


TO: PLANNING COMMISSION

FROM: GLENN W. GROSS, URBAN PLANNING ADMINISTRATOR 

SUBJECT: PUBLIC HEARING ON THE AMENDMENT TO THE SALEM TRANSPORTATION SYSTEM PLAN FOR THE REALIGNMENT OF THE EXTENSION OF THE FUTURE COLLECTOR STREET, COLORADO DRIVE NW

ISSUE:

Shall the Planning Commission recommend to the City Council that it adopt amendments to the Salem Transportation System Plan for the realignment of the extension of a future collector street, Colorado Drive NW?

RECOMMENDATION:

The Planning Commission recommend to the City Council adoption of the amendments to the Salem Transportation System Plan for the realignment of the extension of the future collector street, Colorado Drive NW (Attachments 1 and 2).

BACKGROUND:

In the spring of 2008, the City of Salem initiated a planning project to implement the adopted West Salem Neighborhood Plan recommendation for a Neighborhood Center Mixed-Use (NCMU) district for a site located at the northwest corner of the intersection of Doaks Ferry Road NW and Orchard Heights Road NW, in the vicinity of West Salem High School, (hereafter referred to as the "Bone Estate" property). In 2009-10, the Zone Code amendments to establish the NCMU district and these NCMU Map Amendments for the Salem Area Comprehensive Plan (SACP), the West Salem Neighborhood Plan, the Zoning, and this Transportation System Plan (TSP) Amendment were being reviewed concurrently by the Planning Commission. After work sessions and public hearing, the considerations of the NCMU code amendments were forwarded onto the City Council, but these Map Amendments for the Bone Estate property and this TSP Amendment were put "on hold" by the Planning Commission until the code amendments were completed. On September 26, 2011, the City Council adopted the Ordinance to amend the Zone Code to add Chapter 532 (NCMU-Neighborhood Center Mixed Use Zone) and Chapter 215 (Neighborhood Center Master Plan). The effective date of these code amendments was October 26, 2011.

FACTS AND FINDINGS:

1. City Initiated TSP Amendment

On November 15, 2011, the Planning Commission adopted Resolution No. 11-07 to initiate the amendment to the TSP for the realignment of the extension of the future collector street, Colorado Drive NW. This Resolution also initiated changes to SACP map, the West Salem Neighborhood Plan, and zoning to continue the review process and implement the NCMU district for the Bone Estate property.

The public hearing for the TSP amendment is scheduled for January 3, 2012 Planning Commission meeting. The separate public hearing for the City-Initiated Comprehensive Plan Change/ Neighborhood Plan Change/Zone Change Case No. CPC-NPC-ZC11-12 is also scheduled for the same Planning Commission meeting. Because the TSP amendment is reviewed as a legislative

plan amendment with separate criteria and procedures, two separate staff reports have been prepared for the two separate public hearing processes.

2. Public Involvement and Notification

Public Hearing Notice

The Planning Commission public hearing was noticed in accordance with the requirements of Salem Revised Code (SRC) Chapter 300. Additionally State law (ORS 197.610) requires the City to provide the Oregon Department of Land Conservation and Development (DLCD) a minimum 45-day notice when the City proposes an amendment to an acknowledged Comprehensive Plan or land use regulation or to adopt a new land use regulation. The City sent notice of this proposal to DLCD on November 17, 2011.

Neighborhood Association Comments

SRC Chapter 300 requires public notice be sent to all City-recognized neighborhood associations (Attachment 3). The extension of the future collector street, which is subject of this hearing, is located within the West Salem Neighborhood Association boundary. The December 5, 2011 meeting agenda of the West Salem Neighborhood Association included these proposed changes as a discussion topic. At the time of writing this staff report, no formal comments have been received from the West Salem Neighborhood Association or any other association.

Public Comments Received

At the time of writing this staff report, no public comments have been received.

3. TSP Amendment Criteria

The Salem TSP is a Detailed Plan of the SACP per SRC Chapter 64.230. Detailed Plans are prepared as policy guides to the SACP. The list of public facility projects, maps, and written descriptions are not part of the SACP (SRC Chapter 64.235). The procedure for amending Detailed Plans and project lists and maps is established in SRC Chapter 64.240, which requires public hearings before the Planning Commission and City Council.

Detailed Plans must be consistent with the SACP. In addition to the specific requirement for consistency with the SACP, transportation plans and any other plans that affect the SACP must be developed in compliance with adopted Statewide Planning Goals. This section contains Findings of Fact that show how the proposed amendments to the Salem TSP comply with relevant plans, goals, and policies.

Statewide Planning Goals

The proposed amendment to the Salem TSP is consistent with applicable statewide planning goals in the following ways:

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

The City, through the Salem Revised Code has created proper procedures to ensure citizens the opportunity to have input in any proposed SACP text amendment and amendment of the Detail Plans. Opportunities for public input will be available in the hearings process prior to action on this proposal. Notification of this proposal and hearing is detailed under Public Involvement and Notification heading in the staff report.

The City has therefore met its obligation of providing for Citizen Involvement under Statewide Planning Goal 1, as defined through the City's adopted procedures.

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

The Salem TSP is adopted as a Detailed Plan of the SRC. The Salem TSP has a set of Comprehensive Transportation Policies that are found in Chapter IV, Title I Transportation of the SACP. These goals and policies, together with the goals, objectives, policies, maps, and projects found in each of the individual Salem TSP elements constitute the basis for transportation planning within the Salem Urban Area. The proposed amendments are consistent with the policies contained in the SACP and support the land uses designated in the SACP.

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

Oregon Statewide Planning Goal 12 is implemented by OAR 66-012-0060(1), which states:

“Amendments to functional plan, acknowledged comprehensive plans and land use regulations which significantly affect a transportation facility shall assure that allowed land uses are consistent with the identified functions, capacity and performance standards (i.e. level of service, volume to capacity ratio, etc) of the facility.”

OAR Section 660-012-0060(2) states that to determine if a proposed use significantly affects a transportation facility the following must be found:

“(a) Changes the functional classification of an existing or planned transportation facility;

(b) Changes standards implementing a functional classification system;

(c) Allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or

(d) Would reduce the performance standards of the facility below the minimum acceptable level identified in the TSP.”

The City has an adopted TSP that designates streets in terms of their intended capacities, functions, and layout. The Bone Estate property is located on the northwest corner of the intersection of Doaks Ferry Road NW and Orchard Heights Road NW. Both of these roads are designated as arterials; Doaks Ferry Road NW is a major arterial and Orchard Heights Road NW is a minor arterial.

The Salem TSP identifies a future collector street connection in the vicinity of the Bone Estate property providing a connection between Orchard Heights Road NW and Colorado Drive NW. If approved, as a result of this proposed TSP amendment, the location of the extension of this collector would be modified as shown on Attachment 2. The extension of Colorado Drive NW would be moved to the east and not connect with the existing Landaggard Drive NW.

Collector streets primarily distribute traffic between neighborhoods, activity centers, and the arterial street system. Their secondary function is to provide property access. Collector streets generally carry between 1,600 and 10,000 vehicles per day, with a minimum of 2 travel lanes with left-turn pockets where appropriate within 60 feet of public right-of-way. The extension of Colorado Drive NW to Orchard Heights Road NW would connect the neighborhoods north of Orchard Heights Road NW and west of Doaks Ferry Road NW to the arterial street system and to the neighborhood activity

center created by changing the zoning of the Bone Estate property from RA to NCMU.

The TSP Amendment will not significantly affect the transportation facilities; therefore, the proposal conforms to the Transportation Planning Rule provisions of Goal 12.

Based on findings, the proposed TSP amendment complies with all applicable Statewide Planning Goals.

Salem Area Comprehensive Plan

The proposed zoning map amendment consists of changing the zoning of the Bone Estate property from RA to the new NCMU district. The zoning district allows for a range of urban neighborhood-scale uses including residential uses, retail and service uses, office uses, institutional uses, parks and open space, and public utilities in its master plan provisions, including various types of residential uses. The master plan requirements do not set minimum lot sizes or maximum coverage but rather set density limits on a site basis, allowing for great flexibility in site design and building siting. This TSP Amendment would provide the extension of the future collector street to the Bone Estate property rather than the existing Landaggard Drive NW.

The applicable policies of the SACP and Findings for the TSP Amendment are listed below.

- a. **General Development Policy No. 1:** *Opportunities for broad-based citizen involvement in the development, revision, monitoring and implementation of the Salem Area Comprehensive Plan shall be provided by the City of Salem and Marion and Polk Counties. Where neighborhood groups have been officially recognized by the governing body, they shall be included in the planning process. To help assure citizen participation and information, public hearing shall be held prior to adoption of all land use ordinances.*

Opportunities for public input will be available in the hearings process prior to action on this TSP Amendment. Notification of this proposal and hearing is detailed in this staff report, including notification to all officially-recognized neighborhood associations, the Counties, and other agencies. The City has, therefore, met its obligation of providing for broad-based Citizen Involvement under SACP General Development Policy No. 1.

- b. **General Development Policy No. 3:** *Economic growth which improves and strengthens the economic base of the Salem urban area should be encouraged.*

SRC 532.020 of the NCMU district identifies permitted uses. Permitted retail sale and service uses, office uses, and institutional uses can be developed in accordance with an approved Master Plan and support employment and strengthening of the City's economy. Approval of this TSP Amendment will provide direct vehicle access by realigning the collector street extension from Landaggard Drive NW to the Bone Estate property.

The proposed change of zoning for the Bone Estate property from RA to NCMU represents growth of employment and commerce – albeit at a neighborhood scale – where such uses were not previously permitted. The zone prohibits uses, such as heavy manufacturing and large format retail that would detract from or conflict with adjacent uses and the pedestrian-oriented, Mixed-Use nature of the zoning district. In these ways, the proposed amendment complies with General Development Policy No. 3.

- c. **Mixed-use Development Policy No. 5:** *Provide roadway and pedestrian connections to residential areas.*

The NCMU district requires roadway and pedestrian connections within the site for pedestrians, bicyclists, and motorists with an emphasis on convenient and strong pedestrian connections to surrounding areas. A master plan for the Bone Estate site, if zoned NCMU, will be required to meet these standards. The Salem TSP shows the extension of a future collector street in the vicinity of the Bone Estate property, connecting Colorado Drive NW to Orchard Heights Road NW. In order to ensure future roadway connections to adjoining residential areas, staff recommends that this future collector street be shown in the Salem TSP as connecting Colorado Drive NW to Orchard Heights Road NW through the Bone Estate property. This will ensure adequate roadway and pedestrian connections to adjoining residential areas. Therefore, the TSP Amendment conforms to Mixed-use Development Policy No. 5.

- d. ***Transportation Policy No. 5:*** *The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.*

Master plan standards and site plan provisions require that adequate access and circulation be provided for all modes within a NCMU site and connecting to surrounding development. Development on the Bone Estate property will be required to comply with these standards if it is zoned as NCMU.

The Salem TSP shows the extension of a future collector street in the vicinity of the Bone Estate, connecting Colorado Drive NW to Orchard Heights Road NW via the existing Landaggard Drive NW. In order to provide access to local neighborhood residential, shopping, schools and other activity centers, this TSP Amendment is proposed to move this future collector street to the east to connect Colorado Drive NW to Orchard Heights Road NW through the Bone Estate property. The TSP Amendment, therefore, conforms to Transportation Policy No. 5.

Based on these findings, the proposed TSP amendment is compatible and consistent with the intent, goals, and policies of the Salem Area Comprehensive Plan.

- Attachments: 1. Proposed Amendments to the TSP
2. Map showing the conceptual alignment of the Colorado Drive NW Extension
3. Public Hearing Notice and Memorandum

Prepared by: Cecilia DeSantis Urbani, Planner II

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PROPOSED AMENDMENTS TO THE SALEM TRANSPORTATION SYSTEM PLAN (TSP)

These proposed amendments would revise the Project Description for the Colorado Drive NW Extension as follows and make associated modifications to Map 3-1 and 3-6:

1. Amend the Salem TSP, Street System element, Project Description (page 3-34) as follows:

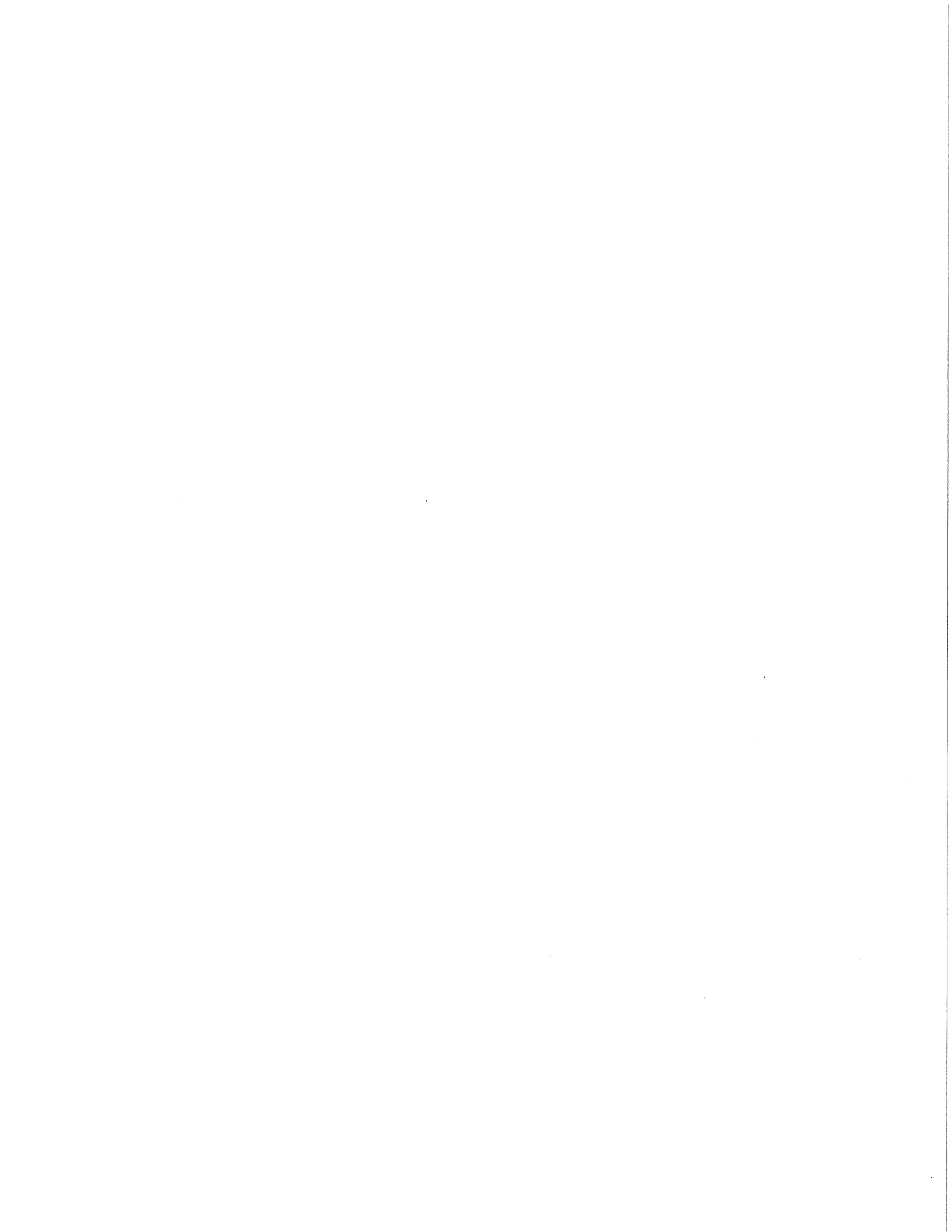
“Colorado Drive NW Extension (South terminus of Colorado Drive NW to Orchard Heights Road NW) (166)

This will extend the current streets that follow the bowl-shaped contour topography north of Orchard Heights Road NW and west of Doaks Ferry Road NW to create a loop road connected to and north of Orchard Heights Road NW. The loop road will be comprised of Grice Hill Drive NW, Vickery Lane NW, and Colorado Drive NW, and possibly Landaggard Drive NW. This will be a new collector, which will curve around to connect back to Orchard Heights Road NW.”

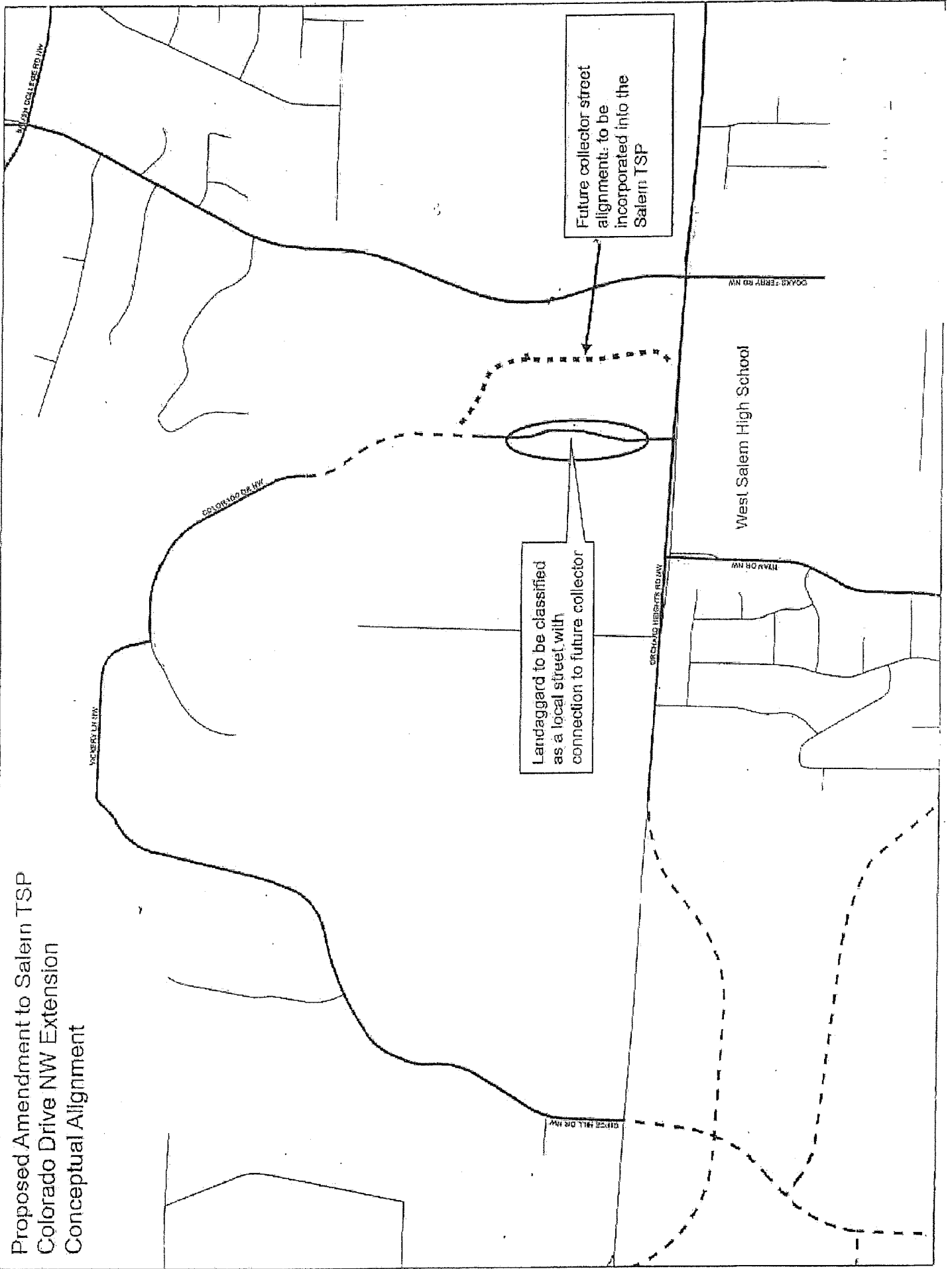
2. Amend Salem TSP, Street System element, Table 3-7 Low Priority Street Improvement Projects (Page 3-73)

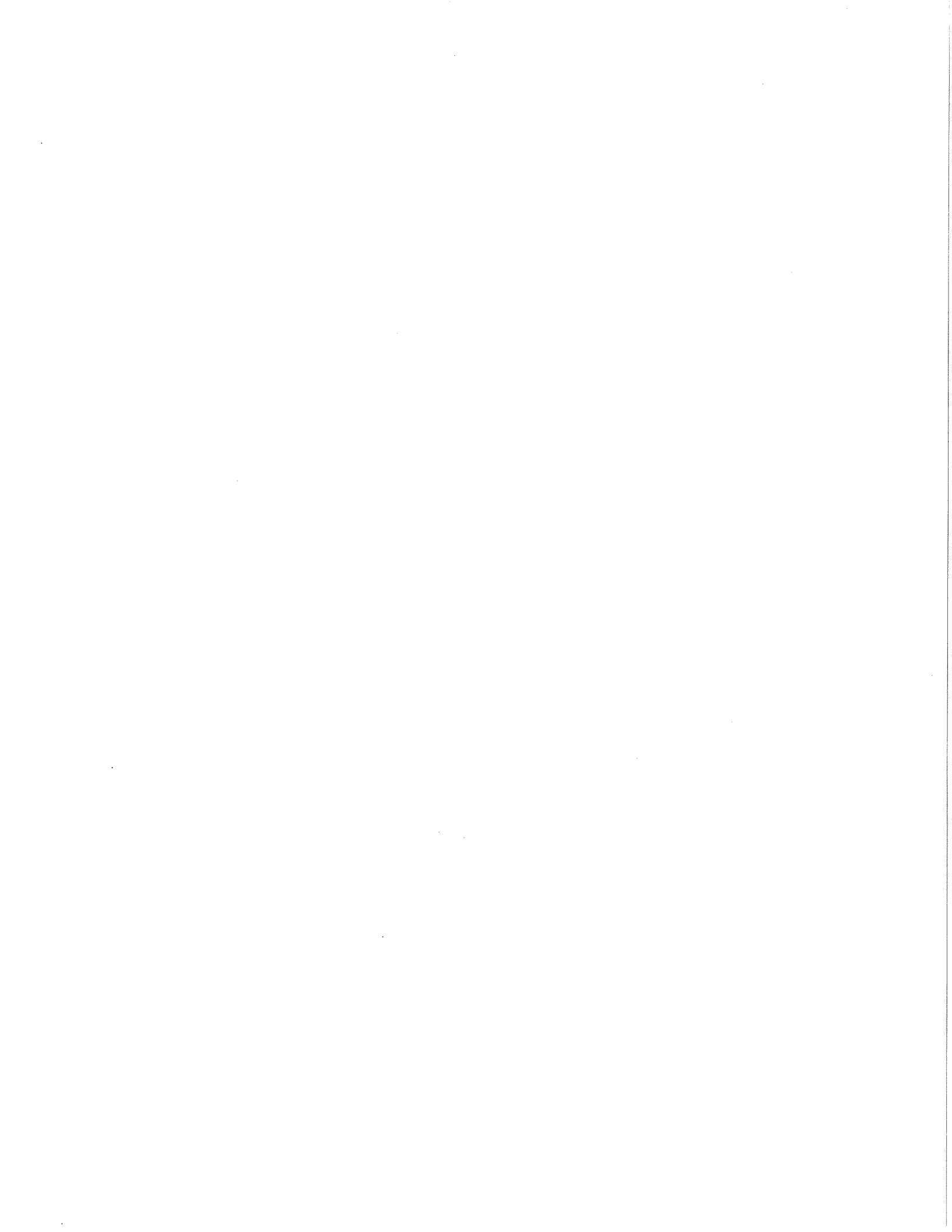
The Project Description for Colorado Drive NW would be amended as follows:

“Extend street to complete a loop road connected to and north of Orchard Heights Road NW and west of Doaks Ferry Road NW, comprised of Grice Hill Drive NW, Vickery Lane NW, and Colorado Drive NW, and possibly Landaggard Drive NW.”



Proposed Amendment to Salem TSP
Colorado Drive NW Extension
Conceptual Alignment







MEMORANDUM

COMMUNITY DEVELOPMENT DEPARTMENT

TO: RECIPIENTS OF PUBLIC HEARING NOTICE

FROM: CECILIA DeSANTIS URBANI, PLANNER II *cd*

DATE: December 14, 2011

SUBJECT: PUBLIC HEARING
PROPOSED AMENDMENTS TO THE SALEM TRANSPORTATION SYSTEM
PLAN FOR THE REALIGNMENT OF THE EXTENSION OF COLORADO DRIVE
NW

This public hearing has been scheduled for January 3, 2012. The notice included with this mailing concerns the proposed amendment to the Salem Transportation System Plan (TSP) regarding the realignment of the future extension of Colorado Drive NW.

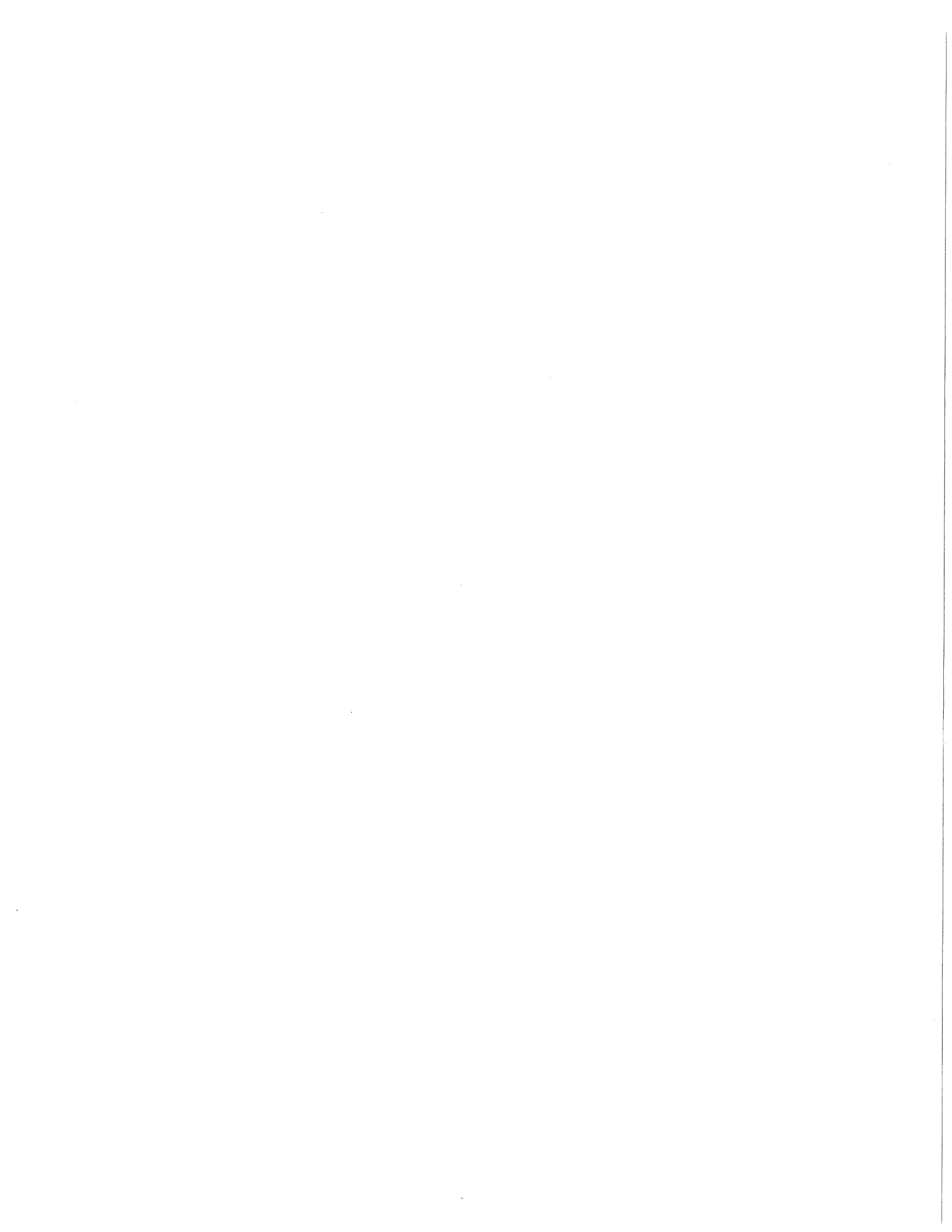
The existing Salem TSP shows the extension of a future collector street from Colorado Drive NW to Orchard Heights Road NW, by way of the existing Landaggard Drive NW. This TSP amendment proposes to move that street alignment to the east and change the classification of the existing Landaggard Drive NW from a "Collector Street" to a "Local Street".

The property east of the Landaggard Drive area is currently under review for a proposed change to allow a Neighborhood Center Mixed Use (NCMU). The NCMU would provide neighborhood shopping, services, offices, and other activity center uses; and residential uses. The specific location of the Colorado Drive extension would be determined as part of the Master Plan review process for the NCMU.

For Additional Information Contact: Cecilia DeSantis Urbani, Planner II
Salem Community Development Department
Planning Division
curbani@cityofsalem.net, 503-588-6173, Ext. 7508

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ATTACHMENT 3





NOTICE OF PUBLIC HEARING

AMENDMENT OF THE SALEM TRANSPORTATION SYSTEM PLAN

The Salem Planning Commission will hold a public hearing on Tuesday, January 3, 2012, at 5:30 p.m., in the Council Chambers, Civic Center, 555 Liberty Street SE, Salem, Oregon, 97301 to receive testimony regarding amendment to the Salem Transportation System Plan (STSP) to revise the project description for Colorado Drive NW Extension and make associated modifications.

A copy of the staff report will be available no later than December 27, 2011, at the City of Salem Community Development Department, Civic Center, 555 Liberty Street SE, Room 305, Salem, Oregon 97301, 503-588-6173; copies will be provided at reasonable cost and will be available online no later than 5:00 p.m., on December 29, 2011 at:

<http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/PlanningCommission/Pages/January3,2012.aspx>

ANY PERSON wishing to speak either for or against the proposal may do so in person or by attorney at the public hearing. Written statements may be filed with the Planning Division, City Hall, Room 305, Salem, Oregon, 97301, prior to 5:00 p.m. on Tuesday, January 3, 2012. Following the close of the public hearing, the Planning Commission will forward a recommendation to the City Council whether to adopt the proposed zoning designations. Contact person: Cecilia DeSantis Urbani, Planner II, phone 503-588-6173, Ext 7508 or curbani@cityofsalem.net.

The criteria that are applicable to the decision are: the Statewide Planning Goals, OAR 660-012, the Salem Area Comprehensive Plan, Article IV, Section J "Transportation;" the Salem Transportation System Plan, SRC 64.240 and SRC Chapter 300. Failure to raise an issue in the hearing, in person or by letter, or failure to provide statements or evidence sufficient to afford the decision maker and the parties an opportunity to respond to the issue precludes an appeal to the Land Use Board of Appeals on that issue.

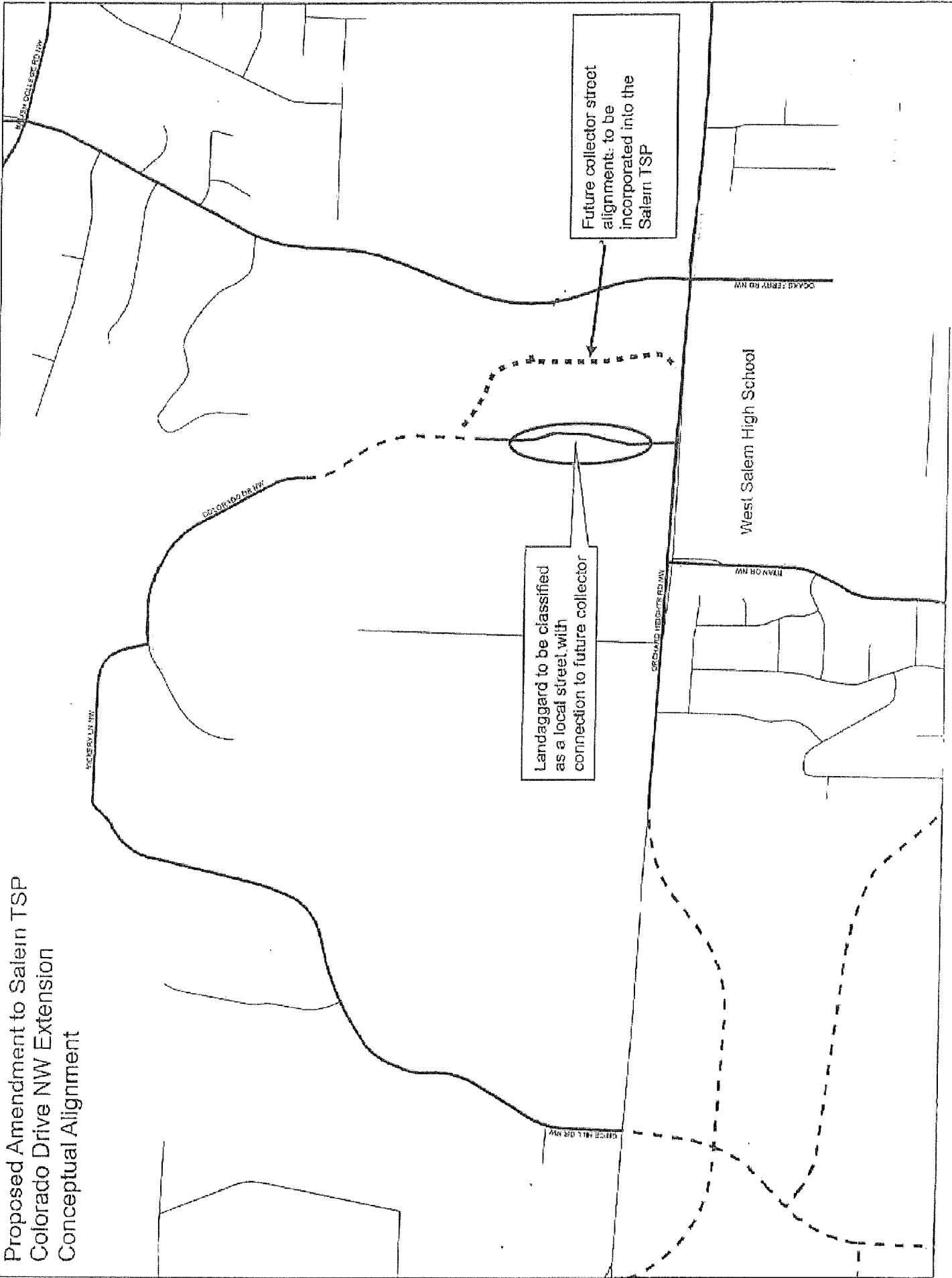
ADA and/or interpreter accommodations will be provided when requested 48 hours (two days) in advance.

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COMMUNITY DEVELOPMENT

Planning Division • 555 Liberty St. SE / Room 305 • Salem, OR 97301-3503 • (503) 588-6173 FAX (503) 588-6005

Proposed Amendment to Salem TSP
Colorado Drive NW Extension
Conceptual Alignment



Landagard to be classified as a local street with connection to future collector

Future collector street alignment: to be incorporated into the Salem TSP

West Salem High School

VICKERY LN NW

COLORADO DR NW

GRACE HILL DR NW

ARCHER HEBERTS RD NW

MAYOR NW

DIXON FERRY RD NW