

FACTS & FINDINGS

CONDITIONAL USE PERMIT, CLASS 3 SITE PLAN REVIEW, CLASS 2 ADJUSTMENT, CLASS 2 DRIVEWAY APPROACH PERMIT, AND CLASS 1 DESIGN REVIEW CASE NO. CU-SPR-ADJ-DAP-DR21-05

SEPTEMBER 26, 2022

PROCEDURAL FINDINGS

- (a)** On September 22, 2021, a Conditional Use Permit, Class 3 Site Plan Review, Class 2 Adjustment, Class 2 Driveway Approach Permit, and Class 1 Design Review consolidated application was submitted for property located at the 4900 Block of State Street (Attachment 1). After receiving additional information, the collective application was deemed complete for processing on December 1, 2021.
- (b)** A public hearing was conducted on December 22, 2021. The Hearings Officer continued the public hearing to January 26, 2022, to allow for additional findings and testimony to be submitted.
- (c)** Prior to the continued hearing, the applicant submitted an updated site plan and updated written response which were included in the supplemental staff report dated January 26, 2022. On January 26, 2022, the Hearings Officer conducted the continued hearing, closed the public hearing, and left the record open for additional written comments and final argument by the applicant.
- (d)** On February 9, 2022, an open record memo, including staff rebuttal testimony in response to the updated plans and findings provided by the applicant was provided to the Hearings Officer. The applicant provided final argument on February 16, 2022.
- (e)** On March 9, 2022, the Hearings Officer issued a decision denying the collective application.
- (f)** On March 15, 2022, a timely Notice of Appeal was filed by the applicant. At the March 28, 2022, regularly scheduled meeting, the City Council voted to initiate review of the appeal filed by the applicant.
- (g)** The 120-day State mandated deadline for final decision has been extended by the applicant to May 26, 2022.
- (h)** April 25, 2022, the City Council held a public hearing, received public testimony, and then closed the hearing. The City Council conducted deliberations and voted to affirm the Hearings Officer's decision denying CU-SPR-ADJ-DAP-DR21-05.
- (i)** The applicant appealed the City's final decision denying the development application to the Land Use Board of Appeals (LUBA).
- (j)** On August 30, 2022, LUBA issued a final order, LUBA No. 2022-050, reversing the decision and requiring the City to approve the development application.

SUBSTANTIVE FINDINGS

1. Salem Area Comprehensive Plan (SACP)

Urban Growth Policies: The subject property is located within the Salem Urban Growth Boundary and inside the corporate city limits.

Comprehensive Plan Map: The subject property is designated “Commercial” on the Salem Area Comprehensive Plan (SACP) Map.

Relationship to Urban Service Area

The subject property is located outside the City’s Urban Service Area.

An Urban Growth Area Preliminary Declaration has been previously approved for the subject property (UGA09-07 and UGA 09-07MOD1) to determine the public facilities required to serve the East Park Estates Planned Unit Development/Subdivision, including the subject property located at the 4900 Block of State Street.

2. Existing Conditions, Zoning, and Surrounding Land Use

Site and Vicinity: The subject property is proposed Lot 350 from Phase 3 of the East Park Estates Planned Unit Development/Subdivision (CPC-ZC-PUD-SUB-ADJ19-08MOD2) and is approximately 12.77 acres in size and has approximately 566 feet of frontage on State Street to the south, 697 feet of frontage on Cordon Road NE to the east and approximately 456 feet of frontage along Greencrest Street NE to the west.

Proposed Lot 350 is split zoned RM-II (Multi-Family Residential) and CR (Retail Commercial). The RM-II zoned portion of the lot is approximately 2 acres in size; CPC-ZC-PUD-SUB-ADJ19-08 previously approved a 36-unit multi-family apartment complex for this portion of the lot. This 36-unit apartment complex on the RM-II portion of the property is shown on the applicant’s site plan but is not part of this land use request.

The proposed twenty-six building apartment complex containing 291-units subject to this application occurs on the CR zoned portion of proposed Lot 350, which is approximately 10.77 acres in size.

Zoning:

The subject property is zoned CR (Retail Commercial). The zoning of surrounding properties is as follows:

- North: CR (Retail Commercial); Proposed Lot 349 from Phase 3, East Park Estates Planned Unit Development/Subdivision
- South: State Street
- East: Cordon Road NE, Urban Growth Boundary
- West: Greencrest Street NE, CR (Retail Commercial) zone

3. City Department and Public Agency Review

The Public Works Department reviewed the proposal and provided a memo dated December 15, 2021, which was included in the staff report.

The Salem Building and Safety Division reviewed the proposal and indicated no concerns.

The Salem Fire Department reviewed the proposal and indicated no concerns.

Salem-Keizer Public Schools reviewed the proposal and provided a memo dated December 14, 2021, which was included in the staff report. Of note, only Houck Middle School is within the Walk Zone, while Eyre Elementary and South Salem High School are eligible for school transportation.

Oregon Department of Aviation reviewed the proposal and indicated no concerns.

4. Neighborhood Association Comments and Public Comments

The subject property is located within the East Lancaster Neighborhood Association (ELNA). Pursuant to SRC Chapter 300, the applicant is required to contact the Neighborhood Association prior to submittal of this consolidated application. On June 15, 2021 the applicant contacted ELNA meeting the requirements of SRC 300.310(c). Notice was provided to ELNA and to surrounding addresses, property owners, and tenants within 250 feet of the subject property. No public comments were received during the public review process.

ELNA has provided testimony indicating opposition to the proposed use and development. ELNA expressed concern that there were not enough barriers to separate vehicles and pedestrian traffic nor to separate commercial from residential uses. This concern was heightened when considering potential interactions that school children may have with vehicular traffic while the children walk to and from school. ELNA also expressed concern for the proposed driveway location on Greencrest Street NE.

5. Criteria for Granting a Conditional Use Permit

SRC Chapter 240.005(a)(1) provides that no building, structure, or land shall be used or developed for any use which is designated as a conditional use in the UDC unless a conditional use permit has been granted pursuant to this Chapter.

SRC Chapter 240.005(d) establishes the following approval criteria for a conditional use permit:

- (1) The proposed use is allowed as a conditional use in the zone;
- (2) The reasonably likely adverse impacts of the use on the immediate neighborhood can be minimized through the imposition of conditions; and
- (3) The proposed use will be reasonably compatible with and have minimal impact on the livability or appropriate development of surrounding property.

As found by LUBA on appeal, the applicant's development is for housing, and therefore ORS 197.303 applies to the application and the City can only apply "clear and objective" criteria to the petitioner's housing application. LUBA declined to decide whether the applicant's development was for "needed housing." LUBA went on to find that the criteria outlined in SRC 240.005(d)(2) and SRC 240.005(d)(3) were not "clear and objective" and therefore could not be used to evaluate the proposed development. LUBA stated:

In this case, SRC 240.005(d)(2) and (3) are not objective. SRC 240.005(d)(2) requires evaluation of "reasonably likely adverse impacts" on an undefined "immediate neighborhood." Similarly, SRC 240.005(d)(3) requires evaluation of whether the proposed use is "reasonably compatible" or will have minimal impact on the "livability" and "appropriate development" of neighboring property. The CUP criteria are intended to balance or mitigate the impact of the proposed development on surrounding properties and require subjective, value-laden judgments. They are not objective and may not be applied to the application.

Application of the criteria in SRC 240.005(d)(2) and (3) required the city to engage in a value-laden analysis regarding adverse impacts to surrounding properties. The city's analysis, which balances its desire for commercial development against the proposed residential development, is prohibited by ORS 197.307(4).

LUBA also found that the fact that the Applicant could have sought a zone change rather than a conditional use permit was not a "clear and objective" path to approval. Rather the City needed to provide a "clear and objective" path for housing development in the CR zone. LUBA stated:

... the CUP criteria that the city applied are not clear and objective, and the city's code does not provide a clear and objective path for housing development in the applicable CR zone. Accordingly, the SRC does not provide an applicant with a path that compiles with ORS 197.307(4), and, until the city adopts a path that complies with subsection (4), the city cannot and has not adopted an alternative path under subsection (6). Moreover, while petitioner could potentially rezone the property to a zone where the proposed use is a permitted use instead of a conditional use, ORS 197.307(4) requires a clear and objective path for housing development notwithstanding how a local government allows housing in the zone....

Because the City Council found that the combined application met all other clear and objective criteria, including the clear and objective criteria for the conditional use permit, the City acted outside the range of discretion under state law to deny the application in the first instance, and is now ordered to approve the application.

Criterion 1:

The proposed use is allowed as a conditional use in the zone.

SRC Chapter 522, Table 522-1 provides that multi-family uses are allowed in the CR (Retail Commercial) zone with a conditional use permit. The proposal satisfies this criterion.

Criterion 2:

The reasonably likely adverse impacts of the use on the immediate neighborhood can be minimized through the imposition of conditions.

Inapplicable pursuant to ORS 197.307(4), which requires only clear and objective standards to apply to applications for housing in zones where housing is allowed.

Criterion 3:

The proposed use will be reasonably compatible with and have minimal impact on the livability or appropriate development of surrounding property.

Inapplicable pursuant to ORS 197.307(4), which requires only clear and objective standards to apply to applications for housing in zones where housing is allowed.

6. Criteria for Granting a Class 3 Site Plan Review

SRC 220.005(f)(3) establishes the following approval criteria for a Class 3 Site Plan Review:

Criterion 1:

The application meets all applicable standards of the UDC.

The applicant is requesting approval to develop a new twenty-six building multi-family residential apartment complex with a total of 291 dwelling units.

a. Use and Development Standards – CR (Retail Commercial) Zone:

i. SRC 522.005(a) – Uses:

Permitted, special and conditional uses for the CR zone are found in SRC Chapter 522, Table 522-1. Multiple family residential uses require a conditional use permit in the CR zone per Table 522-1.

The City Council approves the requested Conditional Use Permit for the proposed 291-unit multi-family residential use; therefore, the proposed multi-family residential use is a permitted use for the subject property.

ii. SRC 522.010(a) – Lot Standards:

There are no minimum lot area or dimension requirements in the CR zone. All uses are required to have a minimum of 16 feet of street frontage.

The subject property is proposed Lot 350 from Phase 3 of the East Park Estates Planned Unit Development/Subdivision (CPC-ZC-PUD-SUB-ADJ19-08MOD2). Phase 3 has not yet been recorded.

iii. SRC 522.010(b) – Setbacks:

North: Adjacent to the north is property zoned CR (Commercial Retail) that is the site for a future City Park (proposed Lot 349, CPC-ZC-PUD-SUB-ADJ19-

08MOD2). Multi-family buildings, structures, and vehicle use areas require a minimum 10-foot setback adjacent to a CR zone.

The amended site plan dated January 26, 2022, indicates that Buildings 10–13 are setback 10 feet and the nearest vehicle use area is setback approximately 70 feet from the property line to the north in compliance with the setback standard of the CR zone.

South: Adjacent to the south is right-of-way for State Street. Per Table 522-3, there is a minimum five-foot building setback required adjacent to a street, vehicle use areas shall be setback a minimum 6-10 feet per SRC Chapter 806.

The amended site plan dated January 26, 2022, indicates that Buildings 1–5 are setback 20 feet and the nearest vehicle use area is setback approximately 88 feet from State Street in compliance with the setback standard of the CR zone.

East: Adjacent to the east is right-of-way for Cordon Road NE. Per Table 522-3, there is a minimum five-foot building setback required adjacent to a street, vehicle use areas shall be setback a minimum 6-10 feet per SRC Chapter 806.

The amended site plan dated January 26, 2022, indicates that Buildings 6–10 are setback 20 feet and the nearest vehicle use area is setback approximately 20 feet from Cordon Road NE in compliance with the setback standard of the CR zone.

West (Greencrest): Adjacent to the west is right-of-way for Greencrest Street NE. Per Table 522-3, there is a minimum five-foot building setback required adjacent to a street, vehicle use areas shall be setback a minimum 6–10 feet per SRC Chapter 806.

The amended site plan dated January 26, 2022, indicates the nearest building, proposed building 29, is setback approximately 190 feet and the vehicle use area is setback 20 feet from Greencrest Street NE, in compliance with the setback requirement.

West (Commercial Use/Zone): Adjacent to the west is property zoned CR (proposed Lot 351, CPC-ZC-PUD-SUB-ADJ19-08MOD2). Multi-family buildings, structures, and vehicle use areas require a minimum 10-foot setback adjacent to a CR zone.

The amended site plan dated January 26, 2022, indicates that proposed Lot 351 could be developed with a gasoline service station and future retail uses. This amended site plan indicates there will be 6' fence and 10 feet of landscape buffering on the apartment side of the fence. The amended site plan meets the minimum 10-foot setback.

iv. *SRC 522.010(c) – Lot Coverage, Height:*

There is no maximum lot coverage standard in the CR zone, the maximum height allowance for all buildings and structures is 50 feet.

The proposed multi-family buildings range in height from 37–40.5 feet. The proposed clubhouse is approximately 25 feet in height and a garage/storage building to be used exclusively by residents of the complex is approximately 23 feet in height. Proposed garage and maintenance buildings are less than 15 feet in height, in compliance with the maximum height allowance of the CR zone.

v. *SRC 522.010(d) – Landscaping:*

- (1) Setbacks. Required setbacks shall be landscaped. Landscaping shall conform to the standards set forth in SRC Chapter 807.
- (2) Vehicle Use Areas. Vehicle use areas shall be landscaped as provided under SRC Chapter 806 and SRC Chapter 807.
- (3) Development Site. A minimum of 15 percent of the development site shall be landscaped. Landscaping shall meet the Type A standard set forth in SRC Chapter 807. Other required landscaping under the UDC, such as landscaping required for setbacks or vehicle use areas, may count towards meeting this requirement.

The total area of the subject property is approximately 10.77 acres (469,311 square feet) requiring a minimum of 70,397 square feet of landscape area ($469,311 \times 0.15 = 70,396.7$). The site plan indicates that approximately 138,830 square feet (29.6%) of the development site will be landscaped, exceeding the minimum requirement.

vi. *SRC 522.015(a) – Design Review:*

Multiple family development shall be subject to design review according to the multiple family design review standards set forth in SRC Chapter 702.

The applicant has applied for Class 1 Design Review, with the exception of requested adjustments the application has demonstrated that the proposed multi-family development is consistent with the multiple family design review standards set forth in SRC Chapter 702. In-depth findings are addressed in Section 9 below.

b. *General Development Standards SRC 800*

i. *SRC 800.055(a) – Applicability.*

Solid waste service area design standards shall apply to all new solid waste, recycling, and compostable services areas, where use of a solid waste, recycling, and compostable receptacle of 1 cubic yard or larger is proposed.

The plans indicate that one solid waste and recycling service area with a trash compactor is provided at the northeast corner of the site. The following is a summary of applicable design standards for the solid waste service area.

ii. *SRC 800.055(b) – Solid Waste Receptacle Placement Standards.*

All solid waste receptacles shall be placed at grade on a concrete pad that is a minimum of 4 inches thick, or on an asphalt pad that is a minimum of 6 inches thick. The pad shall have a slope of no more than 3 percent and shall be designed to discharge stormwater runoff.

1) *Pad area. In determining the total concrete pad area for any solid waste service area:*

- a. *The pad area shall extend a minimum of 1-foot beyond the sides and rear of the receptacle.*
- b. *The pad area shall extend a minimum 3 feet beyond the front of the receptacle.*
- c. *In situations where receptacles face each other, a minimum four feet of pad area shall be required between the fronts of the facing receptacles.*

The applicant's statement dated April 14, 2022, indicates that the material and design for the slab complies with applicable standards of Chapter 800. The proposed enclosure is large enough that the receptacles may face each other with four feet or more of separation provided.

2) *Minimum Separation.*

- a. *A minimum separation of 1.5 feet shall be provided between the receptacle and the side wall of the enclosure.*
- b. *A minimum separation of 5 feet shall be provided between the receptacle and any combustible walls, combustible roof eave lines, or building or structure openings.*

Applicant's proposed enclosure is large enough to provide adequate separation distance of the receptacles.

3) *Vertical Clearance.*

- a. *Receptacles 2 cubic yards or less in size shall be provided with a minimum of 8 feet of unobstructed overhead or vertical clearance for servicing.*
- b. *Receptacles greater than 2 cubic yards in size shall be provided with a minimum of 14 feet of unobstructed overhead or vertical clearance for servicing.*

The applicant's statement dated April 14, 2022, indicates that a roof will be provided over the enclosure providing a clearance of 11-12 feet. The updated statement and plans do not indicate the size of receptacles that will be provided. Because less than 14 feet of vertical clearance is provided, only receptacles 2 cubic yards or less in size may be used in this enclosure.

iii. *SRC 800.055(c) – Permanent Drop Box and Compactor Placement Standards.*

- 1) *All permanent drop boxes shall be placed on a concrete pad that is a minimum of six inches thick. The pad shall have a slope of no more than one percent and shall be designed to discharge stormwater runoff*

- consistent with the overall stormwater management plan for the site approved by the Director.*
- 2) All permanent compactors shall be placed on a concrete pad that is structurally engineered or in compliance with the manufacturer specifications. The pad shall have a slope of no more than three percent and shall be designed to discharge stormwater runoff consistent with the overall stormwater management plan for the site approved by the Director.*
 - 3) Pad area. The pad area shall be a minimum of 12 feet in width. The pad area shall extend a minimum of five feet beyond the rear of the permanent drop box or compactor.*
 - 4) Minimum separation. A minimum separation of five feet shall be provided between the permanent drop box or compactor and any combustible walls, combustible roof eave lines, or building or structure openings.*

The update plans showing the design and materials for the slab indicate that all applicable standards of SRC 800.055(c) are met.

- iv. SRC 800.055(d) – Solid Waste Service Area Screening Standards.*
- 1) Solid waste, recycling, and compostable service areas shall be screened from all streets abutting the property and from all abutting residentially zoned property by a minimum six-foot-tall sight-obscuring fence or wall; provided, however, where receptacles, drop boxes, and compactors are located within an enclosure, screening is not required. For the purpose of this standard, abutting property shall also include any residentially zoned property located across an alley from the property.*
 - 2) Existing screening at the property line shall satisfy screening requirements if it includes a six-foot-tall sight-obscuring fence or wall.*

The solid waste service area is completely enclosed and screened from view from surrounding streets and abutting property in compliance with the development standard of this section.

- v. SRC 800.055(e) – Solid Waste Service Area Enclosure Standards.*
When enclosures are used for required screening or aesthetics, such enclosure shall conform to the following standards:
- 1) Front Opening of Enclosure. The front opening of the enclosure shall be unobstructed and shall be a minimum of 12 feet in width.*

Two openings are provided in the front of the enclosure each with a width of 12.5 feet, exceeding the minimum requirement.

- 2) Measures to Prevent Damage to Enclosure. Enclosures constructed of concrete, brick, masonry block, or similar types of material shall contain a minimum four-inch nominal high bumper curb at ground level located 12 inches inside the perimeter of the outside walls of the enclosure, or a fixed bumper rail to prevent damage from receptacle impacts.*

A four-inch bumper curb will be provided on the interior of the enclosure walls in compliance with this standard.

- 3) *Enclosure Gates. Any gate across the front opening of an enclosure shall swing freely without obstructions. For any enclosure opening with an unobstructed width of less than 15 feet, the gates shall open a minimum of 120 degrees. All gates shall have restrainers in the open and closed positions.*

The update plans show that the gates provided are able to swing freely to 120 degrees in compliance with this standard.

vi. *SRC 800.055(f) – Solid Waste Service Area Vehicle Access.*

- 1) *Vehicle Operation Area. A vehicle operation area shall be provided for solid waste collection service vehicles that are free of obstructions and no less than 45 feet in length and 15 feet in width. Vehicle operation areas shall be made available in front of every receptacle.*

The proposed vehicle operation area meets the minimum dimensional requirements for service vehicle access.

c. *Streets and Right-of-Way Improvements, Connectivity SRC 803*

- i. *SRC 803.030(a) and SRC 803.035(a) – Street Spacing. Streets shall have a maximum spacing of 600 feet from right-of-way line to right-of-way line along one axis, and not less than 120 feet and not more than 400 feet from the right-of-way line to right-of-way line along the other axis.*

Street connectivity for the subject property was addressed with the tentative subdivision approval (CPC-ZC-PUD-SUB-ADJ19-08MOD2). Due to access limits on Cordon Road NE and State Street, internal streets through the subject property connecting to Cordon Road NE and State Street are not required.

d. *Off-Street Parking, Loading, and Driveways SRC 806*

- i. *SRC 806.005 - Off-Street Parking; When Required. Off-street parking shall be provided and maintained for each proposed new use or activity.*
- ii. *SRC 806.010 - Proximity of Off-Street Parking to Use or Activity Served. Required off-street parking shall be located on the same development site as the use or activity it serves.*
- iii. *SRC 806.015 - Amount of Off-Street Parking.*
 - a) *Minimum Required Off-Street Parking. For multi-family residential uses containing 13 or more dwelling units, a minimum of one space is required per studio unit or dwelling unit with one bedroom. A minimum of 1.5 spaces are required per dwelling unit with 2 or more bedrooms.*
 - b) *Compact Parking. Up to 75 percent of the minimum off-street parking spaces required under this Chapter may be compact parking spaces.*
 - c) *Carpool and Vanpool Parking. New developments with 60 or more required off-street parking spaces, and falling within the public services and*

industrial use classifications, and the business and professional services use category, shall designate a minimum of five percent of their total off-street parking spaces for carpool or vanpool parking.

- d) *Maximum Off-Street Parking. The maximum number of off-street parking spaces shall not exceed 1.75 times the minimum number of spaces required.*

The proposed multi-family use contains a total of 291 dwelling units, 96 of the proposed units are studio or single bedroom, and the remaining 195 units are two and three-bedroom units. A minimum of 300 off-street parking spaces are required for the proposed use $((96 \times 1) + (195 \times 1.5) = 389)$. The maximum off-street parking allowance is 1.75 times the minimum requirement, or 681 spaces $(389 \times 1.75 = 680.75)$. The updated site plan dated January 26, 2022 indicates that 447 spaces are proposed, with 51 of the spaces proposed to be compact. Carpool/vanpool parking spaces are not required for multi-family uses. The proposal complies with the parking requirements of this section.

iv. *SRC 806.035 - Off-Street Parking and Vehicle Use Area Development Standards.*

- a) *General Applicability. The off-street parking and vehicle use area development standards set forth in this section apply to the development of new off-street parking and vehicle use areas.*
- b) *Location. Off-street parking and vehicle use areas shall not be located within required setbacks.*
- c) *Perimeter Setbacks and Landscaping. Perimeter setbacks shall be required for off-street parking and vehicle use areas abutting streets, abutting interior front, side, and rear property lines, and adjacent to buildings and structures.*

Adjacent to Buildings and Structures: The off-street parking or vehicle use area shall be setback from the exterior wall of the building or structure by a minimum 5-foot-wide landscape strip or by a minimum 5-foot-wide paved pedestrian walkway.

The updated site plan dated January 26, 2022, demonstrates that the development is in compliance with the CR setback requirements.

- e. *Interior Landscaping. Interior landscaping shall be provided in amounts not less than those set forth in Table 806-5. For parking areas less than 50,000 square feet in size, a minimum of 5 percent of the interior parking area shall be landscaped.*

A minimum of 1 deciduous shade tree shall be planted for every 12 parking spaces within the off-street parking area. Landscape islands and planter bays shall have a minimum planting area of 25 square feet and shall have a minimum width of 5 feet.

Pursuant to SRC 702.020(b)(8), multiple family developments with 13 or more units are exempt from the landscaping requirements in SRC Chapter 806; therefore, this standard is not applicable.

- f. Off-Street Parking Area Dimensions. Off-street parking areas shall conform to the minimum dimensions set forth in Table 806-6.*

The proposed parking spaces, driveway and drive aisle for the off-street parking area meet the minimum dimensional requirements of SRC Chapter 806.

- g. Additional Off-Street Parking Development Standards 806.035(f)-(m).*

The proposed off-street parking area is developed consistent with the additional development standards for grade, surfacing, and drainage as well as bumper guards and wheel barriers. The parking area striping, marking, signage and lighting shall be consistent with SRC Chapter 806, required compact parking spaces shall be marked and signed per SRC 806.035(k)(2). The CR zoned portion of the subject property does not abut residentially zoned property.

SRC 806.040 – Driveway Development Standards for Uses or Activities Other Than Single Family, Two Family, Three Family, or Four Family.

(b) location. Driveways shall not be located within required setbacks except where:

- (1) The driveway provides direct access to the street, alley, or abutting property.*
- (2) The driveway is a shared driveway located over the common lot line and providing access to two or more uses.*

Based on the Applicant's updated site plan dated January 26, 2022, a shared drive aisle located across a common property line is no longer provided. This standard is met.

Bicycle Parking

SRC 806.045 - General Applicability.

Bicycle parking shall be provided and maintained for each proposed new use or activity.

SRC 806.050 – Proximity of Bicycle Parking to use or Activity Served.

Bicycle parking shall be located on the same development site as the use or activity it serves.

SRC 806.055 - Amount of Bicycle Parking.

Per SRC Chapter 806, Table 806-8, multi-family residential uses are required to provide the greater of four spaces or one space per 10 dwelling units.

The proposed 291-unit multi-family residential apartment complex requires a minimum of 29 bicycle parking spaces. The site plan indicates that 30 bicycle parking spaces are provided throughout the complex, in compliance with the proximity and minimum bicycle parking requirements.

SRC 806.060 – Bicycle Parking Development Standards.

- (a) *Location. Except as otherwise provided in this section, bicycle parking shall be located outside a building.*
- (1) *Bicycle parking located outside a building shall be located within a convenient distance of, and be clearly visible from, the primary building entrance. In no event shall bicycle parking be located more than 50 feet from the primary building entrance, as measured along a direct pedestrian access route.*
 - (2) *Where bicycle parking cannot be located outside a building, it may be located inside a building within a convenient distance of, and accessible from, the primary building entrance.*
- (b) *Access. Bicycle parking areas shall have direct and accessible access to the public right-of-way and the primary building entrance that is free of obstructions and any barriers, such as curbs or stairs, which would require users to lift their bikes in order to access the bicycle parking area.*
- (c) *Dimensions. Except as provided in subsection (f) of this section, bicycle parking areas shall meet the following dimension requirements:*
- (1) *Bicycle parking spaces. Bicycle parking spaces shall be a minimum of six feet in length and two feet in width with the bicycle rack centered along the long edge of the bicycle parking space. Bicycle parking space width may be reduced, however, to a minimum of three feet between racks where the racks are located side-by-side.*
 - (2) *Access aisles. Bicycle parking spaces shall be served by a minimum four-foot-wide access aisle. Access aisles serving bicycle parking spaces may be located within the public right-of-way.*
- (d) *Surfacing. Where bicycle parking is located outside a building, the bicycle parking area shall consist of a hard surface material, such as concrete, asphalt pavement, pavers, or similar material, meeting the Public Works Design Standards.*
- (e) *Bicycle racks. Where bicycle parking is provided in racks, the racks may be floor, wall, or ceiling racks. Bicycle racks shall meet the following standards.*
- (1) *Racks must support the bicycle frame in a stable position, in two or more places a minimum of six inches horizontally apart, without damage to wheels, frame, or components.*
 - (2) *Racks must allow the bicycle frame and at least one wheel to be locked to the rack with a high security, U-shaped shackle lock;*
 - (3) *Racks shall be of a material that resists cutting, rusting, and bending or deformation; and*
 - (4) *Racks shall be securely anchored.*
 - (5) *Examples of types of bicycle racks that do, and do not, meet these standards are shown in Figure 806-10.*

The site plan shows five individual bicycle parking pads, each with three staple racks, which provide two bicycle parking spaces each, for a total of thirty bicycle parking spaces. The applicant's updated site plan dated January 26, 2022 indicates that the location of all required bicycle parking spaces are within 50 feet of a primary building entrance consistent with the standards in SRC 806.060(a)(1).

Off-Street Loading Areas

SRC 806.065 - General Applicability.

Off-street loading areas shall be provided and maintained for each proposed new use or activity.

SRC 806.075 - Amount of Off-Street Loading.

For multi-family residential uses containing 200 or more dwelling units, a minimum of three loading spaces are required. If a recreation building is provided, at least one of the required loading spaces shall be located in conjunction with the recreation building. Loading spaces shall be a minimum 12 feet in width, 19 feet in length and 12 feet of unobstructed vertical clearance.

The proposed 291-unit apartment complex requires a minimum of three off-street loading spaces. The proposed site plan indicates that three loading spaces are provided, and one of the loading spaces is located in conjunction with the recreation building in compliance with all applicable off-street loading development standards of SRC Chapter 806.

Landscaping

All required setbacks shall be landscaped with a minimum of 1 plant unit per 20 square feet of landscaped area. A minimum of 40 percent of the required number of plant units shall be a combination of mature trees, shade trees, evergreen/conifer trees, or ornamental trees. Plant materials and minimum plant unit values are defined in SRC Chapter 807, Table 807-2.

All building permit applications for development subject to landscaping requirements shall include landscape and irrigation plans meeting the requirements of SRC Chapter 807.

The proposed site plan indicates that 138,830 square feet of landscaping will be provided for the development site requiring a minimum of 6,942 plant units (138,830 / 20 = 6,941.5).

Natural Resources

SRC 808 - Preservation of Trees and Vegetation: The City's tree preservation ordinance, under SRC Chapter 808, provides that no person shall remove a significant tree (Oregon White Oak greater than 24 inches in diameter at breast height) (SRC 808.015) or a tree or native vegetation in a riparian corridor (SRC 808.020), unless the removal is excepted under SRC 808.030(a)(2), undertaken pursuant to a permit issued under SRC 808.030(d), undertaken pursuant to a tree conservation plan approved under SRC 808.035, or permitted by a variance granted under SRC 808.045.

There are no riparian areas located on the subject property. There are ten significant trees located on the RM-II zoned portion of the property containing the previously approved 36-unit multi-family use, each of the ten significant trees will be protected and preserved during construction. There are two significant trees

approximately 40 and 48 inches dbh located on the CR zoned portion of the property subject to this application that are proposed to be preserved.

SRC 809 - Wetlands: 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 wetland 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.

The Salem-Keizer Local Wetland Inventory shows that there are hydric soils mapped on the property. The applicant should contact the Oregon Department of State Lands to verify if any permits are required for development or construction in the vicinity of the mapped wetland area(s). Wetland notice was sent to the Oregon Department of State Lands pursuant to SRC 809.025.

SRC 810 - Landslide Hazards:

A geological assessment or report is required when regulated activity is proposed in a mapped landslide hazard area. There are no areas of mapped landslide hazards identified on the subject property. Multi-family residential development is assigned two activity points. Per Table 810-1E, a total of two points indicates a low landslide hazard risk, a geological assessment of the property is not required for the proposed development.

Criterion 2:

The transportation system provides for the safe, orderly, and efficient circulation of traffic into and out of the proposed development, and negative impacts to the transportation system are mitigated adequately.

The existing condition of State Street does not meet current standards for its classification of street per the Salem Transportation System Plan. The applicant shall convey for dedication a half-width right-of-way up to 48 feet to Major Arterial street standards as specified in the PWDS and based on a rational nexus calculation. The applicant shall construct a half-street improvement to Major Arterial street standards as specified in the PWDS and consistent with the provisions of SRC Chapter 803.

Condition 1: Convey land for dedication to equal a half-width right-of-way of 48 feet on the development side of State Street, including sufficient right-of-way to accommodate public infrastructure at the property corners.

Condition 2: Construct a half-street improvement along the frontage of State Street to Major Arterial street standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803.

Greencrest Street NE is specified as a Collector street in the Salem TSP and is planned to run along the western lot line of the subject property. The applicant shall construct a half-street improvement along the frontage of Greencrest Street

NE to Collector street standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803.

Condition 3: Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of Greencrest Street NE, including sufficient right-of-way to accommodate public infrastructure at the property corners.

Condition 4: Construct a half-street improvement along the frontage of Greencrest Street NE to Collector standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803.

The applicant submitted a traffic impact analysis for the proposed multi-family development that includes all six phases of the East Park development site. The recommended mitigation measures as specified in the TIA were incorporated into the conditions of development for CPC-ZC-PUD-SUB-ADJ19-08MOD2. Because the connection of Greencrest Street NE to State Street is required as a condition of this proposed multi-family development phase, the mitigation measure from the TIA applicable to the proposed development is as follows:

Condition 5: As specified in the applicant's Traffic Impact Analysis, construct eastbound-to-northbound and westbound-to-southbound left-turn lanes at the intersection of State Street and Greencrest Street NE.

Criterion 3:

Parking areas and driveways are designed to facilitate safe and efficient movement of vehicles, bicycles, and pedestrians.

The applicant's original site plan proposed access onto State Street along the southern lot line, Greencrest Street NE along the western lot line, and Stella Street NE along the northern lot line. The driveway access onto Greencrest Street NE and Stella Street provides for safe turning movements into and out of the property.

The site plan provided for the December 22, 2021 hearing included a driveway approach with direct access to State Street. State Street is classified as a major arterial in the Salem Transportation System Plan, and the minimum driveway spacing standard between driveway approaches or intersection is 370 feet per SRC 804.035, the proposed driveway was approximately 275-feet from the intersection of Greencrest Street NE and did not comply with minimum standards. The driveway has been removed. Primary access for the proposed multi-family use is now from Greencrest Street NE and secondary access is provided by Stella Street NE, however Stella Street NE will not be constructed until Phased 5 of the East Park Estates Planned Unit Development.

The Fire Department will require a minimum of two approved points of access for the apartment complex. Greencrest Street NE is scheduled to be complete with

Phase 3 of the East Park Estates Planned Unit Development and Stella Street NE is scheduled to be complete with Phase 5.

Criterion 4:

The proposed development will be adequately served with City water, sewer, stormwater facilities, and other utilities appropriate to the nature of the development.

The Public Works Department has reviewed the applicant's preliminary plan for this site. The water, sewer, and storm infrastructure are available within surrounding streets/areas and are adequate to serve the proposed development.

As a condition of CPC-ZC-PUD-SUB-ADJ19-08MOD2, the applicant constructed a 24-inch water main along Cordon Road to serve the proposed development as specified in the Water System Master Plan. The Water System Master Plan specifies a 12-inch loop to be connected to the Cordon Road main along Auburn Road NE, Greencrest Street NE, and State Street.

Pursuant to PWDS and the Water System Master Plan, the applicant shall be required to extend the 12-inch public main from the intersection of Cordon Road NE and State Street to Greencrest Street. Additionally, the applicant shall construct a 12-inch public main within Greencrest Street NE from the intersection of State Street and Greencrest Street NE to the north line of the subject property.

Condition 6: Construct a minimum 12-inch water main in State Street from Cordon Road NE to Greencrest Street NE.

Condition 7: Construct a minimum 12-inch water main in Greencrest Street NE along the entire frontage of the proposed development.

The applicant's engineer submitted a statement demonstrating compliance with Stormwater PWDS Appendix 004-E(4) and SRC Chapter 71 based on the regulations in effect at the time of original submittal of the East Park development. The preliminary stormwater design demonstrates the use of green stormwater infrastructure to the maximum extent feasible.

Condition 8: Design and construct a storm drainage system at the time of development in compliance with SRC Chapter 71 and PWDS.

The applicant shall design and construct all utilities (sewer, water, and storm drainage) according to the PWDS and to the satisfaction of the Public Works Director.

7. Criteria for Granting a Class 2 Adjustment

SRC Chapter 250.005(d)(2) provides that an applicant for a Class 2 Adjustment shall be granted if all of the following criteria are met:

Criterion 1:

The purpose underlying the specific development standard proposed for adjustment is:

- (i) Clearly inapplicable to the proposed development; or
- (ii) Equally or better met by the proposed development.

The applicant is requesting two Class 2 Adjustments to:

- 1) To allow buildings to be placed at a 20-foot setback along State Street and Cordon Road NE instead of five-ten feet as required by 702.020(e)(4), and to allow no buildings at the minimum setback on Greencrest Street NE; and
- 2) To eliminate the direct pedestrian access to adjacent sidewalk requirement for ground level units adjacent to State Street and Cordon Road NE as required by 702.020(e)(5).

To increase the building setback requirement adjacent to State Street and Cordon Road NE.

The minimum building setback requirement in the CR zone is 5 feet adjacent to a street. Pursuant to SRC 702.020(e)(4), a minimum of 40 percent of the buildable width shall be occupied by buildings placed at the minimum setback line. The applicant is requesting a Class 2 Adjustment to place buildings at a 20-foot setback adjacent to all streets and to eliminate the requirement for a minimum of 40 percent of the buildable width to be occupied by buildings placed at the minimum setback.

The applicant indicates that proposed Buildings 1-5 will have a setback of approximately 20 feet adjacent to State Street, and that proposed Buildings 6-10 and a garage building will be setback approximately 20 feet from Cordon Road NE. Locating buildings at the minimum 5-foot setback line is not feasible for this development because it would conflict with the required 10-foot public utility easements along the streets. In addition, the minimum setback for multi-family developments in multi-family residential zoning designations where this design standard would typically be found is 20 feet. The proposed setback increase would allow for a multi-family development that is similar in appearance from the street to other complexes in the city. The applicant further indicates the larger setback will provide more room for landscaping.

The proposal otherwise complies with the 40 percent buildable width standard applied to the greater setback, and the setback area will be landscaped. The City Council finds the proposal equally or better meets the intent of this provision and is therefore in compliance with this criterion.

To eliminate requirement for direct pedestrian access to adjacent sidewalks.

The applicant is requesting to eliminate the requirement to orient buildings to the street and provide direct pedestrian pathways from the public sidewalk to ground floor units. The applicant explains that the buildings are oriented inwards towards the site, but will be visually appealing including windows, offsets and architectural features where facing the street, and that adequate pedestrian access will be provided from the surrounding public sidewalks into the development site.

The purpose of the standard is to provide a pedestrian friendly development with buildings oriented outward towards the street, and with direct pedestrian access from ground floor units to the abutting sidewalk. In this case, State Street is designated as a Major Arterial Street and Cordon Road NE is designated as a Parkway, both streets carry a significant amount of traffic. The applicant is proposing common pedestrian connections at two points along Cordon Road NE and two points along State Street. These connections help ensure adequate pedestrian access is provided along both street frontages.

The City Council finds that the proposal equally or better meets the intent of this provision and is therefore in compliance with this criterion.

Criterion 2:

If located within a residential zone, the proposed development will not detract from the livability or appearance of the residential area.

This criterion is not applicable because, even though the subject property abuts residential zoning and uses, and the proposal is for multi-family residential development, the subject property is located within the CR (Retail Commercial) zone.

Criterion 3:

If more than one adjustment has been requested, the cumulative effect of all the adjustments result in a project which is still consistent with the overall purpose of the zone.

Two separate Class 2 Adjustments have been requested with this development. Both of the adjustments have been evaluated separately for conformance with the Adjustment approval criteria.

The City Council finds that the cumulative impact of the adjustments results in an overall project which is consistent with the intent and purpose of the zoning code.

8. Criteria for Granting a Class 2 Driveway Approach Permit

Salem Revised Code (SRC) 804.025(d) sets forth the following criteria that must be met before approval can be granted to an application for a Driveway Approach Permit.

Driveway Approach Permit – State Street

Based on the applicant's revised site plan, which eliminated the State Street access, this permit is no longer necessary.

Driveway Approach Permit – Greencrest Street NE

Criterion 1:

The proposed driveway approach meets the standards of this Chapter and the Public Works Design Standards.

The proposed driveway meets the standards for SRC Chapter 804 and Public Works Design Standards (PWDS).

Criterion 2:

No site conditions prevent placing the driveway approach in the required location.

The adjusted lot line as shown in the January 26, 2022 revised site plan indicate that an easement must be obtained to have access off of Greencrest.

Criterion 3:

The number of driveways onto an arterial is minimized.

The proposed driveway is not accessing onto an arterial street.

Criterion 4:

The proposed driveway approach, where possible:

a) Is shared with an adjacent property; or

b) Takes access from the lowest classification of street abutting the property.

The subject property abuts a Parkway, Major Arterial, Collector and Local street. A shared driveway approach is not feasible because the proposed multi-family development abuts residential lots. It is not possible to serve the approximately 10-acre development with all driveway accesses to the lowest classification of street because access is not permitted to the Parkway (Cordon Rd) or Major Arterial (State St) frontages. The proposed driveway to the future Collector street (Greencrest Street NE) is required to serve the proposed development.

Criterion 5:

The proposed driveway approach meets vision clearance standards.

The proposed driveway meets the PWDS vision clearance standards set forth in SRC Chapter 805.

Criterion 6:

The proposed driveway approach does not create traffic hazards and provides for safe turning movements and access.

No evidence has been submitted to indicate that the proposed driveway will create traffic hazards or unsafe turning movements. Additionally, submitted analysis of the proposed driveway indicates that it will not create a traffic hazard and will provide for safe turning movements for access to the subject property.

Criterion 7:

The proposed driveway approach does not result in significant adverse impacts in the vicinity.

Submitted analysis of the proposed driveway indicates that the location of the proposed driveway will not have any adverse impacts to the adjacent properties or streets.

Criterion 8:

The proposed driveway approach minimizes impact to the functionality of adjacent streets and intersections.

The proposed driveway approach is located on a future collector street and does not create a significant impact to adjacent streets and intersections.

Criterion 9:

The proposed driveway approach balances the adverse impacts to residentially zoned property and the functionality of adjacent streets.

The proposed development is surrounded by residentially zoned property. The proposed development abuts a Parkway, Arterial, Collector and Local street. The proposed driveway is taken from of the lower street classifications abutting the subject property. The driveway balances the adverse impacts to residentially zoned property and will not have an adverse effect on the functionality of the adjacent streets.

The application for a Driveway Approach Permit from Greencrest Street meets the applicable criteria.

Driveway Approach Permit – Stella Street NE

Criterion 1:

The proposed driveway approach meets the standards of this Chapter and the Public Works Design Standards.

The proposed driveway meets the standards for SRC Chapter 804 and Public Works Design Standards (PWDS).

Criterion 2:

No site conditions prevent placing the driveway approach in the required location.

There are no site conditions prohibiting the location of the proposed driveway.

Criterion 3:

The number of driveways onto an arterial is minimized.

The proposed driveway is not accessing onto an arterial street.

Criterion 4:

The proposed driveway approach, where possible:

- a) *Is shared with an adjacent property; or*
- b) *Takes access from the lowest classification of street abutting the property.*

The proposed driveway is currently located with access to the lowest classification of street abutting the subject property.

Criterion 5:

The proposed driveway approach meets vision clearance standards.

The proposed driveway meets the PWDS vision clearance standards set forth in SRC Chapter 805.

Criterion 6:

The proposed driveway approach does not create traffic hazards and provides for safe turning movements and access.

No evidence has been submitted to indicate that the proposed driveway will create traffic hazards or unsafe turning movements. Additionally, submitted analysis of the proposed driveway indicates that it will not create a traffic hazard and will provide for safe turning movements for access to the subject property.

Criterion 7:

The proposed driveway approach does not result in significant adverse impacts in the vicinity.

The submitted analysis of the proposed driveway indicate the location of the proposed driveway will not have any adverse impacts to the adjacent properties or streets.

Criterion 8:

The proposed driveway approach minimizes impact to the functionality of adjacent streets and intersections.

The proposed driveway approach is located on a future local street and does not create a significant impact to adjacent streets and intersections.

Criterion 9:

The proposed driveway approach balances the adverse impacts to residentially zoned property and the functionality of adjacent streets.

The proposed development is surrounded by residentially zoned property. The proposed driveway is taken from of the lowest street classification abutting the subject property. The driveway balances the adverse impacts to residentially zoned property and will not have an adverse effect on the functionality of the adjacent streets.

The application for a Driveway Approach Permit from Stella Street meets the applicable criteria.

9. Criteria for Granting a Class 1 Design Review

Salem Revised Code (SRC) 225.005(e)(1) provides that a Class 1 Design Review application shall be approved if all of the applicable design review standards are met.

Development Standards – Multiple Family Design Review Standards SRC 702

SRC 702.020 - Design review standards for multiple family development with thirteen or more units.

(a) *Open space standards.*

- (1) *To encourage the preservation of natural open space qualities that may exist on a site and to provide opportunities for active and passive recreation, all newly constructed multiple family developments shall provide a minimum 30 percent of the gross site area as designated and permanently reserved open space. For the purposes of this subsection, the term "newly constructed multiple family developments" shall not include multiple family developments created through only construction or improvements to the interior of an existing building(s). Indoor or covered recreation space may count toward this open space requirement.*

The proposed development occurs on a portion of the subject property that is approximately 10.77 acres in size (469,311 square feet). The standard requires a minimum of 140,793 square feet ($469,311 \times 0.3 = 140,793.3$) of common open space, including indoor or covered recreation space. The site plan indicates that 159,913 square feet (approximately 34.1 percent of the site area) of open space, including landscaped areas, a recreation building, and a pool is provided for this development site, exceeding the minimum open space requirement. The application meets this requirement.

- (A) *To ensure usable open space, at least one common open space area shall be provided within the development that is at least 1,000 square feet in size, plus an additional 250 square feet for every 20 units, or portion thereof, over 20 units and has a minimum dimension of 25 feet for all sides.*

The proposed multi-family development contains 291 dwelling units; per Table 702-3 the 291-unit development requires a minimum open space area that is 4,500 square feet in size with no dimension less than 25 feet. The site plan indicates a large open space area is provided between Buildings 17, 18, 19, 20, 21, and 22 that is 12,367 square feet in size with a minimum dimension of 65 feet, exceeding the minimum standard.

- (B) *To ensure the provided open space is usable, a maximum of 15 percent of the common open space shall be located on land with slopes greater than 25 percent.*

The existing conditions plan indicates that there are no slopes greater than 25 percent on the subject property. The application meets this requirement.

- (C) *To allow for a mix of different types of open space areas and flexibility in site design, private open space, meeting the size and dimension standards set forth in Table 702-4, may count toward the open space requirement. All private open space must meet the size and dimension standards set forth in Table 702-4.*

The applicant does not need to use the reductions offer by this section to meet the common open space requirement.

(D) To ensure a mix of private and common open space in larger developments, private open space, meeting the size and dimension standards set forth in Table 702-4, shall be provided for a minimum of 20 percent of the dwelling units in all newly constructed multiple family developments with 20 or more dwelling units. Private open space shall be located contiguous to the dwelling unit, with direct access to the private open space provided through a doorway.

Private open space is provided for each dwelling unit. Ground floor units will have patios at least 96 square feet in size, with no dimension less than six feet. The second and third story units will have decks that are a minimum of 60 square feet in size. The private open space areas comply with the minimum size requirements of Table 702-4.

(E) To encourage active recreational opportunities for residents, the square footage of an improved open space area may be counted twice toward the total amount of required open space, provided each such area meets the standards set forth in this subsection. Example: a 750-square-foot improved open space area may count as 1,500 square feet toward the open space requirement.

(i) Be a minimum 750 square feet in size with a minimum dimension of 25 feet for all sides; and

(ii) Include at least one of the following types of features:

a. Covered pavilion.

b. Ornamental or food garden.

c. Developed and equipped children's play area, with a minimum 30-inch-tall fence to separate the children's play area from any parking lot, drive aisle, or street.

d. Sports area or court (e.g., tennis, handball, volleyball, basketball, soccer).

e. Swimming pool or wading pool.

The applicant has met the minimum open space requirement without using the reduction offered in this section.

(F) To encourage proximity to and use of public parks, the total amount of required open space may be reduced by 50 percent for developments that are located within one-quarter mile of a publicly owned urban, community, or neighborhood park as measured along a route utilizing public or private streets that are existing or will be constructed with the development.

The applicant has met the minimum open space requirement without using the reduction offered in this section.

(b) Landscaping standards.

(1) To encourage the preservation of trees and maintain or increase tree canopy, a minimum of one tree shall be planted or preserved for every 2,000 square feet of gross site area.

The proposed development occurs on a portion of the subject property that is approximately 10.77 acres in size (469,311 square feet) requiring a minimum of 235 trees ($469,311 / 2,000 = 234.7$). The applicant's written statement and landscape plan indicates that a minimum of 235 trees will be provided in compliance with this standard.

(2) Where a development site abuts property that is zoned Residential Agricultural (RA) or Single Family Residential (RS), a combination of landscaping and screening shall be provided to buffer between the multiple family development and the abutting RA or RS zoned property. The landscaping and screening shall include the following:

(A) A minimum of one tree, not less than 1.5 inches in caliper, for every 30 linear feet of abutting property width; and

(B) A minimum six-foot tall, decorative, sight-obscuring fence or wall. The fence or wall shall be constructed of materials commonly used in the construction of fences and walls, such as wood, stone, rock, brick, or other durable materials. Chain-link fencing with slats shall not be allowed to satisfy this standard.

This standard is not applicable because the subject property does not abut property zoned RA or RS.

(3) To define and accentuate primary entryways, a minimum of two plant units, shall be provided adjacent to the primary entryway of each dwelling unit, or combination of dwelling units.

The landscaping plan provided indicates at least two plant units will installed at each shared entrance.

(4) To soften the visual impact of buildings and create residential character, new trees shall be planted, or existing trees shall be preserved, at a minimum density of ten plant units per 60 linear feet of exterior building wall. Such trees shall be located not more than 25 feet from the edge of the building footprint.

The landscaping plan provided indicates at least ten plant units of trees per 60 linear feet of exterior building wall are to be planted within 25 feet on each side of the proposed buildings.

(5) Shrubs shall be distributed around the perimeter of buildings at a minimum density of one plant unit per 15 linear feet of exterior building wall.

The landscaping plan provided indicates at least one plant unit of shrubs per 15 linear feet are to be planted on each side of the proposed buildings.

(6) To ensure the privacy of dwelling units, ground level private open space shall be physically and visually separated from common open space with perimeter landscaping or perimeter fencing.

The applicant's written statement and landscape plan indicate that all private open space located contiguous to the dwelling unit will be screened with five-foot tall landscaping ensuring privacy for private open space areas.

(7) To provide protection from winter wind and summer sun and to ensure trees are distributed throughout a site and along parking areas, a minimum of one canopy tree shall be planted along every 50 feet of the perimeter of parking areas. Trunks of the trees shall be located within ten feet of the edge of the parking area (see Figure 702-3).

(A) A minimum of one canopy tree shall be planted within each planter bay.

(B) A landscaped planter bay a minimum of nine feet in width shall be provided at a minimum spacing of one for every 12 spaces. (see Figure 702-3).

The updated site plan dated January 26, 2022 indicates that the parking area contains 419 parking spaces, requiring 34 planter bays at least nine feet in width. The landscaping plan indicates at least 46 planter bays, nine feet in width and each with a canopy tree, will be provided in compliance with this standard.

(8) Multiple family developments with 13 or more units are exempt from the landscaping requirements in SRC Chapter 806.

The proposal includes more than thirteen units; therefore, this development is exempt from the landscaping requirements of SRC Chapter 806.

(c) Site safety and security.

(1) Windows shall be provided in all habitable rooms, other than bathrooms, on each wall that faces common open space, parking areas, and pedestrian paths to encourage visual surveillance of such areas and minimize the appearance of building bulk.

(2) Lighting shall be provided that illuminates all exterior dwelling unit entrances, parking areas, and pedestrian paths within the development.

(3) Fences, walls, and plant materials shall not be installed between street-facing dwelling units and public or private streets in locations that obstruct the visibility of dwelling unit entrances from the street. For purposes of this standard, the term "obstructed visibility" means the entry is not in view from the street along one-half or more of the dwelling unit's frontage.

(4) Landscaping and fencing adjacent to common open space, parking areas, and dwelling unit entryways shall be limited to a maximum height of three feet to encourage visual surveillance of such areas.

The updated site plan dated January 26, 2022 indicates that exterior lighting (pole lights a maximum of 14 feet tall, and post lights a maximum of 5 feet tall) will be provided along pedestrian paths and adjacent to vehicle use areas, lighting will also be provided on building exteriors. According to the site plan and landscaping plan, there are no fences near the entryways or common open space.

The updated elevation plans were modified, and now demonstrate compliance with this standard.

(d) Parking and site design.

- (1) To minimize large expanses of continuous pavement, parking areas greater than 6,700 square feet in area shall be physically and visually separated with landscaped planter bays that are a minimum of nine feet in width. Individual parking areas may be connected by an aisle or driveway (see Figure 702-3).*

The applicant indicates that there are no parking areas greater than 6,700 square feet in size. Planter bays a minimum of nine feet in width, and each planted with a canopy tree, have been provided throughout the development site to minimize large expanses of continuous pavement, in compliance with this standard.

- (2) To minimize the visual impact of on-site parking and to enhance the pedestrian experience, off-street surface parking areas and vehicle maneuvering areas shall be located behind or beside buildings and structures. Off-street surface parking areas and vehicle maneuvering areas shall not be located between a building or structure and a street.*

Based on the updated site plan dated January 26, 2022, this standard is satisfied.

- (3) Where a development site abuts, and is located uphill from, property zoned Residential Agriculture (RA) or Single Family Residential (RS), and the slope of the development site within 40 feet of the abutting RA or RS zoned property is 15 percent or greater, parking areas shall be set back not less than 20 feet from the property line of the abutting RA or RS zoned property to ensure parking areas are designed to consider site topography and minimize visual impacts on abutting residential properties.*

The subject property does not abut RA or RS zoned property; therefore, this standard is not applicable.

- (4) To ensure safe pedestrian access to and throughout a development site, pedestrian pathways shall be provided that connect to and between buildings, common open space, and parking areas, and that connect the development to the public sidewalks.*

Sidewalks are shown connecting the development site to existing/proposed public sidewalk along Greencrest Street NE, State Street and Cordon Road NE, between buildings, and connecting to the common open space. The original site plan did not propose a sidewalk on east side of Buildings 23 and 28 connecting the adjacent parking spaces to the rest of the development site. However, the updated site plan dated January 26, 2022 has addressed this issue. This standard is met.

(e) Façade and building design.

- (1) To preclude long monotonous exterior walls, buildings shall have no dimension greater than 150 feet.*

There are no buildings within the proposed development that exceed 150 feet in length; therefore, the application is in compliance with this standard.

(2) Where a development site abuts property zoned Residential Agricultural (RA) or Single Family Residential (RS), buildings shall be setback from the abutting RA or RS zoned property as set forth in Table 702-5 to provide appropriate transitions between new buildings and structures on-site and existing buildings and structures on abutting sites.

(A) A 5-foot reduction is permitted to each required setback in Table 702-5 provided that the height of the required fence in Sec. 702.015(b)(1)(B) is increased to eight feet tall.

The subject property does not abut property zoned RA or RS; therefore, this standard is not applicable.

(3) To enhance compatibility between new buildings on site and abutting residential sites, balconies located on building facades that face RA or RS zoned properties, unless separated by a street, shall have fully sight-obscuring railings.

The subject property does not abut property zoned RA or RS; therefore, this standard is not applicable.

(4) On sites with 75 feet or more of buildable width, a minimum of 40 percent of the buildable width shall be occupied by building placed at the setback line to enhance visual interest and activity along the street. Accessory structures shall not apply towards meeting the required percentage.

The proposal does not comply with this clear and objective design standard. The applicant has requested an adjustment to eliminate the requirement for buildings to be placed at the minimum 5-10-foot building setback line adjacent to a street. Rather, the applicant is proposing to set the buildings back approximately 20 feet adjacent to State Street and Cordon Road NE, and further along Greencrest Street NE. Findings for the Adjustment can be found in Section 7 of this report.

(5) To orient buildings to the street, any ground-level unit, cluster of units, or interior lobbies, or portions thereof, located within 25 feet of the property line abutting a street shall have a building entrance facing the street, with direct pedestrian access to the adjacent sidewalk.

The proposal does not comply with this clear and objective design standard. The applicant has requested an adjustment to eliminate the requirement for ground floor units within 25 feet of the property line abutting a street to have direct pedestrian access to the adjacent sidewalk. Findings for the Adjustment can be found in Section 7 of this report.

(6) A porch or architecturally defined entry area shall be provided for each ground level dwelling unit. Shared porches or entry areas shall be provided to not more than four dwelling units. Individual and common entryways shall be articulated with a differentiated roof, awning, stoop, forecourt, arcade or portico.

The covered entry areas are provided at each of the primary entrances for the dwelling units in compliance with this standard.

- (7) Roof-mounted mechanical equipment, other than vents or ventilators, shall be screened from ground level view. Screening shall be as high as the top of the mechanical equipment and shall be integrated with exterior building design.*

The applicant has indicated that the project does not include any roof-mounted mechanical equipment; therefore, this standard is not applicable.

- (8) To reinforce the residential character of the neighborhood, flat roofs, and the roof ridges of sloping roofs, shall not exceed a horizontal length of 100 feet without providing differences in elevation of at least four feet in height. In lieu of providing differences in elevation, a cross gable or dormer that is a minimum of four feet in length may be provided.*

For each of the buildings with a roof line exceeding 100 feet in length without a change in elevation of at least four feet, the building design instead includes cross gables and/or dormers greater than four feet in length, in compliance with this standard.

- (9) To minimize the appearance of building bulk, each floor of each building's vertical face that is 80 feet in length or longer shall incorporate one or more of the design elements below (see examples in Figure 702-5). Design elements shall vary from other wall surfaces by a minimum of four feet and such changes in plane shall have a minimum width of six feet.*
- (A) Offsets (recesses and extensions).*
 - (B) Covered deck.*
 - (C) Covered balcony.*
 - (D) Cantilevered balcony provided at least half of its depth is recessed.*
 - (E) Covered entrance.*

According to the applicant's written statement and proposed building elevation plans; building offsets, covered decks, recessed balconies and covered entrances will be incorporated into the design for each building in compliance with this standard.

- (10) To visually break up the building's vertical mass, the first floor of each building, except for single-story buildings, shall be distinguished from its upper floors by at least one of the following (see examples in Figure 702-6):*
- (A) Change in materials.*
 - (B) Change in color.*
 - (C) Molding or other horizontally distinguishing transition piece.*

According to the applicant's written statements and building elevation plans, the third floor of each building will have contrasting building materials and colors, as well as using horizontally distinguishing transition pieces to visually break up the mass of each building. The applicant's written statement and building elevation plans also show a horizontal transitional piece separating the first floor from the second floor. This proposal complies with this standard.

CONCLUSION

Based upon review of SRC 240.005(d), SRC 220.005(f)(3), SRC 250.005(d)(2), SRC 804.025(d), and SRC 225.005(e)(1), and the facts and findings contained in this document, the City Council APPROVES the development request for a Conditional Use Permit, Class 3 Site Plan Review, Class 2 Adjustment, Class 2 Driveway Approach Permits, and Class 1 Design Review Case No. CU-SPR-ADJ-DAP-DR21-05 subject to the applicable standards of the Salem Revised Code, conformance with the approved site plan, and the following conditions of approval:

- Condition 1:** Convey land for dedication to equal a half-width right-of-way of 48 feet on the development side of State Street, including sufficient right-of-way to accommodate public infrastructure at the property corners.
- Condition 2:** Construct a half-street improvement along the frontage of State Street to Major Arterial street standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803.
- Condition 3:** Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of Greencrest Street NE, including sufficient right-of-way to accommodate public infrastructure at the property corners.
- Condition 4:** Construct a half-street improvement along the frontage of Greencrest Street NE to Collector standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803.
- Condition 5:** As specified in the applicant's Traffic Impact Analysis, construct eastbound-to-northbound and westbound-to-southbound left-turn lanes at the intersection of State Street and Greencrest Street NE.
- Condition 6:** Construct a minimum 12-inch water main in State Street from Cordon Road NE to Greencrest Street NE.
- Condition 7:** Construct a minimum 12-inch water main in Greencrest Street NE along the entire frontage of the proposed development.
- Condition 8:** Design and construct a storm drainage system at the time of development in compliance with SRC Chapter 71 and PWDS.