TO: Mayor and City Council

FROM: Cecilia and Craig Urbani

SUBJECT: July 11 Council Agenda – Continued Hearing for Our Salem project – College Drive Property

## MAP #170 (property generally at the 255 College Drive NW area)

We OPPOSE this proposed change to MF and RM1 based on our testimony previously submitted and again stated below plus the testimony submitted by Nick Fortey. After lengthy discussions with the surrounding neighbors and representatives of the Life Church, it is once again confirmed that the church has been a compatible use and a good neighbor.

Additionally, it's been determined that the church would have to request a Conditional Use permit and go thru another hearing process if residential zoning was approved. Therefore none of the zoning options of Our Salem truly addressed the church's needs. One solution for the city to follow thru on the promised resolution for the church, would be to initiate the amendment to the PE Zone to outright permit religious assembly. Other actions recommendation by Planning Commission followed the desire of the property owners to determine the best and compatible solution.

The Life Church and School uses are consistent with the Educational Services and Community Service designation of the SACP, the community service & health services uses of the PE zone.

# Requested consideration is that this property be removed from Our Salem and Council Initiate a code amendment to the PE Zone (UDC Chapter 542.005, Table 542-1.Uses) to allow religious assembly as a Permitted (P) use.

Previous testimony:

This is not the right area to assign this multiple family designation through the Our Salem project. The proposed intensification of the use of this area is not appropriate because these criteria cannot be justified:

1. College Drive NW is designate as a Local Street and not designed or improved to safely handle an increase in traffic. This proposed change would generate too much traffic and parking issues for this narrow, curvy street in this hilly area. Multiple family zoned areas should be along major corridors.

2. The surrounding area is well-established single family residential on large lots.

Compatibility with the surrounding uses must be maintained.

An increase in additional storm drainage would negatively impact our neighborhood area. Open ditches are the current method of drainage.

3. This property is the western edge of the city limits and also the existing UGB. Additional density at the edge of the Salem Urban Area makes no sense.

4. There are no existing services to support the proposed increase of multiple family developments. Those required services should include uses, such as: Transit routes,

- 1. Neighborhood shopping/services/activities/commercial
- 2. City Parks
- 3. Arterial Streets
- 4. The adopted West Salem Neighborhood Plan does NOT include proposed Multiple Family for this area (refer to attached Map).
- 5.
- 6. 5. There is NOT a demand for this proposed change to multiple family. Based on the staff report that "updates" the Housing Needs Analysis Report, states that from 2015 to 2021, there have been 3,192 multiple family dwelling units permits. Therefore based on all of the proposed changes there will be a surplus of 1,059 multiple family dwelling units; and therefore the need assumptions for this proposed change are flawed.

From:	<u>E Easterly</u>
То:	Chuck Bennett; Chris Hoy; Micki Varney; Virginia Stapleton; Vanessa Nordyke; Tom Andersen; Trevor Phillips;
	Jackie Leung; Jose Gonzalez
Cc:	<u>CityRecorder</u> , <u>Robert Chandler</u> , <u>Lisa Anderson-Ogilvie</u> , <u>Eunice Kim</u>
Subject:	Our Salem zoning map staff report errors
Date:	Monday, July 11, 2022 8:15:41 AM
Attachments:	Salem traffic over 1.00 map.pdf
	TAZ housing update without trip distribution.pdf

Date: July 11, 2022

Mr. Mayor and Council Members,

You are being asked to affirm a staff report with multiple errors and omissions as an element of your adoption of the proposed Our Salem - Salem Area Comprehensive Plan, comp plan map and zoning map revisions.

As I requested previously, please adopt the Our Salem proposals, but also affirm that the complex transportation impacts of the Our Salem zone changes will be specifically addressed during the updates to the Salem Transportation System Plan.

This morning, I provide another example of data omission and a false conclusion regarding an obvious local street increased traffic volume error.

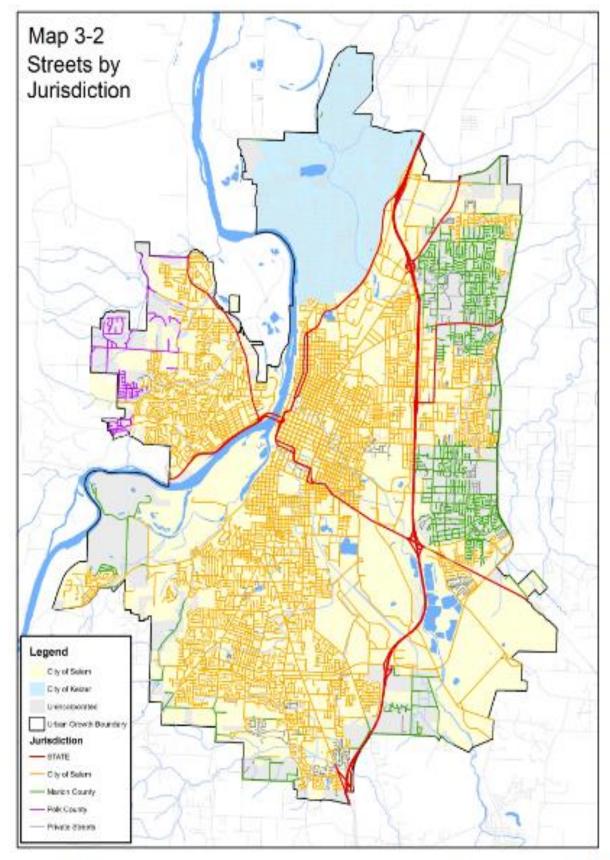
As Public Works staff has reported to me, they do not have the personnel to address each of the identified data errors. I, therefore, ask that the findings you adopt in support of Our Salem maps be changed to accurately identify the City's position regarding the Our Salem zone changes and the traffic impacts upon Salem transportation facilities.

Attached please find two documents.

- The first is a direct challenge to the March draft staff report claim that the projected **local traffic volumes** resulting from the proposed Our Salem zone changes will not be "significant."
- The second is a correction to the June 16<sup>th</sup> query regarding traffic volumes generated by the 3,258 additional West Salem dwellings summarized in the document entitled: "TAZ Housing Update: Our Salem West Salem 2035 zone change Challenge."

Respectfully,

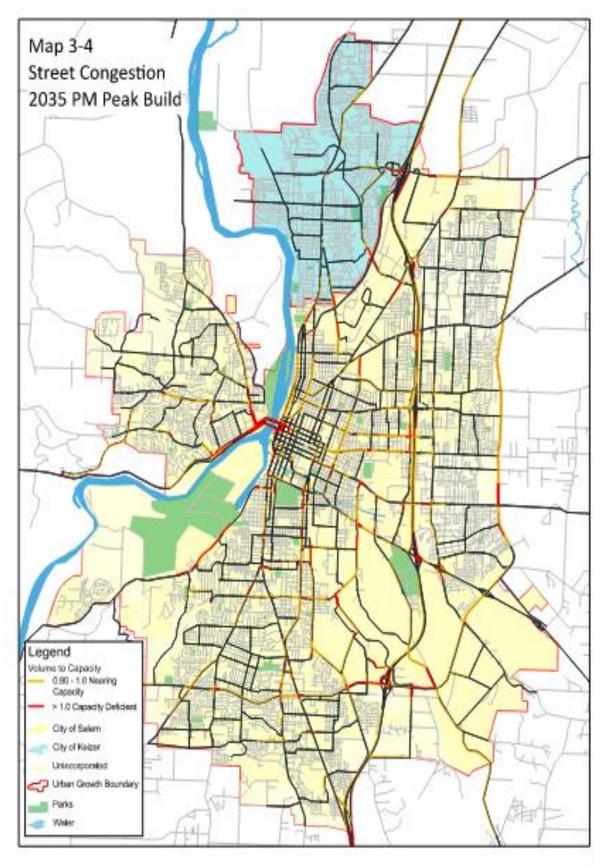
E.M. Easterly 503-363-6221



Salem 2035 Transportation System Plan Maps

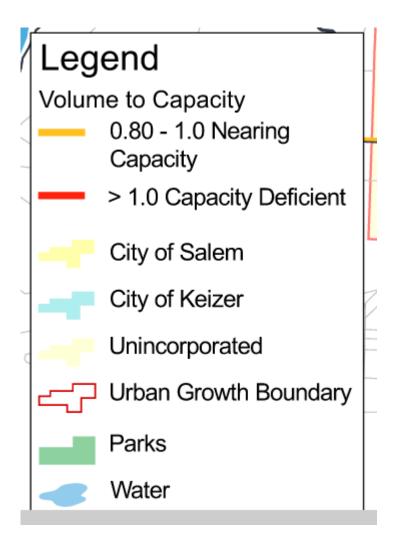
JANUARY 2020

STREET SYSTEM ELEMENT-3-13



JANUARY 2020

STREET SYSTEM ELEMENT-3-15



"For City facilities, all increases in daily trips or volume to capacity ratios fall within the thresholds defined as not significant in SRC 64.025(e)(1)(B)(ii). Based on this analysis, **there are no City facilities** where the proposed changes to the Comprehensive Plan and zoning maps have a significant effect on an existing or planned transportation facility." Draft Staff Report "Ordinance No. 10-22 Exhibit C" pdf page 160

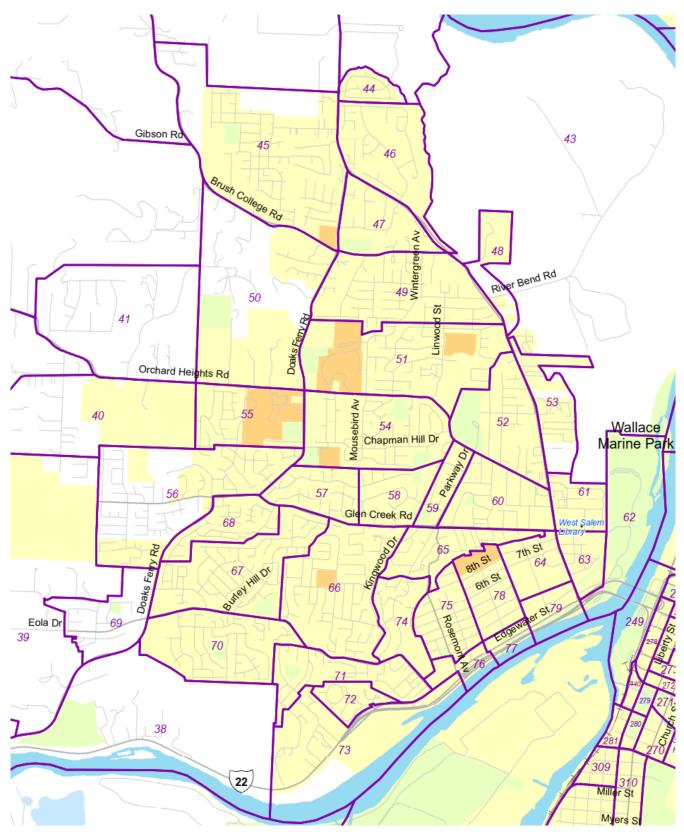
The SRC 64.025(e)(1)(B)(ii) significant traffic threshold is 200 ADT.

In as much as several West Salem local roads will exceed the 200 ADT increase as a result of the Our Salem zone changes, the above quoted portion of the draft staff report offers an incorrect conclusion.

The roadway segment spreadsheet issued by Public Works shows 422 ADT entering Wallace Road from local Glen Creek Road; an increase in traffic volume well over the 200 ADT significant threshold. For staff to claim similar results in other parts of Salem without reviewing each of the "Capacity Deficient"<sup>1</sup> segments shown in the 2035 TSP map copied above is unacceptable.

<sup>&</sup>lt;sup>1</sup> "Capacity Deficient conditions are characterized by one or more of the following: extremely reduced speeds, very little freedom of movement, inability to weave/merge, and average waiting at red lights for longer than 60 seconds due to lengthy lines of vehicles at intersections.

The degree of congestion associated with these conditions is defined by LOS F (a v/c ratio of1.0 or greater)." Salem Transportation System Plan STREET SYSTEM ELEMENT-3-13 JANUARY 2020



West Salem Traffic Analysis Zone (TAZ) Numbered Cells

Graphic from Salem Public Works

## **TAZ Housing Unit Update**

Map Cell	Base Case (2035)	Preferred Alternative
38	3	3
39	21	21
40	1397.3	738.4
41	652.3	101.8
		0.9
46	13.1	
47	34	2.8
48	5.9	89.4
49	180.6	115.1
50	724.6	787.5
51	372.8	303.6
52	3.9	8
53	250.3	144.6
54	22.9	76.9
55	80.4	83.8
56	210.5	183.4
57	4.1	0
58	7.3	0
59	2.2	0
60	5.6	50
61	22.1	11.5
62	0	0
63	59.3	22.4
64	0	97.7
65	4.5	22.4
66	6.6	3.3
67	49.6	89
68	3.1	0
69	0.5	9.3
70	77.9	78
71	14.9	9.5
72	0	0
73	48.5	43.5
74	1.9	0
75	4.1	0
76	0	0
77	1.8	6.4
78	3.4	10.7
79	2.3	144.3
Total	4292.3	3258.2

# Our Salem West Salem 2035 zone change Challenge

# **Unanswered Questions**

How does an additional 3,258 housing units only result in a claimed 1,700 (656 + 1044) West Salem Peak PM Hour ADT East Bound and South Bound traffic increases in 2035?

North What are the west and south bound projected PM ADT West Salem ADT traffic volumes generated from the additional 3,258 housing units?

What is the Base Case 2035 East Bound ADT from the Rosemont on-ramp onto Highway 22? This information is not accurately disclosed in the road segment (Chart of West Salem TAZ Road Segments) spreadsheet.

What is the Base Case 2035 aggregate East Bound (Edgewater) and South Bound (Wallace) ADT travel onto the on-ramp to the Center Street Bridge? This information is not accurately disclosed in the road segment spreadsheet. The spreadsheet (Chart of West Salem TAZ Road Segments) offers no east bound Edgewater traffic and reduces south bound Wallace traffic from 656 to a 433 Edgewater plus Wallace aggregate at the Center Street Bridge on-ramp.

From:	<u>E Easterly</u>
То:	CityRecorder
Cc:	Eunice Kim; Lisa Anderson-Ogilvie; Robert Chandler
Subject:	Agenda Item No. 5.a. Our Salem - Flawed Transportation Planning Rule Analysis Findings
Date:	Monday, July 11, 2022 12:59:21 PM
Attachments:	Flawed Transportation Planning Rule Analysis Findings.pdf

Please transmit the attached testimony to members of the Salem City Council for their July 11th deliberations.

E.M. Easterly 505-363-6221

# Flawed Transportation Planning Rule Analysis Findings

Mayor Bennett and Council Members,

Over the last three months Public Works staff has indicated that they have neither the time nor personnel to address the multiple errors and omissions associated with the Goal 12 Transportation draft findings currently pending Council approval as a part of the Our Salem adoption process. The staff position reminds me of the story of the journalist who asked: **"Sheriff, when did you stop** 

# beating your wife?"

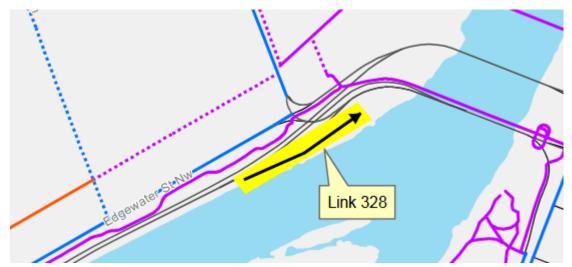
It is an impossible question to answer because it makes assumptions that may or may not be true. Assumption one: The sheriff did beat his wife and has subsequently stopped the beatings are both true statements. However, any response by the sheriff would be embarrassing. Assumption two: There is no solid evidence available to affirm or deny either behavior.

Like the "sheriff," were city staff to respond to the questions I asked over the last three months, suggests that the draft March staff report<sup>1</sup> legal analysis and conclusions lack supporting evidence.

When asked to provide documentation in support of the conclusions cited in the report, Public Works staff provided a spreadsheet listing road segments along Wallace Road and Highway 22 which summarized the conclusions cited in the "Transportation Planning Rule Analysis" findings. The staff provided evidence directly contradicting the draft staff conclusions.

My review of those finding provided direct evidence that the conclusions offered were incorrect, if not false interpretations, of the data. You have previously received written testimony from me detailing the contradictions between the staff report conclusions offered and the evidence supporting those conclusions. Below is a new example of a false claim included in the "Transportation Planning Rule Analysis" staff report you are being asked to approve.

A West Salem graphic showing bicycle paths in lavender at PDF page 163 of Findings and Maps: Proposed Comprehensive Plan Map Designation Changes and also locates Highway 22 segment 328 as the western approach to the east bound Center Street Bridge.



According to the spreadsheet previously transmitted to you, west of Highway 22 segment 328 is segment 315. See spreadsheet on the next page. Neither the spreadsheet nor the "Transportation

<sup>&</sup>lt;sup>1</sup> PDF pages 157-161 Our Salem Map Amendments – Transportation Planning Rule Analysis from Findings and Maps: Proposed Comprehensive Plan Map Designation Changes

Planning Rule Analysis" findings explain why there is a 100 vehicle Daily Increase in Traffic between segment 315 and segment 328 or from where the additional traffic enters Highway 22 or why only "segment" Link328 is mapped.

	\$LINK:NO	FROM NODE	TO NODE NO	NAME	APPROACH_NAME	LENGTH	NUMBER of LANES	BASE VOLUME	PF VOLUME	PF minus Base	Daily Increase in Traffic	BASE V/C	PF V/C	V/C CHANGE	MOBILITY TARGET VALUE
-															
	328	521	4888	Hwy 22 EB	EB Ramp to Center St Brg	0.317mi	1	1794	1888	* 94	1044	0.90	0.94	0.04	0.85
	315	520	521	Hwy 22 EB	EB Approach to Center St Brg	0.388mi	2	3488	3573	85	944	0.87	0.89	0.02	0.95

Please note segment 328 is labeled "one lane" in the spreadsheet chart above. That spreadsheet declaration is incorrect. See Google graphic below. --



East bound Highway 22 divides left and right into two single-lane ramps traveling towards the Center Street Bridge at the intersection of segments 315 and 328. Thus, the on-ramps to the bridge remain two lanes in segment 328 and, therefore, the claimed 4% increase in traffic onto the Center Street Bridge from Highway 22 is a false staff report declaration.

This is but another example of the **Transportation Planning Rule Analysis** false conclusions that are not supported by either the underlying evidence and/or data. The segment 328 "significant" transportation impact declaration is an unjustified staff report conclusion not supported by the flawed Fregonese Associations and SKATS data analysis.

Please reject the Transportation Planning Rule Analysis false draft findings.

Respectfully,

E.M. Easterly 503-363-6221

From:	<u>Michael T. Gay</u>
To:	<u>CityRecorder</u>
Cc:	Ruth P. Miles
Subject:	Comment letter
Date:	Thursday, July 7, 2022 5:25:46 PM
Attachments:	2022.06.21 Our Salem letter with sign.pdf

Attached please find a comment letter regarding the Our Salem plan. Let me know if you have any questions!

Michael Gay (Pronouns: he/him/his) Director, Government relations and strategic communications SALEM HEALTH Hospitals & Clinics <u>Michael.gay@salemhealth.org</u> 720 Winter Street | Salem, OR 97301 o) 503-814-8310 c) 503-781-8559

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Salem Health P.O. Box 14001 Salem, Oregon 97309-5014 503-561-5200 • salemhealth.org

July 7, 2022

Salem City Council 555 Liberty St. SE Salem, OR 93701

RE: Our Salem Project

Dear Council members:

Thank you for the time and effort you have given developing the Our Salem project and proposed updates to the Salem Area Comprehensive Plan. Salem is growing and your preparations for a vibrant future are commendable. The comments below reflect our thinking about community health care planning and our zoning needs in the future.

Salem Health does not object to the proposed zoning change from PH to MU-I on the Center Street property located at 2561 Center Street SE. However, we would like to bring to Council's attention the significant impact this has on our ability to construct medical center/hospital space (I2 Occupancy) within the City of Salem. We hope this impact can be offset in the future with increased density allowances on our main hospital campus located at 890 Oak Street SE through an increase in allowable building height. Please see below analysis for reference:

### Center Street Campus – Current Zoning Overview:

PH

- Base Zone:
- Permitted Uses: Medical Centers/ Hospitals & Outpatient Medical Services/ Labs
- Lot Coverage: 60%
- Height: 70'

#### Center Street property – Current Potential Development Analysis

- Size of Site: 378,972 square feet (SF)
- Buildable Footprint: 227,383 SF (60% of site)
- Buildable SF: 1,136,916 SF (assume 5 stories)

### Center Street property – Proposed Zoning Change Overview:

- Base Zone: MU-I
- Does not allow for Medical Centers/ Hospitals

The proposed zoning changes result in Salem Health losing the ability to develop up to 1,136,916 SF of medical center or hospital on our Center Street property. This site currently has no improvements on it.



Salem Health P.O. Box 14001 Salem, Oregon 97309-5014 503-561-5200 • salemhealth.org

### **Changes to the Main Hospital Campus**

To help offset this loss, the City has proposed changing some of the sites on, or adjacent to, the main hospital campus to PH. Salem Health fully supports the intention, but notes that all of the proposed sites are already fully developed with existing buildings and/or parking.

Summary of proposed changes:

- Northbank Property 700 Bellevue St SE 78,809 SF (already fully developed) •
- Building C Property 875 Oak St SE •
- Urgent Care Property 1002 Bellevue St SE 19,877 SF
- 885 Mission Property 885 Mission St SE 77,864 SF
- Surface Parking Lot Mission St SE
- PCC Property 1118 Oak Street SE
- CEP Property – 1175 Leslie Street SE
- (already fully developed) (already fully developed)
- Mission Professional 1155 Mission St SE 85.639 SF
- To take advantage of the zone change to PH, Salem Health would have to demolish an existing amenity. The most likely candidate for redevelopment would be Salem Health's existing surface parking lot on Mission Street.

This facility provides roughly 500 parking stalls, which would need to be replaced if the site were developed into hospital space. If developed, the 204,977 SF lot would yield up to 860,903 SF of building (60% lot coverage, 120' height limit). Though substantial, this represents only 75% of the potential buildable square feet at the Center Street property being lost as part of the zone changes.

As noted above, one way of offsetting this loss is to increase the density of campus, allowing for more patient care on a smaller geographic footprint. This an efficient use of land in a central location for Salem.

As the Council prepares for Salem and the surrounding community's growth in the coming years, Salem Health plans for the associated growth in health care needs. We appreciate the continued partnership with the City of Salem as we prepare for the future together.

Sincerely,

•

peilani R Slama

Leilani R. Slama Chief Communications and Community Relations Officer Salem Health Hospitals and Clinics

- (already fully developed)
  - (already fully developed)

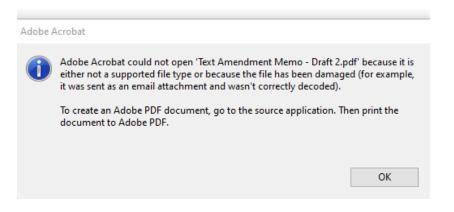
(already fully developed)

- (already fully developed)
- (already fully developed)
- 204,977 SF
- 35,720 SF
- 22,820 SF

306,799 SF

Pastor Finley,

I am not able to open the attachment that you sent with your email, I receive the following error message:



Can you please try resaving the file and then resend it?

Sincerely,

Amy Johnson Deputy City Recorder City of Salem 555 Liberty Street SE, Rm. 225 Salem, OR 97301 ajohnson@cityofsalem.net | 503-588-6091

From: Don's work Email <donf@lifechurchsalem.com>
Sent: Monday, July 11, 2022 1:39 PM
To: CityRecorder <CityRecorder@cityofsalem.net>
Subject: Text Amendment to PE zone

Dear Salem City Council Members,

Thank you for all that you do. I can only imagine how hard your job is, considering most decisions made will make someone unhappy. Thanks for all the boring meetings you must sit through and for making hard decisions on behalf of our beloved city.

My name is Don Finley and I am the former Lead Pastor for Life Church in West Salem. Our property was the home of Salem Academy and is the subject of much debate as of late. About 3 years ago we initiated an inquiry to the city planning department regarding the possibility of building a new community center building. There used to be gymnasium on our site that collapsed and we were inquiring if we could rebuild on our property. We were informed that due to the departure of Salem Academy and to increased regulations on the definition of 'Ancillary Use,' our home of nearly 30 years is now illegal to us without a zone change.

We hired an attorney (Wallace Lien) to start that process. As we studied multiple zoning codes and which zone best suits a church, we concluded that the PE zone still satisfies most functions that we perform or could perform in the future. Our prime function is educational, plus we perform many social services and like a school we seek to serve the needs of our neighborhood. Our attorney wrote a Text Amendment (see attached) and we submitted it to the Salem Planning Department for them to bring it before the City Council and it was refused without consideration.

Shortly after that, the 'Our Salem' plan came to our attention. We reached out to Eunice Kim and the West Salem Neighborhood Association and they agreed RM1 would be a good fit for us, considering there are three RM1 zoned properties next to ours. Life Church does not want to switch to RS zoning because of inherent limitations for property development. After further investigation, because our property is 11 acres, the 'Our Salem' plan does not resolve our crisis, as we will be required to have a public hearing. Our neighbors do not want an expansion of the RM1 zone in their neighborhood. We love our neighbors and don't want to do anything to upset our good relationship. We clearly don't want to start a fight with our friends!

Through much communication with the WSNA and our immediate neighbors, Life Church proposes that Salem City Council make a text amendment to the PE zone to allow religious assembly as a permitted use. All of us are united in this proposal as the best solution for this specific problem. As an attachment we also present the original Text Amendment produced by our attorney Wallace Lien. This argument will give a much broader validation for this simple change. This also creates a permitted use for churches in neighborhoods, which currently does not exist.

Please Amend the text of the zone code, specifically SRC 542.005 and Table 542-1 to change religious assembly to a permitted use. This would involve deleting the "N" from Table 542-1 and replacing it with a "P."

Thank you sincerely for your consideration, Pastor Donald R Finley

Sent from my iPad

From:	Roz Shirack
То:	CityRecorder; Tom Andersen; Vanessa Nordyke
Subject:	SCAN"s Revised Request, July 11 Council Agenda Item 5.a. Our Salem Project
Date:	Sunday, July 10, 2022 6:23:14 PM
Attachments:	SCAN Revised Request-Our Salem.docx
	Map 119.HEIC
	Map 124.HEIC

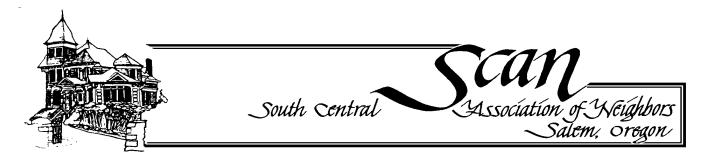
SCAN's **revised** request for Mixed Use-II zoning along Commercial St. SE is attached. Please include it in the record for the Council's July 11 deliberations on Our Salem.

# In sum, SCAN's revised request is:

- Change proposed zoning of <u>the west side only</u> of Commercial St SE between Bush St and Myers St to MU-II instead of MU-I. (See Map 119 attached showing 4 blocks marked with an "X" to change to MU-II.)
- 2. Change proposed zoning of Commercial Street SE between Superior St and Jerris Ave; plus <u>the east side only</u> of Commercial St between Jerris Ave and McGilchrist St to MU-II instead of MU-III. (See Map 124 attached showing 9 blocks marked with an "X" to change to MU-II.)

Thank you for your consideration. Roz Shirack, Chair SCAN Land Use Committee

Submitted for Lorrie Walker, President



July 11, 2022

To: City Council

From: Lorrie Walker, President, South Central Association of Neighbors

Subject: Our Salem Revised Request, July 11 Agenda Item 5.a

SCAN's revised request for Mixed Use-II zoning along Commercial St. SE:

- 1. Change proposed zoning of <u>the westside only</u> of Commercial St SE between Bush St and Myers St to MU-II instead of MU-I. (See Map 119 attached showing 4 blocks marked with an "X" to change to MU-II.)
- 2. Change proposed zoning of Commercial Street SE between Superior St and Jerris Ave; plus <u>the east side</u> <u>only</u> of Commercial St between Jerris Ave and McGilchrist St to MU-II instead of MU-III. (See Map 124 attached showing 9 blocks marked with an "X" to change to MU-II.)

SCAN requests MU-II because it is a more human-scale,\* slightly less dense alternative to MU-I and MU-III that will be more compatible with adjacent residential uses. None of the adjacent single-family or multi-family uses are over 2-stories high. Most of the adjacent properties between Bush and Myers streets are still in single-family use even though the area is zoned multi-family.

Many multi-family and mixed-use developments of 4-stories or less have been approved recently without City financial support (examples listed below). Therefore, it appears investors do not require 65 to 70-foot height allowances to build market rate housing in Salem.

In addition, SCAN does not believe MU-III should be used so liberally along the Core Transit Network because it includes many vehicle-related uses that do not need to be along the Core Transit Network, and indeed reduces the potential for the Core Network to support complete neighborhoods not dependent on vehicles. This issue goes well beyond SCAN and has citywide impact. A sample of vehicle-related uses allowed in the MU-III zone that are not allowed in MU-I or MU-II are listed in SCAN's testimony to City Council for its June 13 hearing.

Please note that staff does not object to changing the proposed MU-III to MU-II through Vista Ave as originally requested by SCAN.

\*Human-scale as measured by maximum building height and *minimum* first floor height (MU-III: 70 feet maximum height with minimum 20-ft first floor; MU-I: 65 feet maximum height with minimum 14-ft first floor; MU-II: 55 feet maximum height with minimum 10-ft first floor).

Recently approved multi-family buildings:

5 11 5	C
1055 Schurman Dr S	3 floor buildings with 42 units
4700 block Battle Creek Rd SE	3 floor buildings with 200 units
701 Lockwood Lane S	2 floor building with 8 units
3910 Village Center Dr SE	3 floor building with 9 units
226 Salem Heights	3 floor buildings with 10 units
1523 Jonmart Ave SE	22-ft height with 8 units

