FOR MEETING OF: December 10, 2025

TO: **HEARINGS OFFICER**

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

SUBJECT: **QUASI-JUDICAL ZONE CHANGE CASE NO. ZC25-01; 5042, 5052, AND 5092 HAYESVILLE DRIVE NE**

REQUEST

Proposed Zone Change from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential) for property totaling approximately 4.59 acres in size and located at 5042, 5052, and 5092 Hayesville Drive NE (Marion County Assessor Map and Tax Lot Nos.: 072W05D003200, 072W05D003100, and 072W05D002900).

OWNERS: Hayesville Properties, LLC (Andrew Fields, James Fields, and Caleb Fields); and Paul and Michelle Duchateau

APPLICANT: Hayesville Properties, LLC (Andrew Fields, James Fields, and Caleb Fields)

REPRESENTATIVE: Britany Randall, BRAND Land Use

PROPOSAL

The application under review by the Hearings Officer is a quasi-judicial zone change for three properties totaling approximately 4.59 acres in size and located at 5042, 5052, and 5092 Hayesville Drive NE **(Attachment A)**.

The proposal requests to change the zoning of the property from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential) **(Attachment B)**.

SUMMARY OF RECORD

The following items are submitted to the record and are available: 1) All materials and testimony submitted by the applicant, including any applicable professional studies such as traffic impact analysis, geologic assessments, and stormwater reports; 2) Any materials, testimony, and comments from public agencies, City Departments, neighborhood associations, and the public; and 3) All documents referenced in this report.

All application materials are available on the City's online Permit Application Center at https://permits.cityofsalem.net. You can use the search function without registering and enter the permit number listed here: 25 118052.

APPLICANT'S MATERIALS

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

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

- Existing Conditions Plans: **Attachment C**

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

FACTS AND FINDINGS

1. Procedural Findings

On August 28, 2025, the zone change application was submitted by Britany Randall, of BRAND Land Use, on behalf of the applicant, Hayesville Properties, LLC, and property owners, Hayesville Properties, LLC and Paul and Michelle Duchateau.

Pursuant to SRC 300.100(b), Quasi-Judicial Zone Changes are required to be reviewed by the Hearings Officer and processed as a Type III procedure.

After additional requested information was provided by the applicant, the application was deemed complete for processing on November 17, 2025; and notice of the public hearing was subsequently sent, pursuant to SRC requirements, on November 20, 2025, and posted on the property by the applicant on November 26, 2025. The 120-day state mandated local decision deadline for the application is March 17, 2026.

The public hearing on proposal is scheduled for December 10, 2025.

2. Existing Conditions

The properties subject to the proposed zone change total approximately 4.59 acres in size, are located at 5042, 5052, and 5092 Hayesville Drive NE, and have frontage on, and take vehicular access from, Hayesville Drive NE, which is designated as a collector street under the City's Transportation System Plan (TSP).

On April 25, 2024, a phased subdivision *(Case No. SUB-ADJ24-02)* was approved for both the properties included with this zone change request and four additional properties located to the east, west, and south of the subject property (Tax Lot Nos. 072W05D002800, 072W05D003300, 072W05D002000, and 072W05D001700). The approved phased subdivision tentative plan **(Attachment E)** includes two phases. The first phase will consist of 92 lots accommodating a mix of single-family dwellings and attached townhomes; and the second phase will consist of a total of five lots accommodating two existing single-family dwellings located at 5092 Hayesville Drive NE and 5122 Hayesville Drive NE and future residential development.

As shown on the approved phased subdivision tentative plan, the three properties included with this zone change request are located within Phase 2 of the subdivision. The phased subdivision will result in the existing home located on the property at 5092

Hayesville Drive NE being divided off on a separate smaller lot retaining frontage on Hayesville Drive NE; and the remainder of this property, along with the properties located at 5042 and 5052 Hayesville Drive NE, will be consolidated into one large lot (Lot 96) approximately 3.34 acres in size that will accommodate multiple family development. Phase 2 of the subdivision will also result in the creation of two new streets *(Street C and Conrad Street – as identified on the tentative subdivision plan)* that will provide future vehicle access along the southern and eastern boundaries of the subject property and to the five lots within the second phase.

As shown on the existing conditions plan submitted by the applicant **(Attachment C)**, the site is currently developed with a single-family dwelling and associated accessory structures.

Trees:

As shown on the applicant's existing conditions plan, there are various existing trees located throughout the property.

Wetlands and Waterways:

According to the Salem-Keizer Local Wetland Inventory (LWI), there are no mapped wetlands or waterways present on the site.

Site Topography:

The topography of the site is flat. According to the City's landslide hazard susceptibility maps, there are no areas of mapped landslide hazard susceptibility located on the subject property.

3. Salem Area Comprehensive Plan (SACP)

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

Comprehensive Plan Map: The property is designated "Multiple Family Residential" on the Salem Area Comprehensive Plan (SACP) map. The Comprehensive Plan designations of surrounding properties include:

Comprehensive Plan Map Designations of Surrounding Properties	
North	Multiple Family Residential
	Across Hayesville Drive NE, Single Family Residential, Multiple Family Residential, and Developing Residential
South	Developing Residential
East	Multiple Family Residential
West	Multiple Family Residential

Relationship to Urban Service Area

The Urban Service Area is that territory within City where all required public facilities (streets, water, sewer, storm water, and parks) necessary to serve development are already in place or fully committed to be extended. The subject property is located outside the City's Urban Service Area.

Pursuant to the urban growth management requirements contained under SRC Chapter 200 (Urban Growth Management), properties located outside the Urban Service Area are required to obtain an Urban Growth Preliminary Declaration prior to development in order to determine the required public facilities necessary to fully serve the proposed development.

On April 9, 2020, an approval was issued for Urban Growth Preliminary Declaration Case No. UGA19-02 identifying the required public facilities necessary to fully serve the subject property; thereby satisfying the requirements of SRC 200.020. The phased subdivision approval was subsequently conditioned to require the construction of these required public facilities, therefore ensuring that any future development of the properties will be adequately served in conformance with SRC 200.

4. Zoning

The subject property is zoned RM-I (Multiple Family Residential). Zoning of surrounding properties included the following:

Zoning of Surrounding Properties	
North	RM-I (Multiple Family Residential)
	Across Hayesville Drive NE, RS (Single Family Residential), RM-I (Multiple Family Residential), and RA (Residential Agriculture)
South	RA (Residential Agriculture)
East	RM-I (Multiple Family Residential)
West	RM-I (Multiple Family Residential)

City Infrastructure

- *Streets:* The existing conditions of streets abutting the subject property are described in the following table:

Streets

Street Name		Right-of-way Width	Improvement Width
Hayesville Drive NE *(Collector)*	Standard	60-feet	34-feet
	Existing Condition	60-feet to 70-feet	30-feet
	Special Setback	N/A	

- *City Utilities and Parks*: The existing conditions of city utilities and parks available to serve the subject property are described in the following table:

Utilities & Parks	
Type	**Existing Conditions**
Water	Water Service Level: G-0
	A 12-inch water main is located in Hayesville Drive NE. This main terminates at the frontage of Marion County Tax lot # 072W05D002900.
Sanitary Sewer	An 8-inch sewer main is located in Hayesville Drive NE, approximately 700-feet west of the subject property.
Storm Drainage	An 8-inch storm main is located in Hayesville Drive NE.
Parks	The subject property is served by Stephens Yoshikai School Park.

5. Neighborhood Association and Public Comments

The subject property is located within the boundaries of the Northgate Neighborhood Association.

Applicant Neighborhood Association Contact:

SRC 300.310 requires an applicant to contact the neighborhood association(s) whose boundaries include, and are adjacent to, property subject to specific land use application requests. Pursuant to SRC 300.310(b)(1), Quasi-Judicial Zone Changes require neighborhood association contact. On June 26, 2025, the applicant contacted the Northgate Neighborhood Association by e-mail in advance of submittal of the application providing information about the proposal; thereby satisfying the requirements of SRC 300.310.

Neighborhood Association Comments:

Notice of the application was provided to the Northgate Neighborhood Association pursuant to SRC 300.620(b)(2)(B)(vii), which requires notice to be sent to any City-recognized neighborhood association whose boundaries include, or are adjacent to, the

subject property. Comments were received from the neighborhood association that are included as **Attachment F**. The neighborhood association indicates, in summary, that they have already received and accepted enough apartments in Northgate and object to building more apartments in this area. They explain they have heard complaints from the community indicating that schools are being inundated with students and not enough teachers. With more people, hospitals and clinics will also be inundated with more patients; and with more people there will be more criminal mischiefs and crime.

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

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

In this case, the subject property is already currently designated Multiple Family Residential on the Comprehensive Plan map and zoned RM-I (Multiple Family Residential). Under the proposed zone change, the property will continue to be zoned to allow for the development of multi-family, but the allowed residential density will be increased.

The proposed RM-II zoning of the property is consistent with the Salem Area Comprehensive Plan since it is near two higher classified streets under the City's Transportation System Plan (TSP) – Hayesville Drive NE *(a Collector street)* and Cordon Road NE *(a Parkway)*; transit service is near to the site via Cherriots Route 12 – Hayesville Drive, with a transit stop located approximately 0.22 miles from the property on Fuhrer Street NE; and the site is near Stephens Middle School, Yoshikai Elementary School, and Stephens-Yoshikai School Park to the west and southwest.

In regard to school capacity, facility planning for school expansions and the development of new schools is conducted by the Salem-Keizer School District. The School District was notified of the proposal and provided comments that are included in **(Attachment G)**. As identified in the School District's comments, future development of the property is projected to result in an increase in enrollment at the three schools which serve the property – Yoshikai Elementary School, Stephens Middle School, and McKay High School, but sufficient school capacity is currently projected to exist at the schools to accommodate the proposed increase in enrollment without exceeding school capacity.

<u>Homeowners' Association:</u>

Pursuant to SRC 300.620(b)(2)(B)(vi), notice is required to be provided to any active and

duly incorporated Homeowners' Association (HOA) involving property subject to a Type III land use application. According to application materials submitted by the applicant, the subject property is not located within a Homeowners' Association (HOA); therefore, HOA notice is not applicable.

Public Comments:

In addition to providing notice to the neighborhood association, notice was also provided, pursuant to SRC 300.620(b)(2)(B)(ii), (iii), (viii), & (ix), to property owners and tenants within 250 feet of the subject property. As of the date of completion of this staff report no public comments have been received.

6. City Department Comments

A. The City of Salem Building and Safety Division reviewed the proposal and did not identifying any concerns regarding the proposed zone change.

B. The City of Salem Fire Department reviewed the proposal and did not identify any concerns regarding the proposed zone change.

7. Public Agency Comments

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

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

DECISION CRITERIA FINDNGS

8. Analysis of Quasi-Judicial Zone Change Approval Criteria

SRC Revised Code (SRC) 265.005(e)(1) sets forth the following criteria that must be met before approval can be granted to a quasi-judicial zone change. The following subsections are organized with approval criteria shown in ***bold italic***, followed by findings of fact evaluating the proposal's conformance with the criteria. Lack of compliance with the following criteria is grounds for denial of the Zone Change or for the issuance of conditions of approval to satisfy the criteria.

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

(i) A mistake in the application of a land use designation to the property.

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

(iii) A demonstration that the proposed zone change is equally or better suited for the property than the existing zone. A proposed zone is equally or better suited than an existing zone if the physical characteristics of the property are appropriate for the proposed zone and the uses allowed by the proposed zone are logical with the surrounding land uses.

Finding: The written statement provided by the applicant indicates the proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) is justified under SRC 265.005(e)(1)(A)(iii), which allows for a zone change when the proposed zone is equally or better suited for the property than the existing zone. The subject properties are physically suitable for development under RM2 zoning standards, and the range of allowed uses is consistent with the surrounding urban context. The subject properties are flat, free of natural constraints, and have direct access to Hayesville Drive NE, a collector street with existing public infrastructure, including water, sewer, and stormwater. The area is served by transit and is in close proximity to public parks and schools. These characteristics support the higher density and broader housing options permitted in the RM2 zone.

The applicant explains that the surrounding land uses support the transition to RM2. The subject site is part of a larger recently approved phased subdivision (SUB-ADJ24-02). That approval anticipated future residential development on the subject properties and includes substantial infrastructure and circulation improvements designed to support increased housing density. Adjacent zoning includes RM1, RA, and PE, with approval for townhomes and single-family dwellings, and existing educational uses in the vicinity. The RM2 zone will continue the area's pattern of residential intensification, consistent with development trends and City policies that encourage efficient land use within the Urban Growth Boundary.

The proposed zone is therefore better suited for the property than RM1 because it enables a broader mix of multifamily housing types at densities appropriate to an area supported by public infrastructure, and it advances the City's housing production goals without introducing incompatible land uses.

Staff concurs with the findings included in the applicant's written statement. The proposed zone change to RM-II will further increase the City's multi-family land supply and support the City's further compliance with the adopted Housing Needs Analysis (HNA) and compliance with Statewide Planning Goal 10 – Housing by increasing the amount of land inventory within Salem's portion of the UGB that generally requires, and is intended to be developed for, multi-family housing.

The proposed zone change responds to the changing social and demographic patterns within the City and surrounding area that underly the multi-family housing needs identified in the City's adopted HNA. The proposed RM-II zoning is compatible with the residential

and public zoning in the surrounding area. The proposed RM-II zoning is also suitable for the site based on its physical characteristics. The site is flat, no hazard areas are present, and the site is located on a collector street within proximity to a middle school, elementary school, and park to the west. This approval criterion is met.

SRC 265.005(e)(1)(B): If the zone change is City-initiated, and the change is for other than City-owned property, the zone change is in the public interest and would be of general benefit.

Finding: The proposed zone change is an applicant-initiated request submitted by the owners of the properties. Because the proposal is not a City-initiated zone change. This criterion is therefore not applicable.

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

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

The written statement provide by the applicant indicates that the proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) complies with the applicable provisions of the Salem Area Comprehensive Plan (SACP). The subject properties are designated “Multi-Family Residential” on the Comprehensive Plan Map. While both RM1 and RM2 are implementing zones for this designation, the RM2 zone allows for higher residential densities and a wider range of housing types, making it more consistent with the City’s policies encouraging efficient urban development and housing diversity.

The zone change supports Policy H-1, which calls for the provision of housing to meet the needs of Salem’s residents, and Policy H-2, which encourages higher-density residential development in areas served with public services and transit. The site is located along Hayesville Drive NE, a collector street with full urban services, including water, sewer, stormwater, and transit access. The proposed RM2 zoning also aligns with Policy H-5, which encourages infill development to reduce sprawl and make better use of existing land within the Urban Growth Boundary, and Policy H-8, which supports residential development near employment centers, public services, and shopping areas.

In addition, the proposed zone change is consistent with the Comprehensive Plan’s Growth Management policies, particularly Policy G-3, which promotes compact and efficient urban development patterns to reduce infrastructure costs and vehicle miles traveled. The site’s location within an approved subdivision (SUB-ADJ24-02) and its proximity to existing development, services, and transportation infrastructure further support this conclusion. For these reasons, the proposed zone change complies with the applicable goals and policies of the Salem Area Comprehensive Plan.

Staff concurs with the findings included in the applicant’s written statement. The 4.59-acre property is of sufficient size to accommodate the development of multiple family uses and the designation of higher density residential land in this area is consistent with the intent

of the Mult-Family Residential land use designation of the Comprehensive Plan, which provides:

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

While the proposed RM-II zoned land is not near mixed-used use and employment areas, it is, however, near Cordon Road NE *(a Parkway)* and abuts Hayesville Drive NE *(a Collector street)*; transit service is available to the site via Cherriots Route 12 – Hayesville Drive, with a transit stop located approximately 0.22 miles from the property on Fuhrer Street NE; and the site is near Stephens Middle School, Yoshikai Elementary School, and Stephens-Yoshikai School Park to the west and southwest.

The proposed RM-II zoning is also consistent with the following Salem Area Comprehensive Plan goals and policies:

- **Housing Goal H1 – Housing Choice:** *Promote a variety of housing options to meet the needs, abilities, and preferences of all current and future residents.*

- **Housing Policy H1.1 – Housing Types:** *A variety of housing types shall be allowed and encouraged throughout the Salem Urban Area, including single-family homes, accessory dwelling units, manufactured homes, townhouses, middle housing, and multifamily housing.*

- **Housing Policy H1.5 – Housing Diversity:** *New residential developments should be encouraged to incorporate a diversity of housing types and sizes to attract residents of varying income levels, lifestyles, and housing preferences.*

- **Housing Goal H2 – Housing Affordability:** *Provide opportunities for housing that are affordable to current and future residents of all income levels.*

- **Housing Goal H3 – Land Supply:** *Provide a supply of residential land that accommodates the amounts and types of housing needed to meet the population forecast for the Salem Urban Area.*

  The RM-II zoning proposed for the property will allow for higher density residential housing to be developed in this area which will provide for additional housing diversity and more options for housing choice and affordability to help meet the projected housing needs of the City's diverse population consistent with these applicable comprehensive plan goals and policies.

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

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

- **Land Use and Urbanization Goal L1 – Urbanization and Growth Management:** *Manage growth in the Salem Urban Area through cooperative efforts between the City of Salem, Marion and Polk counties, and other jurisdictions to provide area residents with a high quality of life, contain urban development, promote the City's efficient delivery of services, and preserve adjacent agricultural lands.*

- **Land Use and Urbanization Policy L1.13 – Facility Responsibility:** *Where development creates a demand for new or expanded facilities and services, new development should bear a share of the costs of new or expanded facilities and services.*

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

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

  The proposed RM-II zoning provides for higher density multiple family residential zoned land to help meet the City's projected housing needs identified in the adopted Housing Needs Analysis, and the future development of the property will be required to comply with the applicable standards of the City's development code which includes standards to ensure development occurs in a manner that minimizes potential impacts and enhances the surrounding environment. The proposal is consistent with this applicable comprehensive plan policy.

SRC 265.005(e)(1)(D): The zone change complies with applicable Statewide Planning Goals and applicable administrative rules adopted by the Department of Land Conservation and Development.

Finding: The written statement provided by the applicant indicates that the proposed zone change to RM2 (Multiple Family Residential 2) complies with the applicable Statewide Planning Goals and applicable administrative rules adopted by the Oregon Department of Land Conservation and Development. The subject properties are located within the Salem Urban Growth Boundary and are designated "Multi-Family Residential" on the Salem Area Comprehensive Plan (SACP) Map. The RM2 zone is an appropriate implementing zone under this designation and furthers the state's goals to ensure

compact, efficient, and affordable urban development.

The proposed zone change is consistent with Statewide Planning Goal 1 (Citizen Involvement), as the application will be processed through a Type III procedure, which includes mailed notice to surrounding property owners, notice to the recognized neighborhood association, and a public hearing before the Hearings Officer. This process ensures that citizens have the opportunity to participate in land use decision-making.

The proposal supports Goal 10 (Housing), which requires cities to plan for and accommodate needed housing types. The RM2 zone allows a broader mix of multifamily housing types and greater density than RM1, which directly contributes to Salem's efforts to meet identified housing needs. By facilitating higher-density development on land already designated for multifamily use, the zone change helps to ensure an adequate supply of buildable residential land and encourages the production of more housing units within the existing urban footprint.

The application also complies with Goal 12 (Transportation) and Oregon Administrative Rule (OAR) 660-012-0060, also known as the Transportation Planning Rule (TPR). A Transportation Impact Analysis is not being submitted with this zone change request because no specific development proposal is tied to this application. The analysis will instead be prepared and submitted as part of the forthcoming Phase 2 subdivision application, when detailed information regarding unit counts, access points, and circulation patterns will be available. The site is located along Hayesville Drive NE, a designated collector street served by existing transit and infrastructure, and the City has already reviewed this area's transportation system in connection with the previously approved subdivision, confirming that it can accommodate residential buildout with appropriate improvements.

No natural resource features subject to protection under Goals 5 (Open Spaces and Natural Resources), 6 (Air, Water, and Land Resources Quality), or 7 (Natural Hazards) are present on the site. The subject properties are not located within a floodplain or other mapped hazard area and are already within city limits and served by public facilities, satisfying the requirements of Goal 11 (Public Facilities and Services) and Goal 14 (Urbanization).

Staff concurs with the findings included in the applicant's written statement. The proposed RM-II zoning is consistent with applicable Statewide Planning Goals as follows:

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

  In addition to the applicant contacting the neighborhood association prior to application submittal, notice of the proposal was also provided to the Northgate Neighborhood Association, surrounding property owners and tenants within the notification area, and posted on the property prior to the hearing. A public hearing will also be held with the Hearings Officer to consider the requested zone change. The required neighborhood association pre-submittal contact, public notice, and public hearing process ensure all

interested parties are afforded the opportunity to review the application, comment on the proposal, and participate in the decision-making process. These procedures meet the requirements of Goal 1 citizen involvement in the land use planning process. The proposal conforms to this statewide planning goal.

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

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

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

  The subject property is located within the City's Urban Growth Boundary and the site is not designated as "agricultural lands," and does not include designated forest lands. These statewide planning goals are therefore not applicable to the proposal.

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

  The subject property is not designated as an open space or scenic area; the property does not contain designated wildlife habitat; and according to the Salem-Keizer Local Wetland Inventory (LWI) there are no mapped wetland areas or waterways present on the site. In addition, the property does not include designated historic resources, and it is not located within the City's Historic and Cultural Resources Protection Zone concerning the potential for archaeological resources. This statewide planning goals is therefore not applicable to the proposal.

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

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

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

  According to the City's adopted landslide hazard susceptibility maps, there are no

areas of mapped landslide hazard susceptibility present on the site and there are similarly no creeks or associated flood hazard areas on the property. The proposal conforms to this statewide planning goal.

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

  The subject property is not specifically identified under the City's Comprehensive Park System Master Plan as a potential park site; and the subject property is not located within an identified open space, natural area, or recreation area, and no destination resort is planned for the property. The proposal conforms to this statewide planning goal.

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

  The proposal is to change the zoning of the property from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential). The proposal doesn't involve commercially or industrially designated land. This statewide planning goal is therefore not applicable to the proposal.

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

  As a result of the changes to the City's Comprehensive Plan, Comprehensive Plan Map, and zoning map that were adopted as part of the Our Salem project, the City has increased the amount of land available for housing to meet projected housing needs identified in the adopted Housing Needs Analysis (HNA). The proposed zone change to RM-II (Multiple Family Residential) will support the City's further compliance with the adopted Housing Needs Analysis and compliance with Statewide Planning Goal 10 by increasing the amount of land available for multiple family residential development according to the increased density allowed under the RM-II zone. The proposal therefore conforms to this statewide planning goal.

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

  The City's Development Services Division reviewed the proposal and indicated that the property is capable of being served by public utilities to support allowed uses in the proposed zone. The property is subject to the conditions of approval established on SUB-ADJ25-02 which ensure the needed improvements identified in UGA Preliminary Declaration (UGA19-02) will be constructed to serve the subject property. Compliance with the required conditions of approval ensures that adequate public facilities and services are provided to serve the property. The proposal therefore complies with this statewide planning goal.

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

  Statewide Planning Goal 12 is implemented by the Transportation Planning Rule (TPR). In summary, the TPR requires local governments to adopt Transportation System Plans (TSPs) and requires local governments to consider transportation impacts resulting from land use decisions and development. The key provision of the TPR related to local land use decisions is Oregon Administrative Rule (OAR) 660-012-0060. This provision is triggered by amendments to comprehensive plans and land use regulations that "significantly affect" a surrounding transportation facility (road, intersection, etc.). Where there is a "significant effect" on a facility, the local government must ensure that any new allowed land uses are consistent with the capacity of the facility.

  The proposal includes a zone change from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential). The proposal does not, however, include an amendment to the City's comprehensive plan map or land use regulations. Both the existing RM-I zoning of the property and the proposed RM-II zoning implement the property's existing Multiple Family Residential Comprehensive Plan designation. The Comprehensive Plan map designations of properties throughout the City are utilized as the basis for planning the City's transportation facilities in the Salem Transportation System Plan. Therefore, pursuant to OAR 660-0 12-0060(9), the proposed zone change does not significantly affect an existing or planned transportation facility and the proposal conforms to this statewide planning goal.

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

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

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

  The subject property is located within the City, and public facilities required to serve future development are located nearby. Existing transportation and utility infrastructure is available in the vicinity. The proposed zone change will allow the efficient use of urbanized land within the UGB in compliance with Goal 14. The proposal conforms to this statewide planning goal.

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

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

to the proposal.

SRC 265.005(e)(1)(E): If the zone change requires a comprehensive plan change from an industrial use designation to a non-industrial use designation, or from a commercial or employment designation to any other use designation, a demonstration that the proposed rezone is consistent with its most recent economic opportunities analysis and the parts of the Comprehensive Plan which address the provision of land for economic development and employment growth; or be accompanied by an amendment to the Comprehensive Plan to address the proposed rezone; or include both the demonstration and an amendment to the Comprehensive Plan.

Finding: The written statement provided by the applicant indicates that the proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) does not require a change to the Salem Area Comprehensive Plan designation. The subject properties are designated "Multi-Family Residential" on the Comprehensive Plan Map, and both the RM1 and RM2 zones are consistent implementing zones under that designation. In addition, the proposal does not involve a change from an industrial, commercial, or employment designation to a non-industrial or non-employment designation. Therefore, no demonstration or amendment related to the City's Economic Opportunities Analysis is required and this criterion is not applicable.

Staff concurs with the findings included in the applicant's written statement. The proposed zone change does not involve a change to commercially or industrially designated land. This approval criterion is therefore not applicable to the proposal.

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

Finding: The written statement provided by the applicant indicates that the proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) does not authorize specific development and will not, by itself, significantly affect a transportation facility as defined by the Transportation Planning Rule (TPR) in OAR 660-012-0060. The request proposes to change the zoning designation to RM2, which remains an implementing zone for the existing "Multi-Family Residential" Comprehensive Plan designation and does not alter the street network, create new access points, or establish a specific number of units at this stage.

The applicant explains that a Transportation Impact Analysis (TIA) was not provided with this application because there is no specific development plan tied to the zone change and that a TIA will be submitted with the forthcoming Phase 2 subdivision application, when the type, number, and layout of residential units will be determined. That analysis will evaluate potential transportation impacts in detail and will identify any improvements or mitigation measures that may be required to ensure compliance with the TPR and the City's transportation standards.

Staff concurs with the findings included in the applicant's written statement. The proposal includes a zone change from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential) and does not change the property's exiting Multiple Family Residential Comprehensive Plan designation, which implements both the property's existing RM-I zoning and the proposed RM-II zoning. The Comprehensive Plan map designations of properties throughout the City are utilized as the basis for planning the City's transportation facilities in the Salem Transportation System Plan. Because the existing Multiple Family Residential Comprehensive Plan map designation of the property is not proposed to be changed, the proposed zone change does not significantly affect an existing or planned transportation facility, pursuant to OAR 660-012-0060(9). This approval criterion is therefore met.

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

Finding: The written statement provided by the applicant indicates that the subject properties are currently served, or are capable of being served, with public facilities and services necessary to support the uses allowed under the proposed RM2 (Multiple Family Residential 2) zone. The site is located within the Salem city limits and the Urban Growth Boundary and is adjacent to Hayesville Drive NE, classified as a collector street in the Salem TSP.

Water, sewer, and storm drainage facilities are available or planned to be extended to the properties through prior conditions of approval on land use decision SUB-ADJ24-02. As part of that subdivision approval, the applicant was required to construct new public storm and sanitary sewer mains, extend a 12-inch public water main along Hayesville Drive NE, and make frontage improvements including sidewalks, curb ramps, and street widening. These improvements were specifically designed to serve the subdivision as a whole, including the subject properties, and to accommodate the full build-out of multifamily residential development anticipated in Phase 2.

Additionally, electric, telecommunications, and solid waste services are available from local service providers, and emergency services can be accessed from the existing and proposed street network. Fire access requirements and utility capacity were reviewed as part of the subdivision application, and no deficiencies were identified that would preclude development under the proposed zoning designation. Additionally, Fire will review the phase 2 development proposal and will have an opportunity to identify any deficiencies. Since the infrastructure necessary to support RM2 development is either already available or will be completed in accordance with approved public facility plans, this criterion is satisfied.

Staff concurs with the findings included in the applicant's written statement. The City's Development Services Division reviewed the proposal and indicated that the subject property is not currently served but capable of being served by public utilities to support allowed uses within the proposed zone. The property is subject to the conditions of approval established on SUB-ADJ25-02 which ensure the needed improvements

identified in the UGA Preliminary Declaration (UGA19-02) will be constructed to serve the subject property. The subject property is capable of being served through extension of public utility mains to the boundary of the property as specified in existing infrastructure master plans and conditions of approval. This criterion is therefore met.

RECOMMENDATION

Based upon the Facts and Findings contained in the staff report, staff recommends that the Hearings Officer adopt the facts and findings of the report and take the following action for the subject property located at 5042, 5052, and 5092 Hayesville Drive NE (Marion County Assessor Map and Tax Lot Nos.: 072W05D003200, 072W05D003100, and 072W05D002900).

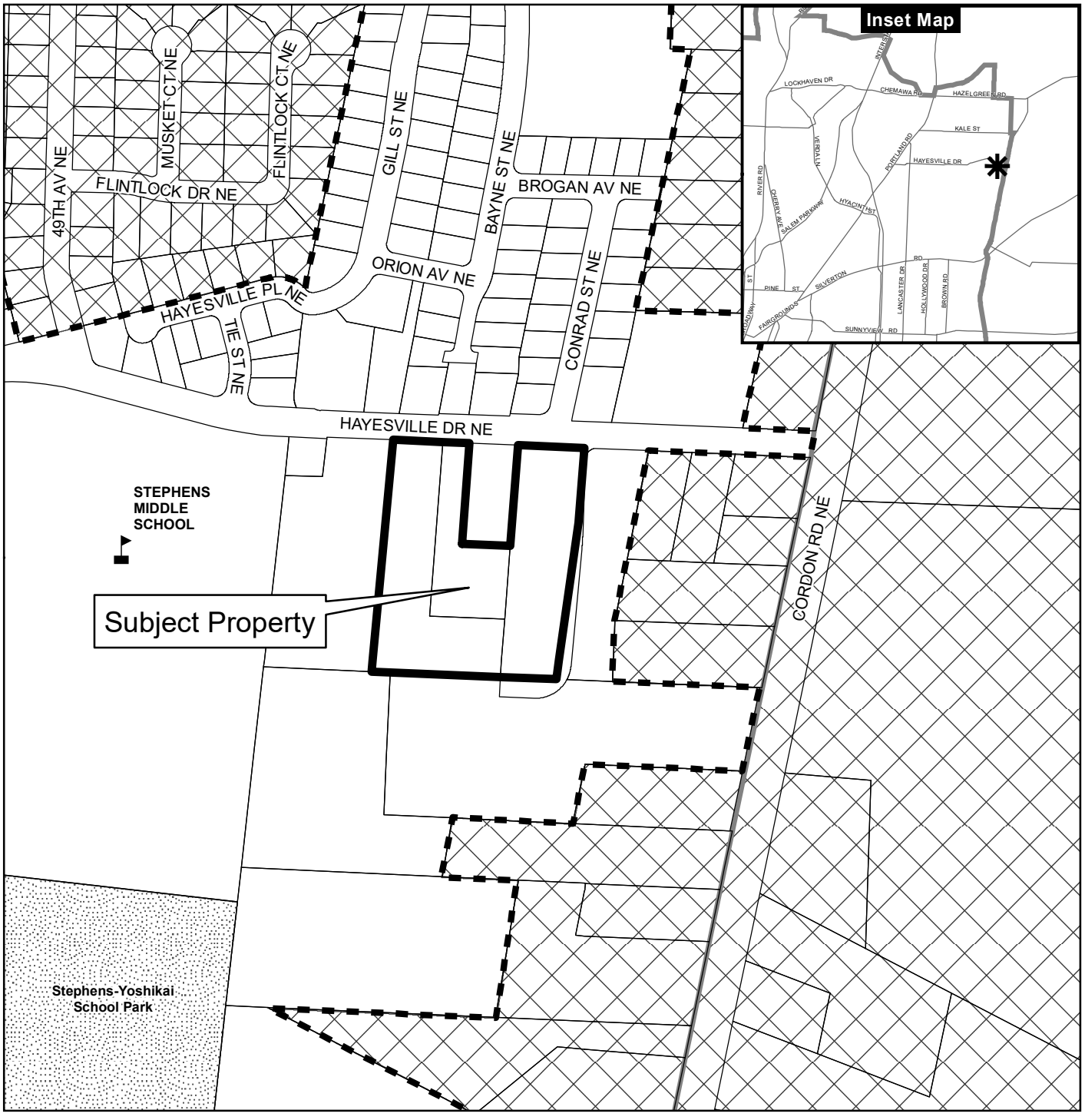
A. **APPROVE** the Quasi-Judicial Zone Change to change the zoning of the property from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential).

Attachments:

A. Vicinity Map
B. Zone Change Map
C. Existing Conditions Plan
D. Applicant's Written Statement
E. Approved Tentative Phased Subdivision Plan (Case No. SUB-ADJ24-02)
F. Northgate Neighborhood Association Comments
G. Salem-Keizer School District Comments

Prepared by Bryce Bishop, Planner III; and Laurel Christian, Infrastructure Planner III

Vicinity Map
5042, 5052, & 5092 Hayesville Drive NE



Legend

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

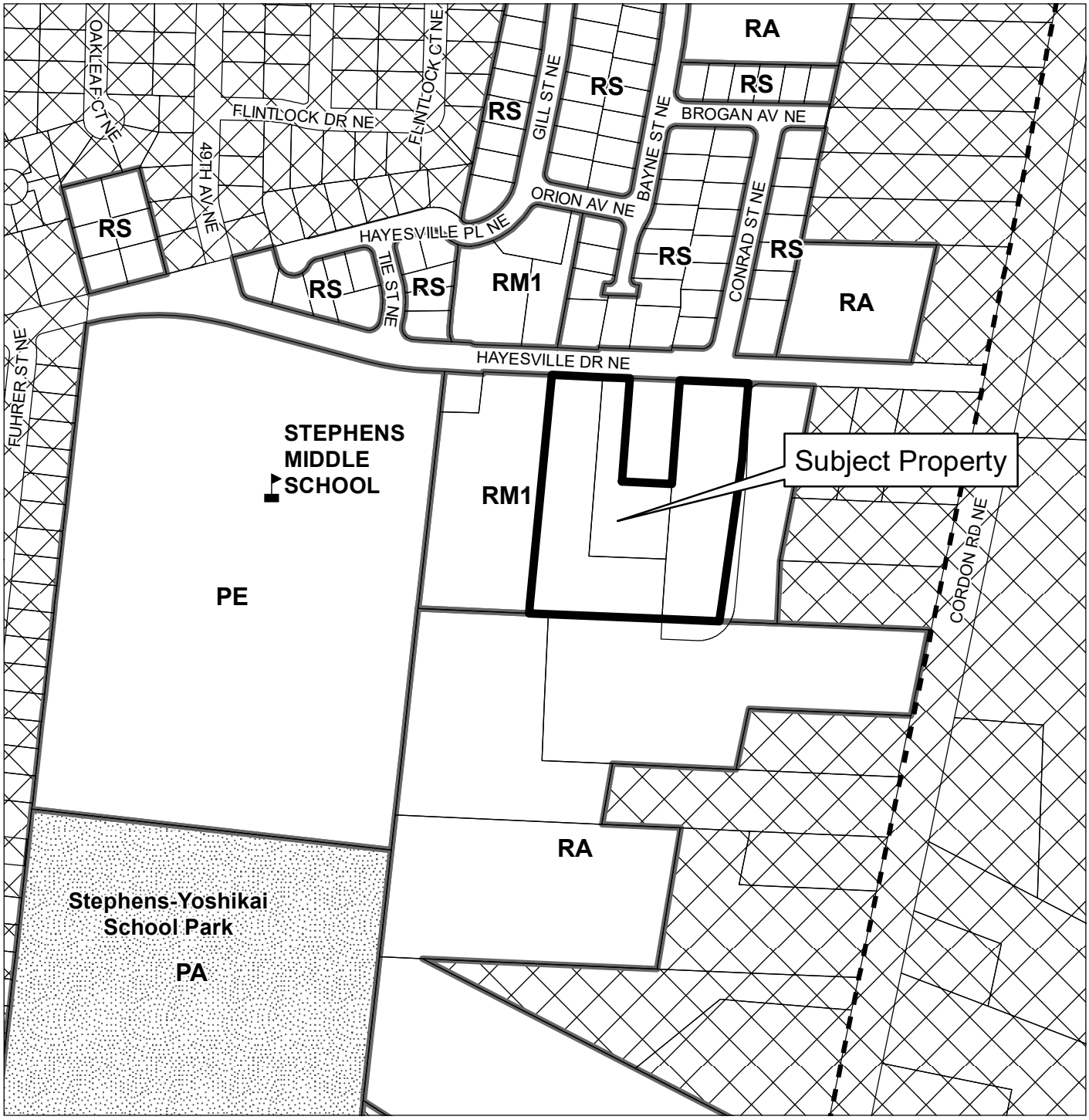
0 100 200 400 Feet

CITY OF Salem AT YOUR SERVICE

Community Planning and Development

Zoning Map

(Proposed Zone Change from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential))



Legend

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

0 50 100 200 Feet

CITY OF Salem AT YOUR SERVICE

Community Development Dept.

Attachment C

N

SCALE: 1"=100 FEET

100 0 20 50 100

ORIGINAL PAGE SIZE: 22" x 34"

NOTES:

1. UTILITIES SHOWN ARE BASED ON UNDERGROUND UTILITY LOCATE MARKINGS AS PROVIDED BY OTHERS, PROVIDED PER UTILITY LOCATE TICKET NUMBERS 20077408, 20077412, 20077429, 2007737, 20077695, 20089327, 20089439, AND 20089446. THE SURVEYOR MAKES NO GUARANTEE THAT THE UNDERGROUND LOCATES REPRESENT THE ONLY UTILITIES IN THE AREA. CONTRACTORS ARE RESPONSIBLE FOR VERIFYING ALL EXISTING CONDITIONS PRIOR TO BEGINNING CONSTRUCTION.
2. FIELD WORK WAS CONDUCTED IN APRIL AND MAY 2020.
3. VERTICAL DATUM: ELEVATIONS ARE BASED ON NGS BENCHMARK NO. QE1443 AND A VERTCON SHIFT TO 29 NGVD FROM 88 NAVD NETWORK, VERTICAL SHIFT = −3.429 FEET. BENCHMARK LOCATED NEAR THE SOUTH RIGHT−OF−WAY LINE OF PORTLAND ROAD NE, APPROXIMATELY 450 FEET NORTHEAST OF THE INTERSECTION OF LANCASTER DRIVE NE AND PORTLAND ROAD NE ELEVATION = 188.21 FEET (NAVD 88). ELEVATION AFTER SHIFT = 184.781 FEET (NGVD 29).
4. HORIZONTAL DATUM: A LOCAL DATUM PLANE DERIVED FROM STATE PLANE OREGON NORTH 3601 NAD83(2011)EPOCH: 2010.0000 BY MULTIPLYING BY A PROJECT MEAN GROUND COMBINED SCALE FACTOR OF 1.001057711 AT A CENTRAL PROJECT POINT WITH INTERNATIONAL FOOT STATE PLANE GRID COORDINATES N491603.195 E7566509.928 AND A MERIDIAN CONVERGENCE ANGLE OF −1°44'33". STATE PLANE COORDINATES WERE DERIVED FROM GPS OBSERVATIONS USING THE TRIMBLE VRS NOW NETWORK. DISTANCES SHOWN ARE INTERNATIONAL FOOT GROUND VALUES.
5. THIS IS NOT A PROPERTY BOUNDARY SURVEY TO BE RECORDED WITH THE COUNTY SURVEYOR. BOUNDARIES MAY BE PRELIMINARY AND SHOULD BE CONFIRMED WITH THE STAMPING SURVEYOR PRIOR TO RELYING ON FOR DETAILED DESIGN OR CONSTRUCTION.
6. BUILDING FOOTPRINTS ARE MEASURED TO SIDING UNLESS NOTED OTHERWISE. CONTACT SURVEYOR WITH QUESTIONS REGARDING BUILDING TIES.
7. CONTOUR INTERVAL IS 1 FOOT.
8. TREES WITH DIAMETER OF 10" AND GREATER ARE SHOWN. TREE DIAMETERS WERE MEASURED UTILIZING A DIAMETER TAPE AT BREAST HEIGHT. TREE INFORMATION IS SUBJECT TO CHANGE UPON ARBORIST INSPECTION.
9. WETLAND BOUNDARIES SHOWN WERE DELINEATED BY AKS ENGINEERING & FORESTRY, LLC. ON APRIL 17 2020 AND WERE PROFESSIONALLY SURVEYED BY AKS ON APRIL 23 2020.
10. COUNTY RECORDS INDICATE EXISTING SEPTIC AND WELL STRUCTURES WITHIN THE PROPERTY BOUNDARY SHOWN, HOWEVER RECORD INFORMATION IS NOT MAPPABLE. SURVEY DOES NOT SHOW ALL SEPTIC AND WELL STRUCTURES.
11. REFER TO THE DEMOLITION AND GRADING PLAN FOR EXISTING TREE INFORMATION.

AKS ENGINEERING & FORESTRY, LLC
3700 RIVER RD N, STE 1
KEIZER, OR 97303
503.400.6028
WWW.AKS-ENG.COM

ENGINEERING · SURVEYING · NATURAL RESOURCES
FORESTRY · PLANNING · LANDSCAPE ARCHITECTURE

EXISTING CONDITIONS PLAN AERIAL SHEET
MORGAN MEADOWS SUBDIVISION
AMERICAN VILLAGE CORPORATION
SALEM, OREGON

REGISTERED PROFESSIONAL LAND SURVEYOR
OREGON
JANUARY 3, 2007
KEN WHITE
70652LS
RENEWS: 6/30/24

PRELIMINARY
NOT FOR CONSTRUCTION

JOB NUMBER:	8008
DATE:	11/15/2023
DESIGNED BY:	
DRAWN BY:	RB/MSD/CC
CHECKED BY:	NW

P01

AKS DRAWING FILE: 8008EXCOND.DWG | LAYOUT: P01

Attachment D

Zone Change

Submittal Date:	August 2025
Submitted To:	City of Salem Community Planning & Development Department
Project Location:	5092, 5052 & 5042 Hayesville Drive NE Salem, OR 97305
Applicant(s):	Hayesville Properties LLC Owner
Applicant's Land Use Consultant:	Britany Randall, BRAND Land Use Britany@brandlanduse.com

BRAND

FEASABILITY | PLANNING | LAND USE

BRANDLANDUSE.COM

503.370.8704

Table of Contents

Aerial View of Subject Properties and Existing Development

Section 1: Property Background and Request

The applicant, Hayesville Properties LLC, is requesting approval of a zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2). The RM2 zone continues to implement the existing "Multi-Family Residential" Comprehensive Plan designation but allows for higher residential density and a broader range of multifamily housing types. The requested zone change will position the properties for future multifamily development, furthering the City of Salem's housing goals and making efficient use of existing urban services and infrastructure.

The subject properties are part of a previously approved phased subdivision (SUB-ADJ24-02), which anticipated residential development and required infrastructure and frontage improvements to support future housing in this area.

Section 2: Existing Conditions

The development site is approximately 4.59 acres in size and is described as Marion County Assessor Map and Tax Lots 072W05D002900, 072W05D003100, and072W05D003200. A Marion County Tax Map is included within the exhibits list identifying the subject properties.

The site is located within corporate City limits of the City of Salem. The Salem Area Comprehensive Plan (SACP) map has a designation for the property of "Multi-Family Residential".

The Comprehensive Plan designations of surrounding properties include:

North: Across Hayesville Drive NE, MF "Multi-Family Residential" and SF "Single Family Residential"

South: DR "Developing Residential"

East: DR "Developing Residential"

West: MF "Multifamily Residential"

The subject property is zoned RM1 (Multiple Family Residential 1). Surrounding properties are zoned as follows:

North: Across Hayesville Drive NE, RS (Single Family Residential) and RM1 (Multiple Family Residential 1)

South: RA (Residential Agriculture)

East: Marion County – Outside Corporate City Limits

West: RM1 (Multiple Family Residential 1)

Section 3: Findings Applicable to Administrative Procedures

Chapter 300 – Procedures for Land Use Applications and Legislative Land Use Proposals

Section 300.300 – Pre-Application Conference

(a) *Purpose.* Pre-application conferences are intended to familiarize applicants with the requirements of the UDC; to provide applicants with an opportunity to meet with city staff to discuss proposed projects in detail; and to identify approval criteria, standards, and procedures prior to filing a land use application. The pre-application conference is intended to be a tool to orient applicants and assist them in navigating the land use process, but is not intended to be an exhaustive review that identifies or resolves all potential issues, and does not bind or preclude the City from enforcing all applicable

regulations or from applying regulations in a manner differently than may have been indicated at the time of the pre-application conference.

(b) *Applicability and waiver of pre-application requirement*.

(1) Pre-application conferences are mandatory for those land use actions identified under Table 300-2 as requiring a pre-application conference.

Applicant's Findings: *In accordance with Table 300-2, a pre-application conference is required for this application.*

(2) Nothing in this section shall preclude an applicant from voluntarily requesting a pre-application conference for any other land use action.

Applicant's Findings: *The applicant understands that nothing in this section precludes them from voluntarily requesting a pre-application conference for any other land use action.*

(3) Notwithstanding the provisions of this section, a mandatory pre-application conference may be waived by the Planning Administrator if the application is relatively simple, and good cause is shown by the applicant. An application for a waiver shall be made on forms provided by the Planning Administrator. The applicant for a waiver shall acknowledge that waiving the pre-application conference increases the risk of an application being rejected or processing delayed due to insufficient, incomplete, or incorrect information being provided. The decision of the Planning Administrator on an application to waive a pre-application conference is not appealable.

Applicant's Findings: The applicant requested to waive the mandatory pre-application conference on June 18, 2025, 25-113175-PA, and received waiver approval on June 25, 2025.

Section 300.310 – Neighborhood Association Contact

(a) *Purpose.* The purpose of neighborhood association contact is to provide an opportunity for neighborhood associations to learn of upcoming land use applications involving land within or adjacent to their boundaries in advance of applications being submitted. This encourages dialogue and provides opportunities for feedback and resolution of potential issues prior to filing.

Applicant's Findings: *The applicant understands the purpose of requiring neighborhood association contact.*

(b) *Applicability.*

(1) Neighborhood association contact, as provided in this section, is required for those land use applications identified under Table 300-2 as requiring neighborhood association contact.

(2) When multiple land use applications are consolidated into a single application and one or more of the applications involved include a requirement for neighborhood association contact and the other applications do not require neighborhood association contact, the entire consolidated application shall require neighborhood association contact.

Applicant's Findings: *As mentioned previously, Table 300-2 requires neighborhood association contact for the application for a zone change. The applicant's representative prepared a letter and sent it to the chair and land use chair of the neighborhood association. The letter was sent via email. The email and the letter are included with this submittal. This requirement is met.*

(3) Nothing in this section shall be construed to preclude additional contact between an applicant and neighborhood association beyond the requirements of this section, or an applicant from contacting a neighborhood association where no neighborhood association contact is required.

Applicant's Findings: *The applicant understands nothing in this section shall preclude additional contact between the applicant and neighborhood association.*

(c) *Process.* Prior to submitting a land use application requiring neighborhood association contact, the applicant shall contact the City-recognized neighborhood association(s) whose boundaries include, or are adjacent to, the subject property via e-mail or mailed letter. The e-mail or mailed letter shall:
   (1) Be sent to the chair(s) and land use chair(s) of the applicable neighborhood association(s) prior to submitting the land use application; and
   (2) Contain the following information:
      (A) The name, telephone number, and e-mail address of the applicant;
      (B) The address of the subject property;
      (C) A summary of the proposal;
      (D) A conceptual site plan, if applicable, that includes the proposed development; and
      (E) The date on which the e-mail or letter is being sent;

Applicant's Findings: *The applicant emailed a letter with information relating to the proposal to both the chair and land use chair of the neighborhood association. The letter included all the required information listed above. This criterion is met.*

(d) *Effect on subsequent land use application submittal.* A land use application requiring neighborhood association contact shall not be accepted, as provided under SRC 300.210, unless it is accompanied by a copy of the e-mail or letter that was sent to the

neighborhood association, and a list of the e-mail or postal addresses to which the e-mail or letter was sent.

Applicant's Findings: *The applicant understands the city is unable to accept applications requiring neighborhood association contact prior to contact being made. However, the applicant has demonstrated satisfying this criterion prior to submittal.*

Section 4: Findings Applicable to Zone Change

Chapter 265 – Zone Changes

Section 265.001 – Purpose

Because of normal and anticipated growth of the City, changing development patterns, governmental policy decisions affecting land use, community needs, and other factors whose specific future application cannot be anticipated, the zoning pattern established by the Uniform Development Code cannot remain fixed in perpetuity, and the purpose of this chapter is to establish procedures and criteria to, when appropriate, change zoning designations.

Section 265.005 – Quasi-Judicial Zone Changes

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

Applicant's Findings: *The applicant is applying for a quasi-judicial zone change; therefore, this section is applicable.*

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

Applicant's Findings: *The quasi-judicial zone change is being initiated by the owners of the subject properties proposing to change zones. This requirement is met.*

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

Applicant's Findings: *The applicant understands the application will be reviewed using the Type III procedures outlined in SRC chapter 300.*

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

(1) An existing conditions plan of a size and form and in the number of copies meeting the standards established by the Planning Administrator, containing the following information:

(A) The total site area, dimensions, and orientation relative to north;
(B) The location of existing structures and other improvements on the site, including accessory structures, fences, walls, and driveways, noting their distance from property lines; and
(C) The location of drainage patterns and drainage courses, if applicable;

Applicant's Findings: *An existing conditions plan has been submitted with this application, meeting the submittal requirement as outlined above. The existing conditions plan contains the necessary information for the requested zone change. This requirement is met.*

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

Applicant's Findings: *A traffic impact analysis (TIA) is not being submitted with this zone change application. The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) is legislative in nature and does not authorize or approve specific development on the subject properties. Preparing a TIA at this stage would be premature and would not provide reliable information for the City's review, as assumptions about future development could change during subsequent land use processes.*

The applicant intends to submit a subdivision application for phase 2 following approval of the zone change, at which time the number, type, and layout of proposed residential units will be identified. A traffic impact analysis prepared at that stage will evaluate transportation impacts based on actual development details and will allow the City to impose any necessary mitigation measures through the subdivision approval process.

Deferring the TIA to the subdivision application stage ensures that the analysis is based on the proposed development, is aligned with the City's established procedures for reviewing transportation impacts, and avoids unnecessary duplication of studies. This approach meets the intent of the submittal requirement by ensuring the City receives a complete and accurate traffic analysis at the appropriate time, when specific impacts can be quantified and addressed effectively.

(e) *Criteria.*
(1) A quasi-judicial zone change shall be granted if all of the following criteria are met:
(A) The zone change is justified based on the existence of one or more of the following:
(i) A mistake in the application of a land use designation to the property;

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

(iii) A demonstration that the proposed zone is equally or better suited for the property than the existing zone. A proposed zone is equally or better suited for the property than an existing zone if the physical characteristics of the property are appropriate for the proposed zone and the uses allowed by the proposed zone are logical with the surrounding land uses.

Applicant's Findings: *The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) is justified under SRC 265.005(e)(1)(A)(iii), which allows for a zone change when the proposed zone is equally or better suited for the property than the existing zone. The subject properties are physically suitable for development under RM2 zoning standards, and the range of allowed uses is consistent with the surrounding urban context. The subject properties are flat, free of natural constraints, and have direct access to Hayesville Drive NE, a collector street with existing public infrastructure, including water, sewer, and stormwater. The area is served by transit and is in close proximity to public parks and schools. These characteristics support the higher density and broader housing options permitted in the RM2 zone.*

The surrounding land uses support the transition to RM2. The subject site is part of a larger recently approved phased subdivision (SUB-ADJ24-02). That approval anticipated future residential development on the subject properties and includes substantial infrastructure and circulation improvements designed to support increased housing density. Adjacent zoning includes RM1, RA, and PE, with approval for townhomes and single-family dwellings, and existing educational uses in the vicinity. The RM2 zone will continue the area's pattern of residential intensification, consistent with development trends and City policies that encourage efficient land use within the Urban Growth Boundary.

The proposed zone is therefore better suited for the property than RM1 because it enables a broader mix of multifamily housing types at densities appropriate to an area supported by public infrastructure, and it advances the City's housing production goals without introducing incompatible land uses. This criterion is met.

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

Applicant's Findings: *This criterion is not applicable because the proposed zone change is not City-initiated; it is being requested by the property owner. However, although this standard does not apply, the requested zone change from RM1 to RM2 serves the public interest by furthering the City of Salem's goals to increase housing production and promote compact, efficient development within the Urban Growth Boundary. The RM2 zone allows for a broader range of multifamily housing types at increased densities, supporting Salem's efforts to address housing need, reduce sprawl, and make better use of existing public infrastructure. As such, the proposed zone change would result in a general public benefit, even though the criterion is not applicable.*

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

Applicant's Findings: *The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) complies with the applicable provisions of the Salem Area Comprehensive Plan (SACP). The subject properties are designated "Multi-Family Residential" on the Comprehensive Plan Map. While both RM1 and RM2 are implementing zones for this designation, the RM2 zone allows for higher residential densities and a wider range of housing types, making it more consistent with the City's policies encouraging efficient urban development and housing diversity.*

The zone change supports Policy H-1, which calls for the provision of housing to meet the needs of Salem's residents, and Policy H-2, which encourages higher-density residential development in areas served with public services and transit. The site is located along Hayesville Drive NE, a collector street with full urban services, including water, sewer, stormwater, and transit access. The proposed RM2 zoning also aligns with Policy H-5, which encourages infill development to reduce sprawl and make better use of existing land within the Urban Growth Boundary, and Policy H-8, which supports residential development near employment centers, public services, and shopping areas.

In addition, the proposed zone change is consistent with the Comprehensive Plan's Growth Management policies, particularly Policy G-3, which promotes compact and efficient urban development patterns to reduce infrastructure costs and vehicle miles traveled. The site's location within an approved subdivision (SUB-ADJ24-02) and its proximity to existing development, services, and transportation infrastructure further support this conclusion.

For these reasons, the proposed zone change complies with the applicable goals and policies of the Salem Area Comprehensive Plan and this criterion is met.

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

Applicant's Findings: *The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) complies with the applicable Statewide Planning Goals and applicable administrative rules adopted by the Oregon Department of Land Conservation and Development. The subject properties are located within the Salem Urban Growth Boundary and are designated "Multi-Family Residential" on the Salem Area Comprehensive Plan (SACP) Map. The RM2 zone is an appropriate implementing zone under this designation and furthers the state's goals to ensure compact, efficient, and affordable urban development.*

The proposed zone change is consistent with Statewide Planning Goal 1 (Citizen Involvement), as the application will be processed through a Type III procedure, which includes mailed notice to surrounding property owners, notice to the recognized neighborhood association, and a public hearing before the Hearings Officer. This process ensures that citizens have the opportunity to participate in land use decision-making.

The proposal supports Goal 10 (Housing), which requires cities to plan for and accommodate needed housing types. The RM2 zone allows a broader mix of multifamily housing types and greater density than RM1, which directly contributes to Salem's efforts to meet identified housing needs. By facilitating higher-density development on land already designated for multifamily use, the zone change helps to ensure an adequate supply of buildable residential land and encourages the production of more housing units within the existing urban footprint.

The application also complies with Goal 12 (Transportation) and Oregon Administrative Rule (OAR) 660-012-0060, also known as the Transportation Planning Rule (TPR). A Transportation Impact Analysis is not being submitted with this zone change request because no specific development proposal is tied to this application. The analysis will instead be prepared and submitted as part of the forthcoming Phase 2 subdivision application, when detailed information regarding unit counts, access points, and circulation patterns will be available. Evaluating transportation impacts at the subdivision stage allows for a more accurate and meaningful review, and will ensure that any mitigation measures are identified and incorporated into project approvals. The site is located along Hayesville Drive NE, a designated collector street served by existing transit and infrastructure, and the City has already reviewed this area's transportation system in connection with the previously approved subdivision, confirming that it can accommodate residential buildout with appropriate improvements.

No natural resource features subject to protection under Goals 5 (Open Spaces and Natural Resources), 6 (Air, Water, and Land Resources Quality), or 7 (Natural Hazards) are present on the site. The subject properties are not located within a floodplain or other mapped hazard area and are already within city limits and served by public facilities, satisfying the requirements of

Goal 11 (Public Facilities and Services) and Goal 14 (Urbanization). For these reasons, the proposed zone change complies with the applicable Statewide Planning Goals and the administrative rules adopted by the Department of Land Conservation and Development and this criterion is met.

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

Applicant's Findings: *This criterion is not applicable. The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) does not require a change to the Salem Area Comprehensive Plan designation. The subject properties are designated "Multi-Family Residential" on the Comprehensive Plan Map, and both the RM1 and RM2 zones are consistent implementing zones under that designation. In addition, the proposal does not involve a change from an industrial, commercial, or employment designation to a non-industrial or non-employment designation. Therefore, no demonstration or amendment related to the City's Economic Opportunities Analysis is required and this criterion is not applicable.*

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

Applicant's Findings: *The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) does not authorize specific development and will not, by itself, significantly affect a transportation facility as defined by the Transportation Planning Rule (TPR) in OAR 660-012-0060. The request simply changes the zoning designation to RM2, which remains an implementing zone for the existing "Multi-Family Residential" Comprehensive Plan designation and does not alter the street network, create new access points, or establish a specific number of units at this stage.*

A Transportation Impact Analysis (TIA) is not being provided with this application because there is no concrete development plan tied to the zone change. The applicant will prepare and submit

a full TIA with the forthcoming Phase 2 subdivision application, when the type, number, and layout of residential units will be determined. That analysis will evaluate potential transportation impacts in detail and will identify any improvements or mitigation measures that may be required to ensure compliance with the TPR and the City's transportation standards.

Hayesville Drive NE, which serves the property, is designated as a collector street and is already served by transit and urban infrastructure. The site was previously reviewed under the City's approval of SUB-ADJ24-02, which contemplated future residential development and required frontage and intersection improvements to support buildout. With those improvements in place and the more detailed traffic analysis to come at the subdivision stage, the zone change can be approved with confidence that any potential transportation impacts will be addressed through future land use revie. This criterion is met.

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

Applicant's Findings: *The subject properties are currently served, or are capable of being served, with public facilities and services necessary to support the uses allowed under the proposed RM2 (Multiple Family Residential 2) zone. The site is located within the Salem city limits and the Urban Growth Boundary and is adjacent to Hayesville Drive NE, classified as a collector street in the Salem TSP.*

Water, sewer, and storm drainage facilities are available or planned to be extended to the properties through prior conditions of approval on land use decision SUB-ADJ24-02. As part of that subdivision approval, the applicant was required to construct new public storm and sanitary sewer mains, extend a 12-inch public water main along Hayesville Drive NE, and make frontage improvements including sidewalks, curb ramps, and street widening. These improvements were specifically designed to serve the subdivision as a whole, including the subject properties, and to accommodate the full build-out of multifamily residential development anticipated in Phase 2.

Additionally, electric, telecommunications, and solid waste services are available from local service providers, and emergency services can be accessed from the existing and proposed street network. Fire access requirements and utility capacity were reviewed as part of the subdivision application, and no deficiencies were identified that would preclude development under the proposed zoning designation. Additionally, Fire will review the phase 2 development proposal and will have an opportunity to identify any deficiencies.

Since the infrastructure necessary to support RM2 development is either already available or will be completed in accordance with approved public facility plans, this criterion is satisfied.

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

Applicant's Findings: *The proposed zone change from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) represents a relatively modest shift in the range and intensity of allowed residential uses. Both zones implement the "Multi-Family Residential" designation under the Salem Area Comprehensive Plan and allow for similar urban housing types. The primary distinction between the two zones lies in the increased density and flexibility offered under the RM2 designation. The subject properties comprise approximately 154,426 square feet, or about 3.54 acres, of land. Under SRC Chapter 514 (RM1 zone), the maximum density is 14 dwelling units per acre, which would allow up to approximately 49 units on the site. Under SRC Chapter 513 (RM2 zone), the maximum density is 28 dwelling units per acre, which would allow up to approximately 99 units on the site. The zone change therefore creates the opportunity to nearly double the residential capacity of the site, consistent with Salem's housing production goals, while still retaining development standards that ensure compatibility with surrounding land uses.*

The site is part of an approved subdivision (SUB-ADJ24-02), which anticipated residential development and included conditions of approval for street, utility, and stormwater infrastructure necessary to support full buildout. The surrounding area contains a mix of multifamily and single-family development, institutional uses, and schools, and has undergone recent changes consistent with Salem's infill and housing production goals. Given the alignment of the proposed zone with existing planning approvals, public infrastructure, and land use patterns, the zone change will not create disruptive impacts to the area. The applicant has addressed each applicable approval criterion under SRC 265.005(e) with findings supported by prior land use decisions, Comprehensive Plan policies, and public facility plans. The evidence presented demonstrates that the proposed RM2 zoning is appropriate, increases the housing capacity of the site in an orderly fashion, and meets the proportional burden of proof associated with its modest but important impact. This criterion is met.

Section 265.020 – Conditions of Approval

(a) Conditions may be imposed on zone changes including limits on use, uses permitted, and any development standards.

(b) Conditions imposed shall be construed and enforced, in all respects, as provisions of this zoning code relating to the use and development of land. Modification of use conditions shall be by zone change, as provided under this chapter. Modification of all other conditions, including full or partial release therefrom, shall be by variance, as provided under SRC chapter 245.

(c) If the dedication of right-of-way or construction of public improvements is required as a condition of approval under this section, the dedication or improvement shall be the obligation of the applicant and must be completed prior to issuance of building permit or certificate of occupancy, whichever is earlier. Upon justification by the applicant, the

Director may allow deferral of all or a portion of public improvements required as a condition under this section beyond issuance of building permit or certificate of occupancy until a stated time or until required by Council, whichever is earlier. An applicant seeking deferral under this section shall execute an improvement deferral agreement which specifies the terms of deferral. The agreement shall be in a form approved by the City Attorney and shall be filed in the deed records of the appropriate county.

Applicant's Findings: *Section 265.020(a) authorizes the City to impose conditions on a zone change, including limitations on use, permitted uses, or development standards, when necessary to ensure compliance with applicable approval criteria or to mitigate potential impacts. The proposed zone change from RM1 to RM2 does not create adverse impacts that warrant the imposition of conditions beyond those that may be applied through future development review procedures.*

The subject properties are located within a previously approved subdivision (SUB-ADJ24-02), and future development will be subject to applicable requirements of the Unified Development Code (UDC), including site plan review, design standards for multifamily housing, and public facility improvements. These existing regulatory mechanisms provide sufficient safeguards to ensure orderly and compatible development under the proposed RM2 zoning.

At this time, the applicant is not proposing any exceptions, limitations, or use restrictions beyond those contained in the RM2 zone. The findings in this application demonstrate that the zone change meets all applicable criteria without the need for additional conditions. Should the City determine that specific conditions are necessary, the applicant is willing to coordinate with staff to ensure that any such conditions are reasonable, proportionate, and consistent with applicable law.

Chapter 514 – RM-II-Multiple Family Residential

Section 514.001 – Purpose

The purpose of the Multiple Family Residential-II (RM-II) Zone is to implement the multiple family residential designation of the Salem Area Comprehensive Plan through the identification of allowed uses and the establishment of development standards. The RM-II zone generally allows multiple family residential uses, along with a mix of other uses that are compatible with and/or provide services to the residential area.

Section 514.010 – Development Standards

Development within the RM-II zone must comply with the development standards set forth in this section.

(a) *Land division in the RM-II zone.* Lots subdivided or partitioned in the RM-II zone shall be a minimum of 20,000 square feet in size, unless the lots are restricted to contain three

or more attached dwelling units per lot, are used for townhouse development, or are used for allowed uses other than household living.

Applicant's Findings: *This proposal does not involve a land division. The subject properties are part of an approved subdivision and are intended for multifamily development. At the time of development, the individual lots will be consolidated into a single development site to facilitate compliance with the applicable standards of the RM-II zone. Because no subdivision or partition is proposed as part of this application, the minimum lot size requirement in SRC 513.015(a) is not applicable. Future development will be reviewed through the appropriate land use and building permit processes to ensure compliance with all applicable dimensional and development standards of the RM-II zone once the lots are consolidated.*

(b) *Lot standards.* Lots within the RM-II zone shall conform to the standards set forth in Table 514-2.

Applicant's Findings: *All of the tax lots included in this zone change currently contain single-family uses and exceed the dimensional standards for lots within the proposed RM2 (Multiple Family Residential 2) zone as outlined in SRC Table 514-2. Each lot is between approximately one and two acres in size, far larger than the minimum required lot area of 6,000 square feet. The RM2 zone requires a minimum lot width of 40 feet; each lot exceeds this standard by between 20 and 110 feet. The required minimum lot depth is 70 feet; each lot exceeds this depth by between 355 and 485 feet. The RM2 zone also requires a minimum street frontage of 40 feet; each lot provides frontage well above this threshold, exceeding it by between 20 and 110 feet.*

The subject tax lots fully comply with the lot dimension and frontage standards of the proposed RM2 zone; therefore, this criterion is met.

Section 5: Conclusion

The request to rezone the properties located at 5092, 5052, and 5042 Hayesville Drive NE from RM1 (Multiple Family Residential 1) to RM2 (Multiple Family Residential 2) meets all applicable criteria under the Salem Revised Code. The subject properties are designated "Multi-Family Residential" on the Salem Area Comprehensive Plan (SACP) Map, and the proposed RM2 zone is an appropriate implementing zone for this designation. The change supports the City's housing goals by allowing a greater range and density of multifamily housing types in a location already served by urban services and transit.

The findings provided demonstrate that the proposed zone change is equally or better suited for the properties than the existing RM1 zoning, consistent with SRC 265.005(e)(1)(A)(iii). The site is physically suitable for development under RM2 standards, and surrounding land uses—including multifamily housing, single-family neighborhoods, and schools—support the transition to a more flexible residential zone. The request is consistent with the applicable

Statewide Planning Goals and Oregon Administrative Rules, particularly Goal 10 for housing and Goal 12 for transportation.

Public facilities and infrastructure necessary to serve RM2 development are available or will be provided through improvements required as part of SUB-ADJ24-02 and future subdivision approval. The proposed zone change does not require any modifications to the Salem Area Comprehensive Plan, and there are no conflicts with other adopted policies or regulations. For all of these reasons, the applicant respectfully requests approval of the proposed zone change from RM1 to RM2. The change is consistent with the Comprehensive Plan, meets all applicable approval criteria, supports Salem's long-term housing and growth management goals, and will allow the subject properties to develop in a way that benefits the surrounding community and the City as a whole.

Section 6: Exhibits

Attachment E

TRACT NOTES:

1. LOT 93 IS PLANNED TO PROVIDE PEDESTRIAN ACCESS TO THE CITY OF SALEM.
2. LOT 94 IS PLANNED TO PROVIDE PEDESTRIAN ACCESS TO THE CITY OF SALEM ALONG WITH A SANITARY SEWER EASEMENT OVER ITS ENTIRETY.
3. LOT 95 IS A STORMWATER FACILITY. IT IS SUBJECT TO A PUBLIC ACCESS AND MAINTENANCE EASEMENT OVER ITS ENTIRETY. IT SHALL BE OWNED AND MAINTAINED BY THE CITY OF SALEM.

THE PURPOSE OF THIS PRELIMINARY PLAT IS TO SHOW THE PROPOSED LOT DIMENSIONS AND AREAS FOR PLANNING PURPOSES. THIS IS NOT AN OFFICIAL PLAT AND IS NOT TO BE USED FOR SURVEY PURPOSES.

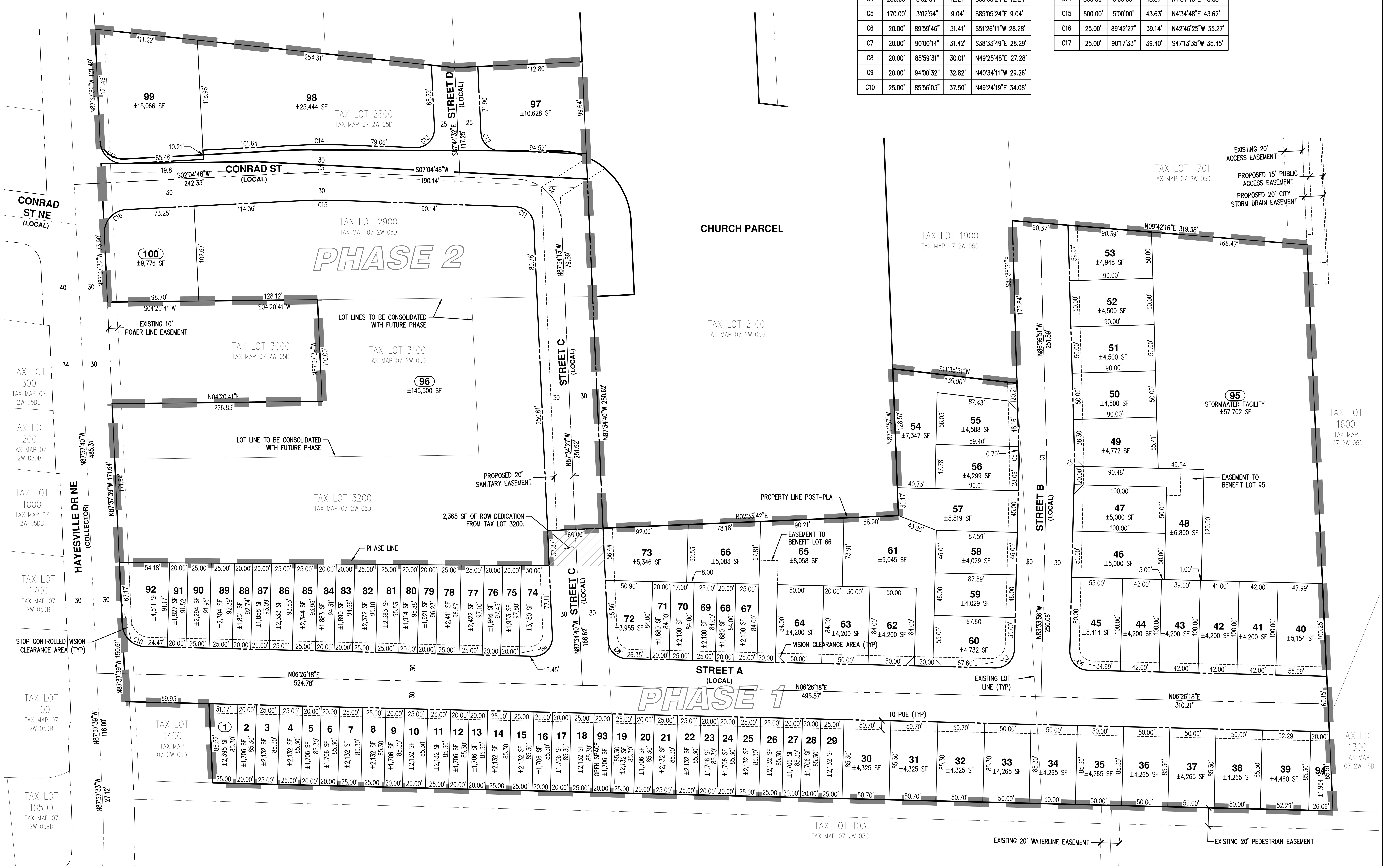
SCALE: 1"= 50 FEET

CURVE TABLE

CURVE	RADIUS	DELTA	LENGTH	CHORD
C1	200.00'	3°02'54"	10.64'	S85°05'24"E 10.64'
C2	50.00'	85°20'58"	74.48'	S49°45'17"W 67.78'
C3	530.00'	5°00'00"	46.25'	S4°34'48"W 46.24'
C4	230.00'	3°02'54"	12.24'	S85°05'24"E 12.24'
C5	170.00'	3°02'54"	9.04'	S85°05'24"E 9.04'
C6	20.00'	89°59'46"	31.41'	S51°26'11"W 28.28'
C7	20.00'	90°00'14"	31.42'	S38°33'49"E 28.29'
C8	20.00'	85°59'31"	30.01'	N49°25'48"E 27.28'
C9	20.00'	94°00'32"	32.82'	N40°34'11"W 29.26'
C10	25.00'	85°56'03"	37.50'	N49°24'19"E 34.08'

CURVE TABLE

CURVE	RADIUS	DELTA	LENGTH	CHORD
C11	20.00'	84°51'53"	29.62'	N49°30'45"E 26.99'
C12	20.00'	85°10'40"	29.73'	S49°40'08"W 27.07'
C13	20.00'	94°49'20"	33.10'	S40°19'52"E 29.45'
C14	560.00'	5°00'00"	48.87'	N4°34'48"E 48.85'
C15	500.00'	5°00'00"	43.63'	N4°34'48"E 43.62'
C16	25.00'	89°42'27"	39.14'	N42°46'25"W 35.27'
C17	25.00'	90°17'33"	39.40'	S47°13'35"W 35.45'



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PRELIMINARY PLAT
MORGAN MEADOWS SUBDIVISION
AMERICAN VILLAGE CORPORATION
SALEM, OREGON

PRELIMINARY NOT FOR CONSTRUCTION

RENEWS: DECEMBER 31, 2024

JOB NUMBER:	8008
DATE:	11/15/2023
DESIGNED BY:	ECR
DRAWN BY:	ECR
CHECKED BY:	TDR

P06

AKS DRAWING FILE: 8008 PRE PLAT.DWG | LAYOUT: P06

Attachment F

Bryce Bishop

From: beebalmbees@gmail.com
Sent: Sunday, November 23, 2025 6:36 PM
To: Bryce Bishop
Cc: Jennifer Halley
Subject: [EXTERNAL]FW: Hearing Notice - Case No. ZC25-01 for 5042, 5052 and 5092 Hayesville Dr NE
Attachments: ZC25-01 HN.pdf

Hello Bryce,

Thank you for this opportunity to speak regarding this case of building more apartments in Northgate. We have already received and accepted enough. We have heard complaints from the community saying the schools are being inundated with students and not enough teachers. Naturally with more people, the hospitals and clinics will also be inundated with more patients. The more people we have, the more criminal mischiefs and crime. We are fighting this daily. So, we are objecting to building more apartments in this area.

Thank you for understanding this situation. Please do not go ahead and build more in Northgate but do it elsewhere.

Bayard Mentrum
Chair and Land Use Chair
Northgate Neighborhood Association

From: Jennifer Halley <jhalley@cityofsalem.net>
Sent: Thursday, November 20, 2025 9:14 AM
To: Jennifer Halley <jhalley@cityofsalem.net>
Cc: Bryce Bishop <BBishop@cityofsalem.net>
Subject: Hearing Notice - Case No. ZC25-01 for 5042, 5052 and 5092 Hayesville Dr NE

Hello,

The Hearing Notice for Zone Change Case No. ZC25-01 for 5042, 5052 and 5092 Hayesville Dr NE is attached for your information. Hard copies go out in the mail today to those of you who are to receive one. This case will be heard before the Hearings Officer on December 10, 2025 at 5:30 p.m.

Application Summary: Proposed Zone Change from RM-I (Multiple Family Residential) to RM-II (Multiple Family Residential) for property located at 5042, 5052, and 5092 Hayesville Drive NE.

Please direct questions or comments to the **CASE MANAGER**:
Bryce Bishop
bbishop@cityofsalem.net
503-540-2399

Attachment G

SALEM•KEIZER PUBLIC SCHOOLS

Business & Support Services
2450 Lancaster Drive NE • PO Box 12024 • Salem, Oregon 97309
503-399-3036 • FAX: 503-399-3407

Andrea Castañeda, Superintendent

November 26, 2025

Bryce Bishop, Planner
Planning Division, City of Salem
555 Liberty Street SE, Room 305
Salem OR 97301

RE: Land Use Activity Case No. ZC25-01, 5042, 5052 and 5092 Hayesville Rd NE

The City of Salem issued a Request for Comments for a Land Use Case as referenced above. Please find below comments on the impact of the proposed land use change on the Salem-Keizer School District.

IDENTIFICATION OF SCHOOLS SERVING THE SUBJECT PROPERTY

The School District has established geographical school attendance areas for each school known as school boundaries. Students residing in any residence within that boundary are assigned to the school identified to serve that area. There are three school levels, elementary school serving kindergarten thru fifth grade, middle school serving sixth thru eighth grade, and high school serving ninth thru twelfth grade. . The schools identified to serve the subject property are:

School Name	School Type	Grades Served
Yoshikai	Elementary	K thru 5
Stephens	Middle	6 thru 8
McKay	High	9 thru 12

Table 1

SCHOOL CAPACITY & CURRENT ENROLLMENT

The School District has established school capacities which are the number of students that a particular school is designed to serve. Capacities can change based on class size. School capacities are established by taking into account core infrastructure (gymnasium, cafeteria, library, etc.) counting the number of classrooms and multiplying by the number of students that each classroom will serve. A more detailed explanation of school capacity can be found in the School District's adopted Facility Plan.

School Name	School Type	School Enrollment	School Design Capacity	Enroll./Capacity Ratio
Yoshikai	Elementary	491	611	80%
Stephens	Middle	992	1,197	83%
McKay	High	2,212	2,536	87%

Table 2

POTENTIAL ADDITIONAL STUDENTS IN BOUNDARY AREA RESULTING FROM APPROVAL OF LAND USE CASE

The School District anticipates the number of students that may reside at the proposed development based on the housing type, single family (SF), duplex/triplex/four-plex (DU), multi-family (MF) and mobile home park (MHP). The School District commissioned a study by the Mid-Willamette Valley Council of Governments in 2021 to determine an estimate of students per residence, for the Salem-Keizer area, in each of the four housing types. Since the results are averages, the actual number of students in any given housing type will vary. The table below represents the resulting estimates for the subject property:

School Type	Qty. of New Residences	Housing Type	Average Qty. of Students per Residence	Total New Students
Elementary	99*	MF	0.164	16
Middle			0.085	8
High			0.096	10

Table 3

POTENTIAL EFFECT OF THIS DEVELOPMENT ON SCHOOL ENROLLMENT

To determine the impact of the new residential development on school enrollment, the School District compares the school capacity to the current enrollment plus estimates of potential additional students resulting from land use cases over the previous two calendar years. A ratio of the existing and new students is then compared with the school design capacity and expressed as a percentage to show how much of the school capacity may be used.

School Name	School Type	School Enrollment	New Students During Past 2 yrs	New Student from this Case	Total New Students	School Design Cap.	Enroll. /Cap. Ratio
Yoshikai	Elem.	491	16	16	32	611	86%
Stephens	Mid.	992	63	8	71	1,197	89%
McKay	High	2,212	83	10	93	2,536	91%

Table 4

ESTIMATE OF THE EFFECT ON INFRASTRUCTURE – IDENTIFICATION OF WALK ZONES AND SCHOOL TRANSPORTATION SERVICE

Civic infrastructure needed to provide connectivity between the new residential development and the schools serving the new development will generally require roads, sidewalks and bicycle lanes. When developing within one mile of school(s), adequate pathways to the school should be provided that would have raised sidewalks. If there are a large number of students walking, the sidewalks should be wider to accommodate the number of students that would be traveling the

path at the same time. Bike lanes should be included, crosswalks with flashing lights and signs where appropriate, traffic signals to allow for safe crossings at busy intersections, and any easements that would allow students to travel through neighborhoods. If the development is farther than one mile away from any school, provide bus pullouts and a covered shelter (like those provided by the transit district). Locate in collaboration with the District at a reasonable distance away from an intersection for buses if the distance is greater than ½ mile from the main road. If the distance is less than a ½ mile then raised sidewalks should be provided with stop signs where students would cross intersections within the development as access to the bus stop on the main road. Following is an identification, for the new development location, that the development is either located in a school walk zone or is eligible for school transportation services.

School Name	School Type	Walk Zone or Eligible for School Transportation
Yoshikai	Elementary	Eligible for School Transportation**
Stephens	Middle	Walk Zone**
McKay	High	Eligible for School Transportation

Table 5

ESTIMATE OF NEW SCHOOL CONSTRUCTION NEEDED TO SERVE DEVELOPMENT

The School District estimates the cost of constructing new school facilities to serve our community. The costs of new school construction is estimated using the Rider Levett Bucknall (RLB) North America Quarterly Construction Cost Report and building area per student from Cornerstone Management Group, Inc. estimates. The costs to construct school facilities to serve the proposed development are in the following table.

School Type	Number of Students	Estimate of Facility Cost Per Student*	Total Cost of Facilities for Proposed Development*
Elementary	16	$105,625	$1,690,000
Middle	8	$137,443	$1,099,544
High	10	$169,260	$1,692,600
TOTAL			$4,482,144

Table 6

*Estimates based on average of Indicative Construction Costs from "RLB Construction Cost Report North America Q2 2025"

*Assume RMII average density (Min. 15, Max. 28) of 21.5 dwelling units per acres
**Eligibility for school transportation to be determined after new pedestrian infrastructure and connections are decided. If sidewalks would be installed to connect the subject property to the existing sidewalks at the edge of Stephens Middle School property on the south side of Hayesville Dr NE then students residing at the subject property would be within the school walk zone for both Stephens Middle School and Yoshikai Elementary School.

Sincerely,

David Fridenmaker
Business and Support Services

c: Paul Odenthal, Chief Operations Officer, David Hughes, Director of Operations & Logistics, T.J. Crockett, Director of Transportation