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RECOMMENDATION OF THE PLANNING COMMISSION

ANNEXATION WITH COMPREHENSIVE PLAN MAP AND ZONE CHANGE CASE NO. ANXC-762 -765 CPC-ZC25-01

APPLICATION NO.: 25-106393-PLN

NOTICE OF RECOMMENDATION MAILING DATE: November 12, 2025

REQUEST: Annexation of an approximate 18.91-acre territory and abutting public street right-of-way located at 2170 Walker Road NE and 4893 Sunnyview Road NE, withdrawal from the Marion County Fire District No. 1 and East Salem Sewer and Drainage District, and application of RS (Single Family Residential) zoning to the property at 4893 Sunnyview Road NE and RA (Residential Agriculture) zoning to approximately 12.49 acres of the northern portion of the property located at 2170 Walker Road NE; together with a Minor Comprehensive Plan Map Amendment to Multi-Family Residential and Zone Change to RM-II (Multiple Family Residential) for approximately six acres of the southern portion of the property located at 2170 Walker Road NE.

The subject properties are currently zoned UT-10 (Urban Transition) and RS (Single Family Residential) in Marion County, designated Developing Residential and Single Family Residential on the Salem Area Comprehensive Plan Map, and located at 2170 Walker Road NE and 4893 Sunnyview Road NE (Marion County Assessor’s Map and Tax Lot Nos. 072W17C000203 and 072W17CC03600).

APPLICANT: Ryan Johnston of Woodhill Homes, Inc (George Hale, Jay Campbell, James Campbell); Kim and Denise Currey

LOCATION: 2170 Walker Rd NE and 4893 Sunnyview Rd NE, Salem OR 97305

CRITERIA: Salem Revised Code (SRC) Chapters 260.010(g)(2) – Annexations with a minor comprehensive plan map amendment or quasi-judicial zone change; 64.025(e)(2) – Minor Comprehensive Plan Map Amendment; 265.005(e) – Zone Change

FINDINGS: The facts and findings are in the attached document dated November 12, 2025

RECOMMENDATION: Based upon the foregoing findings and conclusions, the Planning Commission RECOMMENDS to City Council that:
A. The Minor Comprehensive Plan Map Amendment from “Developing Residential” to “Multiple Family Residential” for the approximate six-acre southern portion of the property located at 2170 Walker Road NE be GRANTED; and
B. The zone change to City of Salem RM-II (Multiple Family Residential) for the approximate six-acre southern portion of the property located at 2170 Walker Road NE be GRANTED and applied upon annexation of the property.

NOTICE OF RECOMMENDATION

PLANNING DIVISION
PHONE: 503-588-6173
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VOTE:

Yes 7 No 1 Abstain 0 Absent 0



Michael Slater, Planning Commission President

Case Manager: Bryce Bishop, Planner III, bbishop@cityofsalem.net, 503-540-2399

The Salem City Council will hold a public hearing to receive additional evidence and testimony, and this recommendation of the Planning Commission and staff. After due deliberation, the City Council will make a final decision on the application. The appeal of the Council decision would be to the Oregon Land Use Board of Appeals. The appeal period is 21 days from the decision mailing date.

The complete case file, including findings, conclusions and conditions of approval, if any, are available for review at the Planning Division office, 440 Church Street SE, during regular business hours.

FACTS & FINDINGS

ANNEXATION / MINOR COMPREHENSIVE PLAN MAP AMENDMENT / ZONE CHANGE CASE NO. ANXC-765 CPC-ZC25-01

NOVEMBER 12, 2025

PROCEDURAL FINDINGS

1. An application for an Annexation with a Minor Comprehensive Plan Map Amendment and Zone Change was originally submitted by Brandie Dalton, of Multi/Tech Engineering, on behalf of the applicant, Woodhill Homes, Inc., and property owner, Roth East Side, LLC, for property located at 2170 Walker Road NE.
2. Pursuant to SRC 260.015(c), if a proposed annexation will result in the creation of an enclave where an adjacent territory is completely surrounded by City limits, the owner(s) within the enclave territory are required to be offered the ability to be annexed with the adjacent territory.

In the case of the proposed annexation at 2170 Walker Road NE, the annexation of this property, along with the abutting public street rights-of-way of Walker Road NE and Sunnyview Road NE, will result in the adjacent property at 4893 Sunnyview Road NE being located within an enclave. As such, the owners of that property, Kim and Denise Currey, were offered the opportunity, and they subsequently chose, to include their property within the territory of the proposed annexation.

3. Pursuant to SRC 260.010(e)(2), an annexation with a minor comprehensive plan map amendment and zone change is processed as a Type IV land use application procedure under SRC Chapter 300. For annexations that involve a minor comprehensive plan map amendment and zone change, the Type IV land use procedures included under SRC 300.720 require that an initial public hearing be held with the Planning Commission for the purpose of reviewing and making a recommendation to the City Council concerning whether the requested minor comprehensive plan map amendment and zone change included with the annexation should be approved, approved with conditions, or denied. Pursuant to SRC 300.720(e), the Planning Commission's review and recommendation is limited to the requested comprehensive plan map amendment and zone change.

After the initial public hearing with the Planning Commission, a subsequent final public hearing is required to be held with the City Council who will review both the annexation request and the Planning Commission's recommendation concerning the comprehensive plan map amendment and zone change and issue a final decision.

4. After additional requested information was provided by the applicants for both properties, the application was deemed complete for processing on September 29, 2025. On October 14, 2025, notice of the public hearing on the proposal was subsequently sent, pursuant to SRC requirements; and on October 23, 2025, public notice of the proposal was posted on the subject properties by the applicant's representative.
5. DLCD Notice: State law (ORS 197.610) and SRC 300.720(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 Minor Comprehensive Plan Map Amendment and Zone Change was provided to DLCD on September 30, 2025.

6. On November 4, 2025, a public hearing was held before the Planning Commission to consider the applicant's requested Minor Comprehensive Plan Map Amendment and Zone Change. At the hearing the Planning Commission received staff's presentation and heard testimony from the applicant's representative and the public. Subsequent to the Commission's questions of staff, the hearing was closed and the Planning Commission voted to recommend to the City Council that the requested Minor Comprehensive Plan Map Amendment and Zone Change be granted.
7. State-Mandated 120-Day Local Decision Deadline: Pursuant to Oregon Revised Statutes (ORS) 227.128, neither the requested annexation nor the requested minor comprehensive plan map amendment and zone change are subject to 120-day State-mandated local decision deadline.

PROPOSAL

The application under review by the Planning Commission is a consolidated application for an Annexation of properties located at 2170 Walker Road NE and 4893 Sunnyview Road NE; together with a Minor Comprehensive Plan Map Amendment and Zone Change for an approximate 6-acre portion of the property located at 2170 Walker Road NE (**Attachment A**).

The proposal includes a request to annex the properties into the City of Salem and, that upon annexation, RS (Single Family Residential) zoning be automatically applied to the property at 4893 Sunnyview Road NE and RA (Residential Agriculture) zoning be automatically applied to the northern approximate 12.49 acres of the property at 2170 Walker Road NE; while the Comprehensive Plan designation of the southern approximate six acres of the property at 2170 Walker Road NE be changed from Developing Residential to Multiple Family Residential (**Attachment B**) and zoning of the approximate six acres be changed to RM-II (Multiple Family Residential) (**Attachment C**).

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, and stormwater reports; 2) Any materials, testimony, and comments from public agencies, City Departments, neighborhood associations, and the public; and 3) All documents referenced in this report.

All application materials are available on the City's online Permit Application Center at <https://permits.cityofsalem.net>. You can use the search function without registering and enter the permit number listed here: 25 106393.

APPLICANT'S MATERIALS

Land use applications are required to include a statement addressing the applicable standards and approval criteria of the Salem Revised Code and must be supported by proof

they conform to such standards and approval criteria. The plans submitted by the applicant depicting the proposed development, and in support of the proposal, are attached to this report as follows:

- Existing Conditions Plan: **Attachment D**
- Comprehensive Plan Change & Zone Change Plan: **Attachment E**

The written statement provided by the applicant addressing the applicable approval criteria associated with the proposal is included as **Attachment F**.

SUBSTANTIVE FINDINGS

1. Existing Conditions

The subject properties included with this proposal total approximately 18.91 acres in size and are located at 2170 Walker Road NE and 4893 Sunnyview Road NE. The proposed annexation will also include the abutting public streets rights-of-way of Walker Road NE and Sunnyview Road NE which abut the subject properties.

As shown on the existing conditions plan submitted by the applicant for the property at 2170 Walker Road NE (**Attachment D**), the property is currently developed with a single-family dwelling and associated accessory farm structures. The property at 4893 Sunnyview Road NE is currently developed with a single dwelling together with detached accessory structures.

Trees:

There are no trees on the property located at 2170 Walker Road NE, except for those that are located in proximity to the existing home on the site; and there are trees present on the property located at 4893 Sunnyview Road NE.

Wetlands and Waterways:

According to the Salem-Keizer Local Wetland Inventory (LWI), there are no mapped wetlands or waterways present on either property. There is, however, an area of hydric (wetland-type) soils located along Walker Road NE in the northwestern portion of the property located at 2170 Walker Road.

Grading and construction activities within wetlands are regulated by the Oregon Department of State Lands (DSL) and US Army Corps of Engineers. State and Federal wetlands laws are also administered by the DSL and Army Corps, and potential impacts to jurisdictional wetlands are addressed through application and enforcement of appropriate mitigation measures. SRC Chapter 809 establishes requirements for notification of DSL when an application for development is received in an area designated as a wetland on the official wetlands map.

Due to the presence of hydric soils on the property, wetland notice was sent to the Oregon Department of State Lands pursuant to SRC 809.025. The applicant for the

property at 2170 Walker Road NE is advised to contact the Oregon Department of State Lands to verify if any permits are required for any future development or construction in the vicinity of the mapped hydric soils area.

Site Topography:

The topography of both properties is generally flat. According to the City’s adopted landslide hazard susceptibility maps, there are no areas of mapped landslide hazard susceptibility present on either site.

2. Salem Area Comprehensive Plan (SACP)

Comprehensive Plan Map: The property at 2170 Walker Road NE is currently designated Developing Residential on the Salem Area Comprehensive Plan (SACP) map and the property at 4893 Sunnyview Road NE is designated Single Family Residential on the Comprehensive Plan Map.

The Comprehensive Plan designations of surrounding properties include:

Comprehensive Plan Designation of Surrounding Properties	
North	Developing Residential
South	Across Sunnyview Road NE, Developing Residential and Single Family Residential
East	Across Cordon Road NE, outside Urban Growth Boundary (UGB) and designated Primary Agriculture under Marion County’s Comprehensive Plan Map
West	Single Family Residential
	Across Walker Road NE, Single Family Residential

Relationship to Urban Service Area: The property located at 4893 Sunnyview Road NE is located within the City’s Urban Service Area and the property located at 2170 Walker Road NE lies outside the City’s Urban Service Area. The Urban Service Area is that territory where all required public facilities (*streets, water, sewer, storm water, and parks*) necessary to serve development are in place or fully committed to be extended.

Pursuant to the urban growth management requirements contained under SRC Chapter 200 (Urban Growth Management), properties located outside the Urban Service Area are required to obtain an Urban Growth Preliminary Declaration if development will proceed prior to the necessary public facilities being extended to the property and the Urban Service Area being expanded to incorporate the property. Because the property located at 2170 Walker Road NE is located outside the Urban Service Area, an Urban Growth Preliminary Declaration will be required for future development of that property.

3. Zoning

The property at 2170 Walker Road NE is currently zoned UT-10 (Urban Transition) in Marion County and the property at 4983 Sunnyview Road NE is currently zoned RS

(Single Family Residential) in Marion County.

Zoning of surrounding properties includes the following:

Zoning of Surrounding Properties	
North	City of Salem RA (Residential Agriculture)
South	Across Sunnyview Road NE, Marion County UT-5 (Urban Transition, Marion County UD (Urban Development), and Marion County RS (Single Family Residential)
East	Across Cordon Road NE, outside Urban Growth Boundary and zoned Marion County EFU (Exclusive Farm Use)
West	City of Salem RS (Single Family Residential)
	Across Walker Road NE, City of Salem RS (Single Family Residential) and City of Salem RA (Residential Agriculture)

4. Neighborhood Association and Public Comments

The subject properties are located contiguous to the boundaries of the North Lancaster Neighborhood Association (NOLA); and the East Lancaster Neighborhood Association (ELNA) is located adjacent to the subject properties across Sunnyview Road NE to the south.

Applicant Open House / Neighborhood meeting: SRC 300.320 requires the applicant for a proposed annexation with a comprehensive plan map amendment and zone change to either arrange and attend an open house or present their proposal at a regularly scheduled meeting of the neighborhood association. The applicant’s representative for the property located at 2170 Walker Road NE presented their proposal at regularly scheduled meetings of both the NOLA Neighborhood Association on May 7, 2025, and the ELNA Neighborhood Association on May 1, 2025.

The applicant for the property at 4893 Sunnyview Road NE, which does not include a proposed comprehensive plan map amendment or zone change, subsequently provided neighborhood contact via e-mails to both the NOLA Neighborhood Association and the ELNA Neighborhood Association on August 15, 2025, informing them that their property at 4893 Sunnyview Road will also be included with the proposed annexation of the property at 2170 Walker Road NE.

The neighborhood association meetings attended, and the written neighborhood contact provided to both neighborhood associations, satisfies the requirements of SRC 300.320(f) and SRC 300.310.

Neighborhood Association Comments: Notice of the application was provided to both the NOLA Neighborhood Association and the ELNA Neighborhood Association pursuant to SRC 300.720(b)(2)(A)(i)(gg), which requires notice to be sent to any City-recognized neighborhood association whose boundaries include, or are adjacent to, the subject

property. Comments were received from the NOLA Neighborhood Association which are included as **Attachment G**; no comments were received from the ELNA Neighborhood Association. The comments received from the NOLA Neighborhood Association express concerns regarding the proposed annexation and rezoning, in summary, pertaining to the following issues:

- A. Impact of multi-family development on long-standing character of neighborhood. The comment received from the neighborhood association indicates that most of the community in the area has been zoned for single-family homes for decades and this long-standing zoning has shaped the character and culture of the neighborhood as one rooted in stability, connection, and family investment. Introducing a high-density, multi-family complex into the area will fundamentally alter that balance and place significant strain on infrastructure that is already overburdened.

Staff Response: As indicated in the comment received, the area surrounding the subject property is predominantly characterized by land zoned RS (Single Family Residential) and RA (Residential Agriculture), which was traditionally primarily intended for single family detached dwellings. However, as a result of statewide housing deficiencies, state laws have changed to require cities to allow increased housing development, including the allowance of increased housing densities and increased varieties of housing types in areas traditionally zoned primarily for single-family uses. As such, the City's RA and RS zones now allow not only single-family dwellings but also "middle housing," which consists of attached townhouses, two family uses, three family uses, four family uses, and cottage clusters of up to 12 units on a lot.

In addition, the housing goals and policies of the City's Comprehensive Plan promote and encourage a variety of housing types at various densities to be provided throughout the City to meet the City's housing needs. As identified in the findings included in this report, the Multi-Family Residential land use designation of the Comprehensive Plan is intended to, "...*promote medium and high-density housing distributed across the Salem area. This designation is generally located near mixed-use and employment areas, low-density residential areas, major transportation corridors, transit routes, parks, and schools.*"

As identified by the above intent of the Multiple Family comprehensive plan designation, multiple family designated and zoned land is not only envisioned to be located near mixed-use and employment areas, major transportation corridors, transit routes, parks, and schools, but also near low-density residential areas.

In this case, the Multiple Family comprehensive plan designation and RM-II zoning proposed for the southern portion of the property located at 2170 Walker Road NE is consistent with the Salem Area Comprehensive Plan since it is near two major transportation corridors in the form of Sunnyview Road NE (*a Minor Arterial street*) and Cordon Road NE (*a Parkway*); transit service is available to the site via Cherriots Route 5: Center Street with a transit stop located in close proximity to the site near the southwest corner of the intersection of Sunnyview Road and Walker Road; the site is near Cesar Chavez Elementary School to the north and in relative close proximity to

Brown Road Park to the northwest; and while it's located near a single-family zoned area, multiple family designated land is not envisioned as being incompatible with such areas under the comprehensive plan.

- B. Increased traffic and congestion. The comment received indicates that roadways in the area are congested and unsafe – with an intersection near the proposed site having seen 11 fatalities in the last few years and safety challenges which persist for drivers and pedestrians on Walker Road despite the installation of speed humps. It is explained that adding nearly 100 single-family homes and up to 140 apartment units could introduce nearly 500 additional vehicles to area roads.

Staff Response: As part of the application, a Traffic Impact Analysis (TIA) was submitted to address the Transportation Planning Rule (TPR) requirements of OAR 660-012-0060. The TIA also evaluated the impacts of future development of the site, including 84 single-family homes and 120 multi-family dwelling units. The Traffic Impact Analysis found that all study intersections comply with City of Salem standards for level of service upon completion of the development. The TPR analysis found that the proposed rezone would not adversely impact the transportation system as defined by the requirements in OAR 660-012-0060). As such, no off-site mitigation is required by the TIA and TPR analysis.

At time of development, the applicant will be required to provide boundary street improvements along the frontage of the property if the provisions of SRC 803.040 (*Boundary Streets*) are met. This will can include pavement widening, construction of bike lanes, curbs, and sidewalk, depending on the abutting roadway classification. Construction of transit stops is also required when requested through review of a land use application pursuant to SRC 803.035(r). These improvements are conditioned on the land use applications at time of development according to SRC 803.040 and are not required to be established as a condition of the annexation and comprehensive plan map change and zone change.

Congestion, as a whole, cannot be addressed by a single development. The proposed annexation and comprehensive plan map change and zone change has been found to meet the criteria applicable to the applications requested. At time of development, staff will review the applicable criteria and determine what improvements are required for the development proposed on the site. The Salem Transportation System Plan (TSP) provides guidance for how to address the impacts of growth citywide. Cumulative impacts of growth that affect overall traffic patterns are addressed through collection of System Development Charges (SDCs). The eventual development on the property will pay Transportation SDCs that are collected and used to pay for street improvements that add capacity to mitigate impacts of growth city-wide.

- C. Impact on school capacity. The comment received indicates that area schools are operating beyond capacity, with class sizes growing each year.

Staff Response: Facility planning for school expansions and the development of new schools is conducted by the Salem-Keizer School District. The School District was notified of the proposal and provided comments that are provided in **(Attachment I)**.

As identified in the School District's comments, future development of the property is projected to result in an increase in enrollment at the three schools which serve the property - Chavez Elementary School, Stephens Middle School, and McKay High School, but sufficient school capacity is currently projected to exist at the schools to accommodate the proposed increase in enrollment without exceeding school capacity.

- D. Lack of reliable transit. The comment received indicates that there is a lack of reliable public transit to meet the needs of working families. It is explained that bus routes are limited, schedules are inconsistent, and access points are often too far from residential areas. As such, public transit is not a realistic or safe option for many residents for commuting to work, school, or essential services. Without improvements to transit infrastructure, higher-density housing will only deepen the inequities that already exist.

Staff Response: Transit service is currently available near the site via Route 5: Center Street on Sunnyview Road NE and Walker Road NE. The nearest transit stop for this route is located to the southwest of the subject property near the southwest corner of the intersection of Sunnyview Road NE and Walker Road NE. This route provides 15-minute weekday service levels.

- E. Shortage of essential services. The comment received indicates that grocers, pharmacies, and health care providers are already stretched thin and adding hundreds of new residents without significant infrastructure investment will only worsen these conditions.

Staff Response: Increased housing densities help to provide a variety of housing types to serve the housing needs of the City's diverse population. Where there are more people present living in an area, there is the potential for increased market demand for specific needed goods and services. Where there is increased market demand, there is also the potential for existing businesses to expand or new businesses to be created to respond to that increased demand. While the proposal cannot directly be required to provide additional grocery stores, pharmacies, health care providers, and other similar services, increased housing densities, as proposed with this application, can help to make investments in such businesses more economically feasible in the future.

- F. Existing multi-family vacancies. The comment received indicates that numerous multi-family complexes throughout northeast Salem (both new and established) have been observed displaying "for lease" and "vacancy" signs raising the questions of if there is such a high demand for apartment rentals, why are many existing complexes struggling with tenant retention; and whether more multi-family housing is truly needed in the area or whether development is being driven by short-term gain rather than long-term community stability.

Staff Response: Statewide planning Goal 10 (Housing) requires cities to maintain a 20-year supply of residential land to meet the housing needs of their populations. The City's adopted 2015 Housing Needs Analysis (HNA) determined residential land needs for a 20-year period from 2015 to 2035. Based on an analysis of current and future housing trends, the HNA identified a deficit in both multi-family designated land and

multi-family housing units within Salem's portion of the Urban Growth Boundary (UGB) within the 20-year planning horizon.

On August 24, 2022, a series of amendments to the City's Comprehensive Plan, Comprehensive Plan Map, and zoning map associated with a multi-year project to update the City's Comprehensive Plan, known as the Our Salem project, went into effect. These changes included revising, updating, and establishing new Comprehensive Plan goals and policies and redesignating the comprehensive plan map and zoning designations of various properties throughout the City to comply with Statewide Planning Goals, meet the City's projected land supply needs, and provide an updated vision for the growth and development of the City.

Included with these changes were a variety of new Comprehensive Plan goals and policies, and redesignations of land, that align with and advance the recommendations of the adopted HNA to increase opportunities for development of multi-family and affordable housing within the City through such measures as lowering barriers to multi-family development, redesignating and rezoning land for multifamily housing, and increasing redevelopment activity and mixed-use development. As a result, the changes adopted as part of the Our Salem Project act to overall increase the amount of land available for housing and meet the projected housing needs of the adopted HNA.

However, because some of the land redesignated to meet the City's projected deficit of multi-family is apportioned to land designated and zoned for mixed-use, which allows, but does not require, multi-family development, the proposed minor comprehensive plan map amendment to change the property's designation to "Multiple Family Residential" will further increase the City's multi-family land supply and support the further compliance with the adopted HNA and compliance with Statewide Planning Goal 10 by increasing the amount of land inventory within Salem's portion of the UGB that generally requires, and is intended to be developed for, multi-family housing.

Public Comments: In addition to providing notice to the neighborhood association, notice was also provided, pursuant to SRC 300.720(b)(2)(A)(i)(bb), (cc), (hh), & (ii), to property owners and tenants within 250 feet of the subject property. Public comments received on the proposal are included as **Attachment H** and express concern, in summary, regarding the following issues:

- A. Neighborhood impacts. Concern is raised regarding the impact that proposed multi-family development will have on neighborhood safety; increased traffic congestion; crime; and noise, dust, and debris from future construction activities on the property. Various examples are provided illustrating existing neighborhood impacts and concern is expressed that such impacts will be exacerbated with higher density housing located on the subject property. It is explained that an apartment complex does not fit in the neighborhood and the site would be better developed with less homes, and duplexes instead of apartments.

Staff Response: In regard to the potential for crime and impacts on neighborhood safety, theft or other illegal activity is a police matter that is required to be addressed

by the Salem Police Department, which has law enforcement jurisdiction within the City.

In regard to impacts from noise and construction activity, noise disturbances are prohibited by SRC Chapter 93, and construction activities are specifically limited to the hours of 7 a.m. to 10 p.m. by SRC 93.020(d). The level of allowable noise during construction activities is also limited by state law. SRC 93 prohibits idling engines on motor vehicles in a manner that is plainly audible within any dwelling unit for more than 10 minutes between the hours of 10 p.m. and 7 a.m. The management of dust and runoff during construction activities is regulated under SRC Chapter 75 (Erosion Prevention and Sediment Control). The standards of this chapter are intended to minimize site erosion and sediment runoff during construction, land development projects, and ground disturbing activities. In addition, the standards of the chapter (per SRC 75.130) also require dust suppression measures to be utilized to minimize, to the extent practicable, the impacts of dust during the on-site construction process.

As identified earlier in this report, the Multiple Family comprehensive plan designation and RM-II zoning proposed for the southern portion of the property located at 2170 Walker Road NE is consistent with the Salem Area Comprehensive Plan since it is near two major transportation corridors in the form of Sunnyview Road NE (*a Minor Arterial street*) and Cordon Road NE (*a Parkway*); transit service is available to the site via Cherriots Route 5: Center Street with a transit stop located in close proximity to the site near the southwest corner of the intersection of Sunnyview Road and Walker Road; the site is near Cesar Chavez Elementary School to the north and in relative close proximity to Brown Road Park to the northwest; and while it's located near a single-family zoned area, multiple family designated land is not envisioned as being incompatible with such areas under the comprehensive plan.

- B. Traffic impacts on Walker Road. Comments, along with a petition, were received expressing concern about the impacts the proposed future development of the property will have on Walker Road if all vehicular access to the development is taken from Walker Road. It is explained that if all of the traffic generated by the development will only use Walker Road for ingress and egress to the homes and apartments, the intersection of Sunnyview Road and Walker Road will experience a significant number of backed up vehicles during peak hours which will make it much harder for vehicles on Walker Road to get onto Sunnyview Road and for vehicles on Sunnyview Road to turn onto Walker Road. Because of this, an additional point of access from the development onto Sunnyview Road is recommended to help mitigate some of the increased traffic that will occur on Walker Road. It is explained that the access road could potentially align with Hoffman Road, which intersects Sunnyview Road at the center of the subject property's southern frontage.

Staff Response: Pursuant to SRC 300.720(e), the purpose of the November 4, 2025, Planning Commission public hearing was to review and recommend to the City Council whether the Multiple Family Residential comprehensive plan map designation and corresponding RM-II (Multiple Family Residential) zoning proposed by the applicant for the southern six acres of the property at 2170 Walker Road should be approved, approved with conditions, or denied based on the applicable approval

criteria for minor comprehensive plan map amendments and quasi-judicial zone changes included under SRC Chapters 64 and 265.

As explained at the public hearing, specific points of access from the property to abutting streets will be reviewed at the time of future development. The future development of the property will require subsequent subdivision approval, to create individual home lots, as well as site plan review and multiple family design review approval, for the multiple family portion of the site. At the time of these subsequent required land use approvals, the development will be reviewed for conformance with the applicable standards of the development code, which include requirements for street access and connectivity from the development to surrounding streets. Any proposed access from the property to Sunnyview Road will need to be reviewed for potential impacts to Sunnyview Road and to ensure that it will not interfere with the operations of the existing traffic signal at Sunnyview Road and Cordon Road intersection.

Homeowners' Association: Pursuant to SRC 300.720(b)(2)(A)(i)(ff), notice is required to be provided to any active and duly incorporated Homeowners' Association (HOA) applicable to the property. As identified in the application materials submitted, neither the property at 2170 Walker Road NE nor the property at 4893 Sunnyview Road NE is located within a Homeowners' Association.

5. City Department Comments

- A. The City of Salem Building and Safety Division reviewed the proposal and indicated they have no comments.
- B. The City of Salem Fire Department reviewed the proposal and did not identify any concerns regarding the proposed comprehensive plan map amendment and zone change.

6. Public Agency Comments

- A. The Salem-Keizer School District reviewed the proposal and provided comments that are included as **Attachment I**. The School District indicates, in summary, that the property is served by Chavez Elementary School, Stephens Middle School, and McKay High School. The School District identifies sufficient existing school capacity at Chavez Elementary School, Stephens Middle School, and McKay High School to accommodate the projected increase in student enrollment resulting from the future development of the property.

The School District indicates that students are within the walk zone of Chavez Elementary School and McKay High School, and that students are eligible for school provided transportation to Stephens Middle School.

- B. The Marion County Public Works Engineering Division reviewed the proposal and provided comments that are included as **Attachment J**. The Engineering Division indicates:

- Direct access to Cordon Road for the development will not be authorized;
- They support including Sunnyview Road in the proposed annexation territory, as depicted;
- If Sunnyview Road is ultimately not included in the annexation approval and therefore remains under County jurisdiction, the County would not support direct Sunnyview Road access as it is classified as a city Minor Arterial;
- At the time of future land use approval for subsequent development of the property, the developer should be conditioned to enter into a development agreement with Marion County for Cordon Road frontage improvements and Sunnyview Road intersection improvements, plus right-of-way dedication proportional to anticipated development impacts, and in a manner that is acceptable to the County and Developer.

Staff Response: The proposed annexation and the comprehensive plan map amendment and zone change to the southern six acres of the property at 2170 Walker Road NE do not include any specific development proposals at this time but instead seek approval to annex the identified properties into the City of Salem with zoning designations consistent with their current comprehensive plan designations, with the exception of the southern six acres of the property at 2170 Walker Road which is proposed to have its comprehensive plan designation changed to Multiple Family Residential and zoning changed to RM-II (Multiple Family Residential) upon annexation into the City.

Points of access to abutting streets, required boundary street improvements, and other aspects of development will be determined at a future date after annexation of the properties into the City of Salem and specific development is proposed. Any proposed future development of the subject properties will be required to go through necessary land use approvals and will be reviewed for conformance with the applicable standards of the City's development code and the applicable standards of the County's development code, where the County retains jurisdiction – such as with access and improvement requirements on Cordon Road and the intersection of Sunnyview Road which fall outside the Urban Growth Boundary and are therefore under County control.

DECISION CRITERIA FINDINGS

7. Analysis of Minor Comprehensive Plan Map Amendment Approval Criteria

Salem Revised Code (SRC) 260.010(g)(2)(B)(i) establishes the approval criteria for a Minor Comprehensive Plan Map Amendment with an annexation. The following subsections are organized with approval criteria shown in ***bold italic***, followed by findings of fact evaluating the proposal's conformance with the criteria. Lack of compliance with the following criteria is grounds for a recommendation of denial of the Minor Comprehensive Plan Map Amendment.

SRC 260.010(g)(2)(B)(i): The proposed minor comprehensive plan map amendment complies with the minor comprehensive plan map amendment approval criteria of

SRC 64.025(e)(2), when the annexation includes a minor comprehensive plan map amendment.

The minor comprehensive plan map amendment approval criteria of SRC 64.025(e)(2) are as follows:

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 written statement provided by the applicant addressing this approval criterion is included as **Attachment F**. The applicant indicates, in summary, that the proposed Multiple Family Residential comprehensive plan designation and corresponding RM-II (Multiple Family Residential) zoning for the southern six acres of the property at 2170 Walker Road NE are equally or better suited for the property than the RA (Residential Agriculture) zoning that would otherwise automatically apply to that portion of the property upon annexation without a comprehensive plan map amendment and zone change. The applicant explains that there is currently a lack of appropriately designated vacant RM-II sites within the vicinity and that the proposed rezoning of the southern six acres of the site to RM-II will allow that portion of the site to be developed at a higher density; thereby providing for a needed housing type in this area and helping to meet the overall housing needs of the City.

Staff concurs with the findings included in the applicant's written statement. By providing for additional multiple family designated land, the proposed minor comprehensive plan map amendment responds to the changing social and demographic patterns within the City and the surrounding area that underly the multi-family housing needs identified in the City's adopted Housing Needs Analysis (HNA) and further supports compliance with statewide Planning Goal 10: Housing by increasing the amount of land inventory within Salem's portion of the UGB that generally requires the development of multi-family housing.

The proposed redesignation to "Multiple Family Residential" also provides for an equally or better suited comprehensive plan designation for the property than the existing "Developing Residential" designation because it provides for the more efficient utilization of the land within the UGB. This approval criterion is met.

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 written statement provided by the applicant indicates that the City of Salem has adopted codes regulating installation, extension, and development of public facilities for streets, water, sewer and storm drainage facilities, public utility easements and park facilities. The developer is responsible for the cost of extension of improved water, sewer and storm drainage facilities necessary to serve the site. City of Salem water and sewer services are located adjacent to and serve the subject property. Upon development, applicable public and private facilities necessary to serve the type of development will be determined based upon the type of land use action or at the building permit review stage.

Staff concurs with the findings included in the applicant's written statement. The City's Development Services Division reviewed the proposal and indicated that the subject property is capable of being served through extension of public mains to the boundary of the property as specified in existing infrastructure master plans. The master plans identify that extension of public sanitary sewer mains and storm mains are necessary to serve the subject property. Additionally, the subject property is not served by a neighborhood park. The City's Comprehensive Parks System Master Plan identifies future Neighborhood Park 34 (NP) will serve the subject property. Future development will require an Urban Growth Area (UGA) Preliminary Declaration to address master plan facilities, including streets, utilities, and park access required to serve subject property under the standards and requirements of SRC Chapter 200.

In addition, site-specific infrastructure requirements associated with the future development of the property will be further addressed at the time of Site Plan Review under SRC Chapter 220. This approval criterion is met.

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

Finding: The written statement provided by the applicant indicates that the northern 12.49

acres of the property at 2170 Walker Road NE will be annexed into the City of Salem with a RA (Residential Agriculture) zone designation and a “Developing Residential” Comprehensive Plan designation. The applicant is also requesting a Comprehensive Plan/Zone Change to rezone the southern 6 acres of the property at 2170 Walker Road NE from UT-10 (Urban Transition-10 Acre Minimum) to a City of Salem RM-II (Multi-Family Residential) zone designation and “Multi-Family Residential” Comprehensive Plan Designation.

Both the “Developing Residential” and “Multi-Family Residential” Comprehensive Plan designations are consistent with the surrounding properties. These designations provide for logical urbanization of the land by allowing the property to be developed with needed housing.

Urbanizable Land is defined as:

"Urbanizable lands are those lands within the urban growth boundary and which are identified and (a) determined to be necessary and suitable for future urban areas; (b) can be served by urban services and facilities; and (c) are needed for the expansion of an urban area."

The subject property is within the Urban Growth Boundary and within a residential area. Services such as commercial uses are located to the west of the site along Lancaster Drive. Chavez Elementary School is located directly north of the site and McKay High School is located to the west of the site. Facilities are available to the site along with already established streets and neighborhoods. The development of the site is necessary for the expansion of this area and will provide housing in an area with already established services and facilities.

Staff concurs with the findings included in the applicant’s written statement. The proposed Multiple Family Residential plan map designation for the southern six acres of the property at 2170 Walker Road NE provides for the logical urbanization of land consistent with the goals and policies of the Salem Area Comprehensive Plan. The subject property is located within the Urban Growth Boundary and is adjacent to existing urban development, including residential neighborhoods and public infrastructure.

Future multiple family development of the property will be required to conform to the City’s multiple family design review standards included under SRC Chapter 702, which ensure that multiple family development occurs in a manner that minimizes any potential impacts, and promotes compatibility, between the multiple family development and existing uses in the surrounding area. This approval criterion is met.

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 written statement provided by the applicant addressing this approval criterion is included as **Attachment F**.

Analysis of the proposed comprehensive plan map amendment and zone change for conformance with the applicable Goals and Policies of the Salem Area Comprehensive Plan is as follows:

The proposed Multiple Family Residential comprehensive plan map designation and RM-II zoning for the southern portion of the property at 2170 Walker Road NE are suitable for the site. The proposed approximate 6-acre site size is sufficient to accommodate the development of multiple family uses and the designation of additional multiple family residential land in this area is consistent with the intent of the Multi-Family Residential land use designation of the Comprehensive Plan, which provides:

“The Multi-Family Residential designation is intended to promote medium and high-density housing distributed across the Salem area. This designation is generally located near mixed-use and employment areas, low-density residential areas, major transportation corridors, transit routes, parks, and schools.”

While the proposed multiple family designated land is not near mixed-used use and employment areas, it is, however, near low-density residential areas and two major transportation corridors in the form of Sunnyview Road NE (*a Minor Arterial street*) and Cordon Road NE (*a Parkway*); transit service is available to the site via Cherriots Route 5 – Center Street with a transit stop located in close proximity to the site near the southwest corner of the intersection of Sunnyview Road and Walker Road; and the site is near Cesar Chavez Elementary School to the north and in relative close proximity to Brown Road Park to the northwest.

The proposed Multiple Family designation and corresponding RM-II zoning are also consistent with the following goals Salem Area Comprehensive Plan goals and policies:

- **Housing Goal H1 – Housing Choice:** *Promote a variety of housing options to meet the needs, abilities, and preferences of all current and future residents.*
- **Housing Policy H1.1 – Housing Types:** *A variety of housing types shall be allowed and encouraged throughout the Salem Urban Area, including single-family homes, accessory dwelling units, manufactured homes, townhouses, middle housing, and multifamily housing.*
- **Housing Policy H1.5 – Housing Diversity:** *New residential developments should be encouraged to incorporate a diversity of housing types and sizes to attract residents of varying income levels, lifestyles, and housing preferences.*
- **Housing Goal H2 – Housing Affordability:** *Provide opportunities for housing that are affordable to current and future residents of all income levels.*
- **Housing Goal H3 – Land Supply:** *Provide a supply of residential land that accommodates the amounts and types of housing needed to meet the population forecast for the Salem Urban Area.*

The Multiple Family comprehensive plan designation and RM-II zoning proposed to be

applied to the southern portion of the property at 2170 Walker Road NE will allow for higher density residential housing to be developed in this area which will provide for additional housing diversity and more options for housing choice and affordability to help meet the projected housing needs of the City's diverse population consistent with these applicable comprehensive plan goals and policies.

- **Housing Policy H5.3 – Health and Active Living:** *Multifamily housing and mixed-use projects should be encouraged to incorporate amenities supportive of healthy, active living, such as useable open space, community space, recreation areas, and community gardens.*

The City's development code includes design review standards that apply to multiple family development. Included within these standards are requirements to provide common open space and recreational opportunities to serve the residents of the development. Any future multiple family development of the property will be reviewed for conformance with the applicable open space and recreational requirements of SRC Chapter 702. The proposal is therefore consistent with this applicable comprehensive plan policy.

- **Land Use and Urbanization Goal L1 – Urbanization and Growth Management:** *Manage growth in the Salem Urban Area through cooperative efforts between the City of Salem, Marion and Polk counties, and other jurisdictions to provide area residents with a high quality of life, contain urban development, promote the City's efficient delivery of services, and preserve adjacent agricultural lands.*
- **Land Use and Urbanization Policy L1.13 – Facility Responsibility:** *Where development creates a demand for new or expanded facilities and services, new development should bear a share of the costs of new or expanded facilities and services.*

Review of the proposal by the Development Services Division indicates that street, water, sewer, and storm drainage infrastructure are available and appear to be adequate to serve the property. Site-specific infrastructure requirements will be addressed at the time of future development and the costs for installation of required facilities are required to be paid by the applicant. The proposal is consistent with these applicable comprehensive plan goals and policies.

- **Land Use and Urbanization Goal L3 – Urban Development:** *Ensure that future development within the Salem Urban Area is designed to respond to and enhance the surrounding environment, while accommodating growth.*

The proposed multiple family comprehensive plan designation and RM-II zoning for the southern portion of the property at 2170 Walker Road NE provide for additional land within the City to help meet the City's projected housing needs identified in the adopted Housing Needs Analysis, and the future development of the property will be required to comply with the applicable standards of the City's development code which includes standards to ensure development occurs in a manner that minimizes potential impacts and enhances the surrounding environment. The proposal is consistent with

this applicable comprehensive plan policy.

The proposed Multiple Family designation and corresponding RM-II zoning for the southern six acres of the property at 2170 Walker Road NE are also consistent with the following applicable Statewide Planning Goals 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.*

In addition to the applicant for the property located at 2170 Walker Road NE attending neighborhood meetings of both the NOLA and ELNA neighborhood associations and the applicant for the property located at 4893 Sunnyview Road NE contacting both neighborhood associations, notice of the proposal was also provided to the NOLA and ELNA neighborhood associations, surrounding property owners and tenants within the notification area, and posted on the property prior to the hearing. The Planning Commission will hold a public hearing to consider the requested minor comprehensive plan map amendment and zone change and a second subsequent public hearing will be held before the City Council to review the requested annexation and the Planning Commission's recommendation concerning the comprehensive plan and zoning designations proposed for the property. The required neighborhood meetings, public notice, and public hearing process ensure all interested parties are afforded the opportunity to review the application, comment on the proposal, and participate in the decision-making process. These procedures meet the requirements of this Goal for citizen involvement in the land use planning process. The proposal conforms to this statewide planning goal.

- **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.*

The City's comprehensive plan and implementing land use review procedures and development code are acknowledged to be in compliance with the Statewide Planning Goals and provide the policy framework for the basis of all land use decisions in the City. As identified by the facts and findings included in this report, the proposal is consistent with the applicable approval criteria and the proposal does not require that an exception be granted to any of the Statewide Planning Goals. The proposal therefore conforms to this statewide planning goal.

- **Statewide Planning Goal 3 – Agriculture Lands; Goal 4 – Forest Lands**

Both properties are located within the City's Urban Growth Boundary and the sites are not designated as "agricultural lands," and do not include designated forest lands. These statewide planning goals are therefore not applicable to the proposal.

- **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.*

Neither property is designated as an open space or scenic area; the properties do not contain designated wildlife habitat; and according to the Salem-Keizer Local Wetland Inventory (LWI) there are no mapped wetland areas or waterways present on the sites. The northwest portion of the property located at 2170 Walker Road NE is, however, located within the City's Historic and Cultural Resources Protection Zone concerning the potential for archaeological resources. In order to comply with Goal 5, any future development of this property is required to comply with the applicable provisions of SRC Chapter 230 (Historic Preservation). The proposal therefore conforms to this statewide planning goal.

- **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.*

At the time of future development of the properties, specific site development plans will be submitted and review for conformance with local, state, and federal air, water, and land use resource standards. Required conformance with these applicable standards ensures the proposal will not have an impact on air, water, or land resources quality. The proposal conforms to this statewide planning goal.

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

According to the City's adopted landslide hazard susceptibility maps, there are no areas of mapped landslide hazard susceptibility present on either of the sites and there are similarly no creeks or associated flood hazard areas present. The proposal conforms to this statewide planning goal.

- **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.*

The subject properties are not located within an identified open space, natural area, or recreation area, and no destination resort is planned for the properties. The City's Comprehensive Parks System Master Plan, however, identifies future Neighborhood Park 34 (NP) will serve the subject property. Future development will require an Urban Growth Area (UGA) Preliminary Declaration to address master plan facilities, including park access required to serve subject property under the standards and requirements of SRC Chapter 200. The proposal conforms to this statewide planning goal.

- **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.*

The proposal is to change the Comprehensive Plan Map designation of the southern six acres of the property at 2170 Walker Road NE to Multi-Family Residential and its zoning to RM-II (Multiple Family Residential). The proposal does not, however, involve commercially or industrially designated land. This statewide planning goal is therefore not applicable to the proposal.

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

As a result of the changes to the City’s Comprehensive Plan, Comprehensive Plan Map, and zoning map that were adopted as part of the Our Salem project, the City has increased the amount of land available for housing to meet projected housing needs identified in the adopted Housing Needs Analysis (HNA). The proposed minor comprehensive plan map amendment to change the comprehensive plan designation of the southern portion of the property at 2170 Walker Road NE to Multiple Family Residential and the corresponding zone change to change the zoning of that portion of the property to RM-II (Multiple Family Residential) will further increase the City’s multi-family land supply and support the City’s further compliance with the adopted Housing Needs Analysis and compliance with Statewide Planning Goal 10 by increasing the amount of land inventory within Salem’s portion of the UGB that generally requires, and is intended to be developed for, multi-family housing. The proposal therefore conforms to this statewide planning goal.

- **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.*

The City’s Development Services Division reviewed the proposal and indicated that the subject properties are capable of being served through extension of public mains to the boundary of the property as specified in existing infrastructure master plans. The master plan’s identity that extension of public sanitary sewer mains and storm mains are necessary to serve the subject property. Additionally, the subject property is not served by a neighborhood park. The Comprehensive Parks System Master Plan identifies future Neighborhood Park 34 (NP) will serve the subject property. Future development will require an Urban Growth Area (UGA) Preliminary Declaration to address master plan facilities, including streets, utilities, and park access required to serve subject property under the standards and requirements of SRC Chapter 200 (Urban Growth Management). Compliance with the requirements of SRC Chapter 200 at the time of future development ensures that adequate public facilities and services are provided to serve the property. The proposal therefore complies with this statewide planning goal.

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

Statewide Planning 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 map amendment and zone change, 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 map amendment is required to submit a Transportation Planning Rule (TPR) analysis identifying whether the request will have a “significant effect” on the surrounding transportation system, as defined above, or to propose mitigation measures to address impact.

The applicant for the property located at 2170 Walker Road NE submitted a Traffic Impact Analysis (**Attachment K**) which includes the TPR analysis that is required to address the Transportation Planning Rule (OAR 660-012-0060). The TPR analysis demonstrates that the proposed comprehensive plan map amendment and zone change will not have a significant impact on the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer has reviewed the TPR Analysis and concurs with the TPR analysis findings. As there is no significant impact on the transportation system, no conditions of approval are recommended to address the transportation impacts of the proposed comprehensive plan map amendment and zone change. At time of future development, the applicant will be required to provide improvements along the frontage of the property if required by SRC 803.040 (*Boundary Streets*). The proposal conforms to this statewide planning goal.

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

Any future development of the properties will be required to be built to comply with current energy standards. The proposal conforms to this statewide planning goal.

- **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.*

The subject properties are located within the Urban Growth Boundary (UGB), and public facilities required to serve future development are located nearby. 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 and zone change will allow the efficient use of urbanized land within the UGB in compliance with Goal 14. The proposal conforms to this statewide planning goal.

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

The subject properties are not located within the Willamette River Greenway or an estuarine or coastal area. These statewide planning goals are therefore not applicable to the proposal.

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

Finding: The written statement provided by the applicant indicates that the public will be benefitted by creating a well-located parcel of RM-II zoned land that can be developed with needed residential uses next to a school (Chavez Elementary School) to the north and commercial uses to the west on Lancaster Drive; it will increase the City and State tax base; and will be an attractive and efficient development. When developed the subject property will provide additional housing and facility improvements that will benefit the development and surrounding existing neighborhoods.

Staff concurs with the findings included in the applicant's written statement. The proposed comprehensive plan map amendment to change the comprehensive plan designation of the southern portion of the property located at 2170 Walker Road NE to "Multiple Family Residential" will help the City to further meet its multi-family housing needs identified in the adopted Housing Needs Analysis by providing additional land designated, and intended to be developed, for multi-family housing. Future development of the property will be required to conform to the applicable standards of the City's development code, including the multiple family design review standards of SRC Chapter 702, which ensure that development occurs in a manner that minimizes any potential impacts, and promotes compatibility, between the development and uses on adjacent land. This approval criterion is met.

8. Analysis of Quasi-Judicial Zone Change Approval Criteria

SRC Revised Code (SRC) 260.010(g)(2)(B)(ii) establishes the approval criteria for a zone change with an annexation. The following subsections are organized with approval criteria shown in ***bold italic***, followed by findings of fact 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 conditions of approval to satisfy the criteria.

SRC 260.010(g)(2)(B)(ii): The proposed quasi-judicial zone change complies with the quasi-judicial zone change approval criteria of SRC 265.005(e), when the annexation includes a quasi-judicial zone change.

The quasi-judicial zone change approval criteria of SRC 265.005(e) are as follows:

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 RM-II zoning proposed for the southern six acres of the property located at 2170 Walker Road NE is equally or better suited for the property than the RA (Residential Agriculture) zoning that would otherwise automatically apply upon annexation without a comprehensive plan map amendment and zone change because, as the applicant indicates, there is currently a lack of appropriately designated vacant RM-II sites within the vicinity and the proposed rezoning of the southern six acres of the site to RM-II will allow that portion of the site to be developed at a higher density; thereby providing for a needed housing type in this area and helping to meet the overall housing needs of the City.

By providing for additional RM-II zoned land, the proposed zone change responds to the changing social and demographic patterns within the City and the surrounding area that underly the multi-family housing needs identified in the City's adopted Housing Needs Analysis (HNA) and further supports compliance with statewide Planning Goal 10: Housing by increasing the amount of land inventory within Salem's portion of the UGB that generally requires the development of multi-family housing.

The proposed RM-II zoning for the southern portion of the property at 2170 Walker Road NE is also suitable for the site based on its physical characteristics. The site is flat, no hazard areas are present, and the 6-acre site size is sufficient to accommodate the development of multiple family uses in an area that is near two major transportation corridors, in the form of Sunnyview Road NE (*a Minor Arterial street*) and Cordon Road NE (*a Parkway*), and in close proximity to an elementary school to the north and park land to the northwest. This approval criterion is met.

SRC 265.005(e)(1)(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 is therefore not applicable.

SRC 265.005(e)(1)(C): The zone change conforms with the applicable provisions of the Salem Area Comprehensive Plan.

Finding: Findings addressing 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. As provided in those findings, the proposed zone change complies with the applicable provisions of the Salem Area Comprehensive Plan. This approval criterion is therefore met.

SRC 265.005(e)(1)(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 minor comprehensive plan map amendment 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. As provided in those findings, the proposed zone change complies with applicable statewide planning goals. This approval criterion is met.

SRC 265.005(e)(1)(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 written statement provided by the applicant indicates that the applicant is requesting to change the zoning of the southern six acres of the property located at 2170 Walker Road NE from UT-10 (Urban Transition) in Marion County to City of Salem RM-II and therefore this approval criterion is not applicable to the proposal.

Staff concurs with the findings included in the applicant's written statement. The proposed zone change does not involve any land currently designated or proposed for industrial, commercial, or employment use. This approval criterion is therefore not applicable to the proposal.

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 for the property located at 2170 Walker Road NE submitted a Traffic Impact Analysis (**Attachment K**) which includes the TPR analysis that is required to address the Transportation Planning Rule (OAR 660-012-0060). The TPR analysis demonstrates that the proposed zone change will not have a significant impact on the transportation system as defined by OAR 660-012-0060. The Assistant City Traffic Engineer has reviewed the TPR Analysis and concurs with the TPR analysis findings. As there is no significant impact on the transportation system, no conditions of approval are recommended to address the transportation impacts of the proposed zone change. At time of future development, the applicant will be required to provide improvements along the frontage of the property if required by SRC 803.040 (*Boundary Streets*). This approval criterion is met.

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 in the proposed zone.

Finding: The City's Development Services Division reviewed the proposal and indicated that the subject property is capable of being served through extension of public mains to the boundary of the property as specified in existing infrastructure master plans. The master plan's identity that extension of public sanitary sewer mains and storm mains are necessary to serve the subject property. Additionally, the subject property is not served by a neighborhood park. The Comprehensive Parks System Master Plan identifies future Neighborhood Park 34 (NP) will serve the subject property. Future development will require a Urban Growth Area (UGA) Preliminary Declaration to address master plan facilities, including streets, utilities, and park access required to serve subject property under the standards and requirements of SRC Chapter 200.

In addition, site-specific infrastructure requirements associated with the future development of the property will be further addressed at the time of Site Plan Review under SRC Chapter 220. This approval criterion is met.