resources shall be protected by acquisition or by plans which limit the intensity of development and promote conservation of these resources.**

COMMENT:

According to the attached Pre-Application Conference Report, the subject site is located within a High Probability Archaeological Zone (see Exhibit 2). The Existing Condition Plans also indicates that several wetlands are located on the property (see Exhibit 4). There are no architectural or scenic resources on the site. An existing office building and associated site improvements were recently approved and constructed on the property. However, the applicant is not proposing new development with this zone change request. Therefore, impacts to natural, ecological, historic, or scenic resources are not proposed.

Drainage Courses

- 4. Storm water storage facilities shall be located, designed, and maintained in accordance with the Storm Water Master Plan and the Comprehensive Parks System Master Plan in order to facilitate joint use of such facilities to the extent possible.**

COMMENT:

As required, existing stormwater facilities on the site were designed and constructed in accordance with the City's Stormwater Master Plan (see Exhibit 4).

Waterways

- 5. Waterways shall be protected, preserved, and maintained as**

drainage courses and scenic, recreational, and natural resources. These characteristics shall be considered during the development review process. Public access to waterways for maintenance purposes should be provided.

COMMENT:

As indicated on the attached Existing Condition Plans, the subject site does not contain a waterway, however the parcels do contain two wetlands and a floodplain area (see Exhibit 4).

Wildlife Habitats

- 6. Identified significant wildlife habitats shall be protected and managed in accordance with State wildlife management practices. The importance of riparian vegetation as wildlife habitat shall be considered during the development review process.**

COMMENT:

There are no identified significant wildlife habitats on the subject site. Therefore, the proposed IC zone conforms to this policy.

Flood Hazards

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

COMMENT:

The attached Existing Condition Plans indicate that a 100-year floodplain is located in the central portion of the site. No new development is proposed with this Zone Change application. As required, future development on the site will be subject to the Chapter 601 standards of the Salem Unified Development Code.

Geologic Hazards

- 8. Development in areas identified as geologically hazardous shall be prohibited, or permitted only to the extent the hazard is correctable without impairing other properties.**

COMMENT:

Development of the site is not proposed at this time. However, future development will not occur in areas containing geological hazards.

Historic Sites and Structures

10. The historic, cultural and architectural character of structures identified in the National Register of Historic Places and structures designated as historic buildings pursuant to the City's land use shall be preserved. Preservation is achieved by limiting those uses that conflict with the historic resource, identified to be building alteration and demolition. The City's land use regulations the process for alteration/demolition review and limitation, as well as the procedure for making additional designations.

COMMENT:

The subject site does not contain documented historic sites or structures. As such, the proposed zone change conforms to this policy.

Wetlands

11. Salem urban area wetlands shall be identified, inventoried, and documented as to their significance as a resource. Such activities shall be coordinated among the jurisdictions. Appropriate comprehensive plan policies and development regulations shall be adopted by the next periodic review. In the interim development in areas identified as wetlands shall be permitted only to the extent granted by State and Federal regulatory agencies.

COMMENT:

The attached Existing Condition Plans identify two wetland areas on the subject site, located within the northern portion of the property near Kettle Court SE, and along the eastern boundary adjacent to Hawthorne Avenue SE. Development of the site is not proposed with this zone change application, therefore impacts to wetlands will not occur.

C. OREGON STATEWIDE PLANNING GOALS

Goal 1: Citizen Involvement

Summary: Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

COMMENT:

The requested land use action is to change the Zoning Map designation from IP (Industrial Park) to IC (Industrial Commercial). As required, citizens will have the opportunity to comment on the proposed map amendments at public hearings before the Planning Commission and City Council.

Goal 2: Land Use Planning

Summary: Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

COMMENT:

As required, the applicant's narrative addresses how the proposed land use change meets applicable goals and policies of the City of Salem Comprehensive Plan. The applicant's proposal does not require an exception to any Statewide Planning Goals.

Goal 3: Agricultural Lands

Summary: Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, Division 33.

COMMENT:

The subject site is currently located within the City of Salem Urban Growth Boundary. Since the site is not classified as "agricultural lands", the proposed IC designation is consistent with Goal 3.

Goal 4: Forest Lands

Summary: This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."

COMMENT:

The attached Existing Conditions Plan demonstrates that the site does not include designated forest lands. Therefore, Goal 4 is not applicable to the proposed zone change.

Goal 5: Open Spaces, Scenic and Historic Areas and Natural Resources

Summary: Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

COMMENT:

The City's Local Wetland Inventory identifies two wetland areas on the subject site, located within the northern portion of the property near Kettle Court SE, and along the eastern property boundary adjacent to Hawthorne Avenue SE. Development is not proposed within an area of designated wetlands. Therefore, the proposed zone change conforms to this goal.

Goal 6: Air, Water and Land Resources Quality

Summary: This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

COMMENT:

Under the proposed IC zoning, permitted uses will be required to comply with local, state, and federal air, water, and land resource quality standards.

Goal 7: Areas Subject To Natural Disasters and Hazards

Summary: Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.

COMMENT:

The attached Existing Condition Plans indicate that there is a 100-year floodplain in the central portion of the site. As required, future development on the site will be subject to the Chapter 601 standards of the Salem Unified Development Code so that appropriate safeguards are implemented.

Goal 8: Recreation Needs

Summary: This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting of destination resorts.

COMMENT:

The City's Comprehensive Park System Master Plan does not identify the subject property as a potential park site. As such, the proposed IC zone is consistent with Goal 8.

Goal 9: Economic Development

Summary: Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.

COMMENT:

The proposed IC zone will permit a greater variety of the commercial uses to be developed on the site than the current IP zone, helping to address the need for additional land within the Salem-Keizer UGB which can be developed with commercial uses. The City's Economic Opportunity Analysis (EOA) indicates that there is a currently deficient commercial land supply of 271 acres when addressing land needs for the 2015-2035 planning period. During the same planning horizon, there is a surplus of 907 acres of Industrial land. The proposed IC zone will accommodate additional commercial uses that are constrained by the City's deficient commercial land supply, helping to address stated needs in the EOA. Permitted commercial uses in the IC zone include eating and drinking establishments, retail sales, personal services, retail financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic services, all which are significantly limited uses or non-permitted uses in the IP zone. All of these commercial uses will be compatible with adjacent industrial uses when developed according to City standards in the IC zone.

Goal 10: Housing

Summary: This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

COMMENT:

Since this proposal does not involve land that is designated Residential on the City's Comprehensive Plan Map, the proposed zone change is consistent with Goal 10.

Goal 11: Public Facilities and Services

Summary: Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should to be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.

COMMENT:

As demonstrated by the attached Existing Conditions Plans, public transportation facilities currently serve the subject site (see Exhibit 4). The eastern boundary of the site fronts Hawthorne Ave SE, which is classified as a Major Arterial, and frontage improvements have already been installed to meet City standards. Although currently serving as an access drive, Farm Credit Drive SE was also recently developed to meet Local Street standards. In addition, frontage improvements were installed along Kettle Court SE, a private street, between Farm Credit Drive SE and Hawthorne Drive SE. The proposed trip cap discussed above ensures that the existing transportation system remains capable of accommodating permitted uses under the proposed IC zone (see Exhibit 5).

The attached Overall Utility Plan demonstrates that the property is capable of being served by public utility facilities and services which support uses allowed under the IC zone. The plan indicates that an 8-in. public water main is extended through the site and ties into main lines within Hawthorne Avenue SE and Kettle Court SE. Sanitary sewer service for existing and future development is provided by an 8-in main line within Farm Credit Drive and a main line within the Hawthorne Avenue right-of-way. Several on-site stormwater facilities were constructed when the existing office building and the street improvements were developed. Future development on the subject property will also be required to manage drainage from new impervious surfaces on-site before stormwater is released at pre-development rates into the existing 12-in. public storm main within Farm Credit Drive.

Goal 12: Transportation

Summary: The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."

COMMENT:

As demonstrated by the attached Existing Conditions Plans, public transportation facilities currently serve the subject site (see Exhibit 4). The eastern boundary of the site fronts Hawthorne Ave SE, which is classified as a Major Arterial and frontage improvements have already been installed to meet City standards. Although currently serving as an access drive, Farm Credit Drive SE was developed to meet Local Street standards. Frontage improvements were also recently installed along Kettle Court SE, a private street, between Farm Credit Drive SE and Hawthorne Drive SE.

To ensure that the proposed IC zone does not have a significant effect on the surrounding transportation system, the applicant is proposing that the City apply a trip cap to this conditional zone change request. The proposed trip cap is 596 p.m. peak hour and/or 5,635 daily net new trips. With this trip cap, the proposed zone change will comply with the Transportation Planning Rule requirements (see Exhibit 6). Therefore, with approval of the submitted Zone Change application, the existing transportation system will continue to provide safe, convenient, and economic facilities for the community.

Goal 13: Energy

Summary: Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

COMMENT:

Efficient energy services are currently available to the subject site, therefore the proposed zone change complies with Goal 13.

Goal 14: Urbanization

Summary: This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land."

COMMENT:

The proposed IC zone will permit a greater variety of the commercial uses to be developed on the site than the current IP zone, helping to address the need for additional land within the Salem-Keizer UGB which can be developed with commercial uses. The City's Economic Opportunity Analysis (EOA) indicates that there is a currently deficient commercial land supply of 271 acres when addressing land needs for the 2015-2035 planning period. During the same planning horizon, there is a surplus of 907 acres of Industrial land. The proposed IC zone will accommodate additional commercial uses that are constrained by the City's deficient commercial land supply, helping to address stated needs in the EOA. Permitted commercial uses in the IC zone include eating and drinking establishments, retail sales, personal services, retail financial services, motor vehicle sales and services, commercial entertainment, medical services, and civic services, all which are significantly limited uses or non-permitted uses in the IP zone. All of these commercial uses are compatible with adjacent industrial uses when developed according to City standards in the IC zone.

IV. SUMMARY AND CONCLUSIONS

Based on the above findings, the applicant has demonstrated compliance with applicable sections of the Salem Unified Development Code, Salem Comprehensive Policies Plan, and Oregon Statewide Planning Goals. Therefore, the applicant requests that the Zone Change application be approved.

VI. EXHIBITS

- 1. Application Form**
- 2. City Pre-Application Conference Report**
- 3. Property Deed**
- 4. Existing Conditions Plans**
- 5. Transportation Planning Rule Analysis**
- 6. Neighborhood Association Contact Documentation**
- 7. Salem-Keizer Transit Contact Documentation**



MEMO

TO: Olivia Dias, Current Planning Manager
Community Development Department

FROM: Laurel Christian, Development Services Planner II
Public Works Department

DATE: January 5, 2023

**SUBJECT: PUBLIC WORKS RECOMMENDATIONS
CPC-ZC22-07 (22-119398)
380 FARM CREDIT DRIVE SE
CPC/ZC**

PROPOSAL

A consolidated Minor Comprehensive Plan Map Amendment and Neighborhood Plan Map Amendment from Industrial to Industrial Commercial and Zone Change from Industrial Park (IP) to Industrial Commercial (IC) for property approximately 10 acres in size and located at 380 Farm Credit Drive SE – 97301 (Marion County Assessor Map and Tax Lot Number: 073W36A / 1300).

RECOMMENDED CONDITIONS OF APPROVAL

1. The transportation impacts from the 10.18-acre site shall be limited to a maximum cumulative total of 5,635 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.

Urban Growth Area Development Permit—The subject property is located outside of the Urban Service Area. However, because the proposed development does not precede construction of required facilities, an Urban Growth Area Development permit is not required.

FACTS AND FINDINGS

Streets

1. Hawthorne Avenue SE
 - a. Standard—This street is designated as a major arterial street in the Salem TSP. The standard for this street classification is a 68-foot-wide improvement within a 96-foot-wide right-of-way.
 - b. Existing Condition—This street has an approximate 68-foot-wide improvement within a 100-foot-wide right-of-way abutting the subject property.
2. Farm Credit Drive SE
 - a. Standard—This street is designated as a local street in the Salem TSP. The standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
 - b. Existing Condition—This street has an approximate 30-foot-wide improvement within a 60-foot-wide right-of-way that will be dedicated as part of this subdivision application SUB22-08.
3. Kettle Court SE
 - a. Standard—This street is designated as a private street in the Salem TSP.
 - b. Existing Condition—This street has an approximate 34-foot-wide improvement within a 40-foot-wide easement.

Water

1. Existing Conditions
 - a. The subject property is located within the G-0 water service level.
 - b. A 16-inch water main is located in Hawthorne Avenue SE.
 - c. An 8-inch water main is located in Farm Credit Drive SE.
 - d. A 12-inch water main is located in Kettle Court SE.

Sanitary Sewer

1. Existing Conditions
 - a. A 12-inch sewer main is located in Hawthorne Avenue SE.
 - b. An 8-inch sewer main is located in Farm Credit Drive SE.
 - c. A 10-inch sewer main is located in Kettle Court SE.

Storm Drainage

1. Existing Conditions
 - a. A 15-inch storm main is located in Hawthorne Avenue SE.
 - b. A 10-inch storm main is located in Farm Credit Drive SE.

Parks

The proposed development is served by Cascades Gateway Park, approximately one-half mile southeast of the subject property.

Natural Resources

1. Wetlands—The Salem-Keizer Local Wetland Inventory shows that there are hydric soils and/or linear wetland area(s) mapped on the property.
2. Floodplain—An existing “AE” floodplain is located on the subject property as designated on the Federal Emergency Management Agency floodplain maps. Development within the floodplain requires a floodplain development permit and is subject to the requirements of SRC Chapter 601.
3. Landslide Hazards—City records show there may be category 2 landslide hazard areas mapped on the subject property.

CRITERIA AND FINDINGS

Criteria: SRC 265.005(e)(1)(F) The zone change does not significantly affect a transportation facility, or, if the zone change would significantly affect a transportation facility, the significant effects can be adequately addressed through the measures associated with, or conditions imposed on, the zone change.

Finding: The applicant has submitted a TPR Analysis that is required to address the Transportation Planning Rule (OAR 660-012-0060). The TPR Analysis demonstrates that with the recommended trip cap, the proposed CPC/ZC will not have a significant impact on the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer concurs with the TPR Analysis findings and recommends a condition to limit the development on the 10.18-acre site to 5,635 average daily vehicle trips.

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

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

Prepared by: Laurel Christian, Development Services Planner II



MEMORANDUM

DATE: August 8, 2022

TO: Steve Ward | Westech Engineering Inc.

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

SUBJECT: Northwest Farm Credit Services
Transportation Planning Rule Evaluation



P22126-000

This memorandum presents the findings of an evaluation of potential traffic impacts associated with the proposed zone change for the property located on the southwest corner of Hawthorne Avenue SE and Kettle Court SE in Salem, Oregon. The owner of the property desires to rezone the 10.18-acre parcel to allow for the development of office building space for Northwest Farm Credit Services. The property is located within the City of Salem and is zoned Industrial Park (IP) with a comprehensive plan designation of Industrial (IND). The desired zoning is Industrial Commercial (IC) and will not require a comprehensive plan zone change.

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 currently.

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 (IP) TRIP GENERATION

Under the existing Industrial Park (IP) zoning there are several permitted land uses,¹ including the ones listed below. The IP zone allows industrial uses or uses providing commercial services to industrial users.

- Short-term commercial lodging
- Eating and drinking establishments
- Office activities including banks, insurance, real estate, engineering, accounting
- Parks and open space
- Child daycare
- Emergency services
- General wholesaling
- Warehousing and distribution

For the purposes of identifying the reasonable worst case trip generation for the existing IP 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 IP are presented in Table 1.

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

LAND USE (ITE CODE)	UNITS ^A	WEEKDAY TRIP GENERATION RATES ^B		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
SHORT TERM COMMERCIAL LODGING (310)	Rooms	8.00	0.46	0.59
FAST-FOOD RESTAURANT WITH DRIVE-THROUGH WINDOW (934)	KSF	467.00	51.00	51.00
DAYCARE (565)	KSF	48.00	11.00	11.00
BUSINESS PARK (770)	KSF	12.00	1.35	1.22
GASOLINE/SERVICE STATION (944)	VFP	172.00	10.00	14.00

^A KSF = 1,000 square-feet, VFP = Vehicle Fueling Positions

^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 two fast food restaurants, a daycare, a business park, and a gas station with 12 vehicle fueling positions can be accommodated at this location. Table 2 presents the daily and peak hour trip generation for the reasonable worst-case development scenario under IP zoning and includes reductions for pass-by trips. As shown, the developments would generate up to 5,635 net new weekday daily trips, 612 net new a.m. peak hour trips, and 596 net new p.m. peak hour trips.

¹ A list of permitted land uses for IP zoning can be found in the Salem Revised Code, Title X, Chapter 553.

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

LAND USE (ITE CODE)	SIZE	AVERAGE WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
FAST FOOD RESTAURANTS WITH DRIVE-THROUGH WINDOW (934)	2 x 2.5 KSF	2,335	255	255
<i>PASS-BY TRIPS (50%)</i>		(1,167)	(127)	(127)
DAYCARE (565)	5 KSF	240	55	55
BUSINESS PARK (770)	280 KSF	3360	378	342
GASOLINE/SERVICE STATION (944)	12 VFP	2,064	120	168
<i>PASS-BY TRIPS (58%)</i>		(1,197)	(69)	(97)
TOTAL TRIPS GENERATED		7,999	808	820
<i>PASS-BY TRIPS</i>		(2,364)	(196)	(224)
NET NEW TRIPS		5,635	612	596

PROPOSED ZONING (IC) TRIP GENERATION

Under the proposed Industrial Commercial (IC) zoning, similar types of land uses are allowed as the Industrial Park (IP) zoning. However, this zoning also includes car dealerships, nursing homes, and medical clinics.² For the purposes of identifying the reasonable worst case trip generation for the proposed IC 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 IC are presented in Table 3.

TABLE 3: TRIP GENERATION RATES FOR PERMITTED LAND USES UNDER IC ZONING

LAND USE (ITE CODE)	UNITS ^A	WEEKDAY TRIP GENERATION RATES ^B		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
AUTOMOBILE SALES, NEW (840)	KSF	27.85	1.85	2.40
NURSING HOME (620)	KSF	6.76	0.56	0.60
MEDICAL CLINIC (630)	KSF	37.60	2.77	3.70

^A KSF = 1,000 square-feet

^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 similar to the IP zoning worst-case development except substituting a 20 KSF medical clinic for Business Park space. Table 4 presents the daily and peak hour trip generation for the reasonable worst-case development scenario under IC zoning and includes reductions for pass-by trips. As shown, the development would generate 6,147 net new weekday daily trips, 641 net new a.m. peak hour trips, and 646 net new p.m. peak hour trips.

² A list of permitted land uses for IC zoning can be found in the Salem Revised Code, Title X, Chapter 551.

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

LAND USE (ITE CODE)	SIZE	AVERAGE WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
FAST FOOD RESTAURANTS WITH DRIVE-THROUGH WINDOW (934)	2 x 2.5 KSF	2,335	255	255
<i>PASS-BY TRIPS (50%)</i>		(1,167)	(127)	(127)
DAYCARE (565)	5 KSF	240	55	55
BUSINESS PARK (770)	260 KSF	3,120	351	318
GASOLINE/SERVICE STATION (944)	12 VFP	2,064	120	168
<i>PASS-BY TRIPS (58%)</i>		(1,197)	(69)	(97)
MEDICAL CLINIC (630)	20 KSF	752	56	74
TOTAL TRIPS GENERATED		8,511	837	870
<i>PASS-BY TRIPS</i>		(2,364)	(196)	(224)
NET NEW TRIPS		6,147	641	646

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 512 weekday daily trips, 29 AM peak hour trips, and 50 PM peak hour trips would result from the zone change.

TABLE 5: COMPARISON OF NET NEW TRIP GENERATION

ZONING SCENARIO	AVERAGE WEEKDAY TRIP GENERATION		
	DAILY	AM PEAK HOUR	PM PEAK HOUR
<i>Proposed (IC Zoning) Trips (Table 4)</i>	6,147	641	646
<i>Existing (IP Zoning) Trips (Table 2)</i>	5,635	612	596
NET DIFFERENCE (PROPOSED – EXISTING)	+512	+29	+50

TRANSPORTATION PLANNING RULE FINDINGS

After evaluating the reasonable worst-case development potential of both the existing (IP) and proposed (IC) zoning, the proposed zone change will result in a net increase of 512 trips per day. As such, the proposed zone change may have a significant effect on the surrounding transportation system. However, a conditional zone change may be applied with a trip cap to prevent degradation to the City of Salem transportation system. With a trip cap, the Transportation Planning Rule requirements are satisfied.

RECOMMENDATION

Based on the reasonable worst-case trip generation evaluation, it can be concluded that the proposed zone change may significantly impact the surrounding transportation system based on the increased trip generation from the desired zone change. Therefore, it is recommended that a conditional zone change be applied with a trip cap consistent with the reasonable worst-case trip generation of the current IP zoning. Using the reasonable worst-case trip generation estimates for the existing zoning, the recommended trip cap is 596 PM peak hour and/or 5,635 daily net new trips. With this trip cap in place, the zone change complies with Transportation Planning Rule requirements.

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