

**TO:** Peter Domine, Planner II  
Community Planning and Development Department

**FROM:** Aaron Panko, Infrastructure Planner III  
Community Planning and Development Department

**DATE:** February 11, 2025

**SUBJECT:** Infrastructure Memo  
TRV-DAP25-01 (24-125192-PLN)  
1000 Block of Schurman Drive S  
Cottage Cluster



## **PROPOSAL**

A consolidated application for four Tree Regulation Variances to remove two Oregon White Oak trees 26 and 32-inches DBH (diameter-at-breast height); to encroach within more than 30 percent of the critical root zone of one 51-inch DBH Oregon White Oak tree; and to remove more than 50 percent of the total trees on a parcel 20,000 square feet or greater within a five year period for the development of a cottage cluster. The consolidated application also includes a Class 2 Driveway Approach Permit for a new driveway approach onto Gilbert Street S. The subject property is 0.84 acres in size, zoned RS (Single Family Residential) and located at the 1000 Block of Schurman Drive S (Marion County Assessor's Map and Tax Lot Number 073W33DB / 4800).

## **RECOMMENDED CONDITIONS OF APPROVAL**

1. Prior to building permit issuance, the applicant shall submit a site plan that demonstrates the proposed driveway approach serving the development is in compliance with applicable vision clearance requirements of SRC Chapter 805.

## **EXISTING CONDITIONS – INFRASTRUCTURE**

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

Streets			
Street Name		Right-of-way Width	Improvement Width
30Schurman Drive S (Collector)	Standard:	60-feet	34-feet
	Existing Condition:	55-feet	30-feet

<b>Gilbert Street S (Local)</b>	Standard:	60-feet	30-feet
	Existing Condition:	45-feet	30-feet

The existing conditions of public infrastructure available to serve the subject property are described in the following table:

<b>Utilities &amp; Parks</b>	
<b>Type</b>	<b>Existing Conditions</b>
<b>Water</b>	Water Service Level: S-1
	A 12-inch water main is located in Schurman Drive S.
	A 12-inch water main is located in Gilbert Street S.
<b>Sanitary Sewer</b>	An 8-inch sanitary sewer main is located at the intersection of Gilbert Street S and Schurman Drive S.
<b>Storm Drainage</b>	An 18-inch storm main is located in Schurman Drive S.
<b>Parks</b>	The proposed development is served by Fairmount Park, a neighborhood park, less than one-half mile north of the subject property.

## **NATURAL RESOURCES**

***SRC 601 – Floodplain:*** The Floodplain Administrator has reviewed the Flood Insurance Study and Flood Insurance Rate Maps and has determined that no floodplain or floodway areas exist on the subject property.

***SRC Chapter 809 – Wetlands:*** According to the Salem-Keizer Local Wetland Inventory (LWI) the subject property does not contain any wetland areas or hydric soils.

***SRC Chapter 810 – Landslide Hazards:*** The City's landslide hazard ordinance (SRC Chapter 810) establishes standards and requirements for the development of land within areas of identified landslide hazard susceptibility.

***Finding:*** According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 (Landslide Hazards), there are mapped 2-point landslide hazard areas on the subject property. The proposed multi-family residential development adds 2 activity points to the proposal, which results in a total of 4 points indicating a low landslide hazard risk; therefore, a geological assessment is not required.

## **CLASS 2 DRIVEWAY APPROACH PERMIT DECISION CRITERIA**

Salem Revised Code (SRC) 804.025(d) provides that an application for a Class 2 Driveway Approach Permit shall be granted if the following criteria are met. The following subsections are organized with approval criteria, followed by findings of fact upon which the decision is based. Lack of compliance with the following criteria is

grounds for denial or for the issuance of conditions of approval to satisfy the criteria.

***SRC 804.025(d)(1): The proposed driveway approach meets the standards of this Chapter and the Public Works Design Standards.***

**Finding:** The applicant proposes one new driveway approach onto Gilbert Street S, this street is classified as a local street according to the Salem Transportation System Plan. The proposed driveway approach meets the standards within SRC 804.030 relating to permitted access onto local streets. In addition, the proposed driveway approach complies with the maximum driveway approach width standard. Per SRC Chapter 804, Table 804-2, a two-way driveway approach serving uses other than single family, two family, three family, or four family requires a minimum width of 22 feet and maximum width of 40 feet. The proposed driveway approach is 24 feet in width, within the minimum and maximum allowance. Staff finds that the proposed driveway meets the standards for SRC Chapter 804 and Public Works Design Standards (PWDS). This criterion is met.

***SRC 804.025(d)(2): No site conditions prevent placing the driveway approach in the required location.***

**Finding:** Development Services has reviewed the proposal and determined that no site conditions existing prohibiting the location of the proposed driveway. This criterion is met.

***SRC 804.025(d)(3): The number of driveway approaches onto an arterial are minimized.***

**Finding:** One driveway approach is proposed to Gilbert Street S which is classified as a local street. The proposed driveway is not accessing onto an arterial street. This criterion is not applicable.

***SRC 804.025(d)(4): The proposed driveway approach, where possible:***

***(A) Is shared with an adjacent property; or***

***(B) Takes access from the lowest classification of street abutting the property***

**Finding:** The applicant proposes one driveway approach to serve an 11-unit cottage cluster development. A shared driveway approach with neighboring property is not proposed. The subject property has frontage on Schurman Drive S, classified as a collector street, and Gilbert Street S, classified as a local street. The proposed driveway is located with access to Gilbert Street S, the lowest classification of street abutting the subject property. Therefore, the proposed driveway approach meets the approval criteria by taking access from the lowest classification of street abutting the property. This criterion is met.

***SRC 804.025(d)(5): The proposed driveway approach meets vision clearance standards.***

**Finding:** The preliminary site plan shows a retaining wall within the required vision clearance area for the Driveway Approach. The site plan does not provide details regarding the height of the retaining wall. SRC 805.010 prohibits obstructions to vision clearance from 30 inches above curb level to 8.5 feet above curb level; it is unclear from the information provided if the retaining wall complies with the 30-inch height restriction. As a condition of approval, prior to building permit issuance the applicant shall submit a site plan demonstrating the driveway approach serving the proposed cottage cluster development complies with applicable Vision Clearance Standards in SRC Chapter 805. With this condition of approval, the driveway approach will comply with the Vision Clearance Standards established in SRC Chapter 805.

**Condition:** Prior to building permit issuance, the applicant shall submit a site plan that demonstrates the proposed driveway approach serving the development is in compliance with applicable vision clearance requirements of SRC Chapter 805.

***SRC 804.025(d)(6): The proposed driveway approach does not create traffic hazards and provides for safe turning movements and access.***

**Finding:** No evidence has been submitted to indicate that the proposed driveway will create traffic hazards or unsafe turning movements. Additionally, Development Services' analysis of the proposed driveway indicates that it will not create a traffic hazard and will provide for safe turning movements for access to the subject property. This criterion is met.

***SRC 804.025(d)(7): The proposed driveway approach does not result in significant adverse impacts to the vicinity.***

**Finding:** Development Services' analysis of the proposed driveway indicates that the location of the proposed driveway will not have any adverse impacts to the adjacent properties or streets. This criterion is met.

***SRC 804.025(d)(8): The proposed driveway approach minimizes impact to the functionality of adjacent streets and intersections.***

**Finding:** The property is located on the corner of a collector street (Schurman Drive S) and a local street (Gilbert Street S). The applicant is proposing a driveway to the lower classification of street. The proposed driveway approach is located along the western property corner and placed as far away from the street intersection as practicable. By complying with the requirements of this chapter the applicant has minimized impacts to the functionality of adjacent streets and intersections. This criterion is met.

***SRC 804.025(d)(9): The proposed driveway approach balances the adverse impacts to residentially zoned property and the functionality of adjacent streets.***

**Finding:** The subject property is residentially zoned, and the proposed development is surrounded by residentially zoned property. The proposed development abuts two streets, Schurman Drive S which is a collector street, and Gilbert Street S which is a local street. Access to the proposed driveway is taken from the lowest classification street abutting the subject property. The driveway balances the adverse impacts to residentially zoned property and will not have an adverse effect on the functionality of the adjacent streets. This criterion is met.

**RESPONSE TO COMMENTS**

1. **On-Street Parking:** Comments received indicate a concern that the driveway approach permit fails to demonstrate a need to eliminate on-street parking spots on Gilbert Street S that are in high demand.

**Staff Response:** Gilbert Street S has an improvement width of approximately 30 feet and allows for on-street parking on the eastern side of the street; however, on-street parking is not permitted along the west side of the street. Additionally, on the east side of the street along the frontage of the subject property there is approximately 50 feet of yellow curb (No Parking) approaching the stop sign at the intersection with Schurman.

The approval criteria for a Class 2 Driveway Approach Permit in SRC Chapter 804 does not require an analysis of impacts to on-street parking availability; therefore, the applicant is not required to address impacts to on-street parking when requesting a driveway approach.

There is no minimum standard for on-street parking along residential/local streets. The Parking Management Element of the Salem Transportation System Plan, *Policy 1.1 Priority of On-Street Parking Facilities*, provides that on-street parking is second in priority to the needs of the travel modes (i.e., vehicle, transit, bicycle, pedestrian) using the street right-of-way. The new driveway will remove the equivalent of one on-street parking space but is necessary to provide access to eleven parking spaces in the proposed off-street parking area. Alternatively, if the cottage cluster development was not served by a driveway or off-street parking area, all resident parking would occur on-street.

2. **Driveway Location:** Comments received indicate a concern that the driveway is too close to the intersection of Gilbert and Schurman and would cause excess traffic and congestion.

**Staff Response:** SRC Chapter 804 provides development standards for driveway approaches, including minimum spacing standards between driveway approaches and intersections, or to other driveways. For driveways accessing local streets, SRC 804.030(c) does not provide a minimum spacing standard between driveway approaches and intersections or other driveways. However, to minimize vehicle conflicts, in general, driveways are encouraged to provide access from the lowest street classification abutting the property where fewer vehicle trips and lower vehicle speeds are expected. In this case, the proposed driveway takes access from Gilbert Street S, classified as a local street, which has a lower classification than Schurman Drive S, which is classified as a collector street. The driveway approach is also positioned as far away as possible from the intersection of Gilbert and Schurman, while still providing legal access to the property. The Assistant City Traffic Engineer has reviewed the proposed development plans and has indicated no safety concerns with the driveway location.

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