



Pre-Application Report

Community Development Department
Planning Division

555 Liberty Street SE/Room 305

Phone: 503-588-6173

www.cityofsalem.net/planning

Case Number / AMANDA No.

PRE-AP24-05 / 24-101539-PA

Conference Date

January 29, 2024

Applicant/Representative

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Case Manager

Aaron Panko

Mandatory Pre-Application Conference: ☒ Yes ☐ No

Project Description & Property Information

Project Description	To discuss the seismic retrofit of the Center Street Bridge located along OR-22, within the Willamette Greenway Overlay Zone and the Floodplain Overlay Zone
Property Address	Center Street Bridge, Wallace Marine Park, Riverfront Park
Assessor's Map and Tax Lot Number	
Existing Use	Center Street Bridge
Neighborhood Association	West Salem Neighborhood Association (WSNA) and Central Area Neighborhood Development Organization (CANDO)
Adjacent Neighborhood Association	NA
Comprehensive Plan Map Designation	Parks and Open Space
Zoning	PA (Public Amusement)
Overlay Zone	Willamette Greenway Overlay Zone and Floodplain Development Overlay Zone
Urban Service Area	The subject property is located within the Urban Service Area
Urban Renewal Area	Riverfront Downtown and West Salem
Past Land Use Actions	NA

Attendees:

Andrew Walker, Oregon Department of Transportation – andrew.walker@odot.state.or.us
 Brandon Williams, Oregon Department of Transportation – brandon.williams@odot.state.or.us
 Sarah Eastman, Oregon Department of Transportation – sarah.eastman@odot.state.or.us
 Sean Mansfield, Salem Fire Department – smansfield@cityofsalem.net
 Al Rossi, Building and Safety Division – arossi@cityofsalem.net
 Matthew O'Donnell, Building and Safety Division – modonnell@cityofsalem.net
 Randy Thomas, Building and Safety Division – rthomas@cityofsalem.net
 Kevin Hottmann, Public Works Department – khottmann@cityofsalem.net
 Ben Hanley, Public Works Department – bhanley@cityofsalem.net
 Robin Dalke, Development Services Division – rdalke@cityofsalem.net
 Laurel Christian, Development Services Division – lchristian@cityofsalem.net
 Kimberli Fitzgerald, Planning Division – kfitzgerald@cityofsalem.net
 Aaron Panko, Planning Division – apanko@cityofsalem.net

Planning Division Comments

Proposal

A pre-application conference to discuss the seismic retrofit of the Center Street Bridge located along OR-22, within the Willamette Greenway Overlay Zone and the Floodplain Overlay Zone.

Prior Land Use Actions for Property

No previous land use actions.

Required Land Use Applications

The land use applications checked in the table below have been preliminarily identified as being required for development of the subject property based upon the information provided by the applicant at the time of the pre-application conference. Additional land use applications may be required depending on the specific proposal at the time of future development.

Required Land Use Applications					
Zoning		Site Plan Review			
<input type="checkbox"/>	Conditional Use (SRC 240.005)	<input type="checkbox"/>	Class 1 Site Plan Review (SRC 220.005)		
<input type="checkbox"/>	Comprehensive Plan Change (SRC 64.020)	<input type="checkbox"/>	Class 2 Site Plan Review (SRC 220.005)		
<input type="checkbox"/>	Zone Change (SRC 265.000)	<input type="checkbox"/>	Class 3 Site Plan Review (SRC 220.005)		
<input type="checkbox"/>	Temporary use Permit – Class 1 (SRC 701.010)	Design Review			
<input type="checkbox"/>	Temporary Use Permit – Class 2 (SRC 701.010)	<input type="checkbox"/>	Class 1 Design Review (SRC 225.005)		
<input type="checkbox"/>	Non-Conforming Use Extension, Alteration, Expansion, or Substitution (SRC 270.000)	<input type="checkbox"/>	Class 2 Design Review (SRC 225.005)		
<input type="checkbox"/>	Manufactured Dwelling Park Permit (SRC 235.010)	<input type="checkbox"/>	Class 3 Design Review (SRC 225.005)		
Land Divisions		Historic Design Review (SRC 230.020)			
<input type="checkbox"/>	Property Line Adjustment (SRC 205.055)	<input type="checkbox"/>	Major Commercial	<input type="checkbox"/>	Minor Commercial

<input type="checkbox"/>		<input type="checkbox"/>	Major Public	<input type="checkbox"/>	Minor Public
<input type="checkbox"/>	Replat (SRC 205.025)	<input type="checkbox"/>	Major Residential	<input type="checkbox"/>	Minor Residential
<input type="checkbox"/>	Partition (SRC 205.005)	Wireless Communication Facilities			
<input type="checkbox"/>	Subdivision (SRC 205.010)	<input type="checkbox"/>	Class 1 Permit (SRC 703.020)		
<input type="checkbox"/>	Phased Subdivision (SRC 205.015)	<input type="checkbox"/>	Class 2 Permit (SRC 703.020)		
<input type="checkbox"/>	Planned Unit Development Tentative Plan (SRC 210.025)	<input type="checkbox"/>	Class 3 Permit (SRC 703.020)		
<input type="checkbox"/>	Manufactured Dwelling Park Subdivision (SRC 205.020)	<input type="checkbox"/>	Temporary (SRC 703.100)		
<input type="checkbox"/>	Validation of Unit of Land (SRC 205.060)	<input type="checkbox"/>	Adjustment (SRC 703.090)		
Relief		Other			
<input type="checkbox"/>	Adjustment – Class 1 (SRC 250.005)	<input type="checkbox"/>	Annexation – Without Comprehensive Plan Change and/or Zone Change (SRC 260.010)		
<input type="checkbox"/>	Adjustment – Class 2 (SRC 250.005)	<input type="checkbox"/>	Annexation – With Comprehensive Plan Change and/or Zone Change (SRC 260.010)		
<input type="checkbox"/>	Variance (SRC 245.005)	<input type="checkbox"/>	Sign Adjustment (SRC 900.035)		
Natural Resources		<input type="checkbox"/>	Sign Conditional Use (SRC 900.045)		
<input type="checkbox"/>	Tree Conservation Plan (SRC 808.035)	<input type="checkbox"/>	Sign Variance (SRC 900.040)		
<input type="checkbox"/>	Tree Conservation Plan Adjustment (SRC 808.040)	<input type="checkbox"/>	SWMU Zone Development Phasing Plan (SRC 531.015)		
<input checked="" type="checkbox"/>	Tree Removal Permit (SRC 808.030)	<input type="checkbox"/>	Urban Growth Preliminary Declaration (SRC 200.020)		
<input checked="" type="checkbox"/>	Tree Variance (SRC 808.045)	<input checked="" type="checkbox"/>	Historic Clearance Review- High Probability Archaeological Zone (SRC 230.020)		
<input checked="" type="checkbox"/>	Willamette Greenway Permit – Class 1 (SRC 600.015)	<input type="checkbox"/>	Class 2 Driveway Approach Permit (SRC 804.025)		
<input checked="" type="checkbox"/>	Willamette Greenway Permit – Class 2 (SRC 600.015)	<input type="checkbox"/>			
Staff Comments					
<ul style="list-style-type: none"> • Willamette Greenway Development Permit. Development near the Willamette River is regulated to protect the river corridor and encourage compatible uses. The permit process ensures that all proposed changes to a site are consistent with the Greenway Plan and other City standards and regulations. More information on development within the Willamette River Greenway can be found here. <p>There are two types of Willamette Greenway development permits:</p> <ul style="list-style-type: none"> • Class 1 Willamette Greenway development permit: The Class 1 permit is required for any development or change of use within the Willamette Greenway (the boundary of which is the same as the Willamette Greenway Overlay Zone), but outside the Compatibility Review Boundary. The Compatibility Review Boundary is the area within the Willamette Greenway Overlay Zone that is also within 150 feet of the ordinary low water line of the Willamette River. • Class 2 Willamette Greenway development permit: The Class 2 permit is required for any development or change of use within the Compatibility Review Boundary. <ul style="list-style-type: none"> • Chapter 808 Tree Removal Permit. Trees and native vegetation located within a riparian corridor are protected under SRC 808.020. Riparian areas are those natural areas that occur along waterways. Generally, the land that is 50 feet on each side of a waterway, such as a creek, is a riparian corridor. However, along the Willamette River, the riparian corridor is measured as 75 feet horizontally from the top of bank on each side of the river. Trees and native vegetation within the riparian corridor are protected and require approval prior to removal. 					

- Per SRC 808.030(a)(2)(C), a tree removal permit is not required for removal of a City tree, as defined under SRC 86.010, that is subject to the requirements of SRC Chapter 86. Several trees are proposed for removal within Wallace Marine Park, Riverfront Park, and the right-of-way for Water Street NE.
- There may be trees proposed for removal that are within ODOT right-of-way which are not City owned trees. If these trees are located within the riparian corridor of the Willamette River, a tree removal permit is required for their removal. If none of the criteria for tree removal in SRC 808.030(d) are applicable, a variance per SRC 808.045 may be required.
- **Archeological Review.** In addition to the land use applications identified above, the subject property appears to be within the Historic and Cultural Resources Protection Zone, if the project results in group disturbance, archeological review for the project may be required.

In order to determine what archeological requirements, if any, may be applicable to development of the property it is strongly recommended you contact **Kimberli Fitzgerald**, the City's Historic Preservation Officer. Kimberli can be reached at 503-540-2397 or KFitzgerald@cityofsalem.net.

Online Application Submittal Packets

The City has electronic application submittal guides for the applications identified above. The webpages include a summary of the review procedure, submittal requirements, and approval criteria. The submittal guides can be found on the City's [Land Use Applications](#) page.

Land Use Application Fees

The applicable land use application fees for these applications can be found in the City's [Fee Schedule](#). Land use application fees and descriptions start on **page 21** of the document.

Consolidated Land Use Application Procedures

When multiple land use applications are required or proposed for a development, the City's land use procedures ordinance (SRC Chapter 300) provides alternatives methods for how such applications may be processed.

The applications may be processed individually in sequence, concurrently, or consolidated into a single application. Where multiple applications proposed to be consolidated include an application subject to review by the Historic Landmarks Commission, the application subject to Historic Landmarks Commission review may be processed individually in sequence or concurrently.

Multiple land use applications consolidated into a single application shall be accompanied by the information and supporting documentation required for each individual land use action. Review of the application shall be according to the highest numbered procedure type and the highest Review Authority required for any of the land use applications proposed to be consolidated.

Multiple applications processed concurrently require the filing of separate applications for each land use action. Each application shall be reviewed separately according to the applicable procedure type and Review Authority and processed simultaneously.

Zoning

The zoning of the subject property has been identified in the table below. For specific requirements of the applicable zone(s), click on the zone(s) in the table.

Base Zones			
<input type="checkbox"/>	EFU – Exclusive Farm Use (SRC 500.000)	<input type="checkbox"/>	MU-II – Mixed Use II (SRC 534.000)
<input type="checkbox"/>	RA – Residential Agriculture (SRC 510.000)	<input type="checkbox"/>	MU-III – Mixed Use III (SRC 535.000)

<input type="checkbox"/>	RS – Single Family Residential (SRC 511.000)	<input type="checkbox"/>	MU-R – Mixed Use Riverfront (RSC 536.000)
<input type="checkbox"/>	RD – Duplex Residential (SRC 512.000)	<input type="checkbox"/>	ESMU – Edgewater/Second Street Mixed-Use Corridor (SRC 537.000)
<input type="checkbox"/>	RM-1 – Multiple Family Residential (SRC 513.000)	<input checked="" type="checkbox"/>	PA – Public Amusement (SRC 540.000)
<input type="checkbox"/>	RM-2 – Multiple Family Residential (SRC 514.000)	<input type="checkbox"/>	PC – Public and Private Cemeteries (SRC 541.000)
<input type="checkbox"/>	RM-3 – Multiple Family Residential (SRC 515.000)	<input type="checkbox"/>	PE – Public and Private Education (SRC 542.000)
<input type="checkbox"/>	CO – Commercial Office (SRC 521.000)	<input type="checkbox"/>	PH – Public and Private Health Services (SRC 543.000)
<input type="checkbox"/>	CR – Retail Commercial (SRC 522.000)	<input type="checkbox"/>	PS – Public Service (SRC 544.000)
<input type="checkbox"/>	CG – General Commercial (SRC 523.000)	<input type="checkbox"/>	PM – Capitol Mall (SRC 545.000)
<input type="checkbox"/>	CB – Central Business District (SRC 524.000)	<input type="checkbox"/>	EC – Employment Center (SRC 550.000)
<input type="checkbox"/>	WSCB – West Salem Central Business District (SRC 525.000)	<input type="checkbox"/>	IC – Industrial Commercial (SRC 551.000)
<input type="checkbox"/>	FMU – Fairview Mixed-Use (SRC 530.000)	<input type="checkbox"/>	IBC – Industrial Business Campus (SRC 552.000)
<input type="checkbox"/>	SWMU – South Waterfront Mixed-Use (SRC 531.000)	<input type="checkbox"/>	IP – Industrial Park (SRC 553.000)
<input type="checkbox"/>	MU-I – Mixed Use I (SRC 533.000)	<input type="checkbox"/>	IG – General Industrial (SRC 554.000)
Overlay Zones			
<input checked="" type="checkbox"/>	Willamette Greenway (SRC 600.000)	<input type="checkbox"/>	Chemawa-I-5 Northeast Quadrant Gateway (SRC 618.000)
<input checked="" type="checkbox"/>	Floodplain (SRC 601.000)	<input type="checkbox"/>	Superior-Rural (SRC 621.000)
<input type="checkbox"/>	Airport (SRC 602.000)	<input type="checkbox"/>	Saginaw Street (SRC 625.000)
<input type="checkbox"/>	Portland Fairgrounds Road (SRC 603.000)	<input type="checkbox"/>	McNary Field (SRC 629.000)
Staff Comments			
<ul style="list-style-type: none"> The subject property is located within the PA (Public Amusement) zone and the Willamette Greenway Overlay Zone. Willamette Greenway Definitions SRC Chapter 600. <ul style="list-style-type: none"> Change of use means making a different use of the land or water than that which existed on December 6, 1975. Change of use includes changes which require construction or alteration to land or water outside of existing buildings, structures, or open storage areas and which substantially alters or affects land or water. <ul style="list-style-type: none"> Does not include modification of existing structures (bridge). May include tree removal. Development means to conduct mining, landfill, or excavation; to make a physical change in the use or appearance of land; to divide land into lots or parcels; to construct improvements requiring a building permit if such improvements are not part of existing structures; to clear land if such clearance requires a permit under SRC Chapter 808; or to create or terminate a right of access. <ul style="list-style-type: none"> Applies to tree removal, not modification of existing structure (bridge). Intensification means any addition which increases or expands the area or level of activity of an existing use or activity; or any remodeling of the exterior of a structure which will substantially alter the appearance of the structure. <ul style="list-style-type: none"> Does not include maintenance/repair of existing structure (bridge). Doesn't seem to apply to tree removal either. Seismic updates to the bridge are exempt from Willamette Greenway Development permit, however, tree removal clearing of staging/construction areas are subject to the requirements of Chapter 600. 			

- On west side, not clear how many trees are proposed for removal, several trees identified as “May be Removed”. Approximately 56 trees identified as “May be Removed”. All trees are within the Willamette Greenway Overlay Zone, some are located within the Compatibility Review Boundary. Page 41, Sheet FA02
- On east side, not clear how many trees are proposed for removal, several trees identified as “May be Removed”. Three trees are identified for removal, and approximately 24 trees identified as “May be Removed”. Not all trees are within the Willamette Greenway Overlay Zone. Page 43, Sheet FA04.

Class 2 Willamette Greenway Permit likely required for tree removal activity within the Willamette Greenway Compatibility Review Boundary.

Submittal Requirements:

- An updated site plan/survey shall be required showing the following items:
 - The ordinary low water line;
 - The ordinary high-water line;
 - The riparian boundary per SRC 808. Measured 75 feet horizontally from the top of bank/ordinary high-water line;
 - The Willamette Greenway Overlay Zone Boundary;
 - The Compatibility Review Boundary, measured horizontally 150 feet from the ordinary low water line;
 - The location of all trees and vegetation required to be protected pursuant to SRC Chapter 808;
 - The location of the riparian buffer required under SRC 600.025(c)(2).

Mitigation Plan:

City staff recommend that the applicant contact City Parks staff (Rob Romanek, rromanek@cityofsalem.net) as soon as possible to discuss mitigation requirements for removal of City trees.

(B) *Riparian buffer enhancement.* Enhancement in the riparian buffer may be provided as a mitigation measure. Enhancement shall comply with the following standards:

- Enhancement shall be provided at a ratio of 0.25:1, where 0.25 represents enhancement area and 1 represents development area.
- Enhancement shall comply with the Willamette Greenway Riparian Buffer Enhancement Guide.
- All plants shall be selected from the City of Salem Native Plant List and shall be of a species designated appropriate for each riparian section.
- Where enhancement includes removal of impervious surfaces or previous fill, exposed soils shall be replanted with a mixture of ground cover, shrubs, and trees.
- All plantings shall occur within one year of the permit date unless another date is approved in the greenway development permit.

Development Standards

The proposed development will be primarily subject to the provisions of the chapters identified in the table below. For specific requirements, click on chapters in the table.

Development Standards			
<input type="checkbox"/>	Special Use Provisions (SRC 700.000)	<input checked="" type="checkbox"/>	Off-Street Parking, Loading and Driveways (SRC 806.000)
<input checked="" type="checkbox"/>	General Development Standards (SRC 800.000)	<input checked="" type="checkbox"/>	Landscaping and Screening (SRC 807.000)
<input checked="" type="checkbox"/>	Public Improvements (SRC 802.000)	<input checked="" type="checkbox"/>	Preservation of Trees and Vegetation (SRC 808.000)

<input checked="" type="checkbox"/>	Streets and Right-Of-Way Improvements (SRC 803.000)	<input checked="" type="checkbox"/>	Wetlands (SRC 809.000)
<input checked="" type="checkbox"/>	Driveway Approaches (SRC 804.000)	<input checked="" type="checkbox"/>	Landslide Hazards (SRC 810.000)
<input checked="" type="checkbox"/>	Vision Clearance (SRC 805.000)	<input type="checkbox"/>	
Staff Comments			
<ul style="list-style-type: none"> Per SRC 808.030(a)(2)(C), a tree removal permit is not required for removal of a City tree, as defined under SRC 86.010, that is subject to the requirements of SRC Chapter 86. Several trees are proposed for removal within Wallace Marine Park, Riverfront Park, and the right-of-way for Water Street NE. There may be trees proposed for removal that are within ODOT right-of-way which are not City owned trees. If these trees are located within the riparian corridor of the Willamette River, a tree removal permit is required for their removal. If none of the criteria for tree removal in SRC 808.030(d) are applicable, a variance per SRC 808.045 may be required. 			

Natural Resources

Trees: There are trees present on the subject property. The City's tree preservation ordinance (SRC Chapter 808) protects Heritage Trees, Significant Trees (*including Oregon White Oaks with diameter-at-breast-height of 20 inches or greater and any other tree greater than 30 inches in dbh except Tree of heaven (Ailanthus altissima), Empress tree (Paulownia tomentosa), Black cottonwood (Populus trichocarpa), and Black locust (Robinia pseudoacacia)*), trees and native vegetation in riparian corridors, and trees on lots and parcels greater than 20,000 square feet. The tree preservation ordinance defines "tree" as, "any living woody plant that grows to 15 feet or more in height, typically with one main stem called a trunk, which is 10 inches or more dbh, and possesses an upright arrangement of branches and leaves."

Riparian corridor means the area adjacent to a waterway, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem. The riparian corridor boundary is measured:

- 50 feet horizontally from the top of bank on each side of a waterway with less than 1,000 cubic feet per second average annual stream flow; and
- 75 feet horizontally from the top of bank on each side of a waterway with 1,000 or more cubic feet per second average annual stream flow (Willamette River).

Wetlands: According to the Salem-Keizer Local Wetland Inventory (LWI) there are areas of mapped wetlands present on the subject property. The applicant is advised that the City will provide notification of any development applications to the Department of State Lands who may require additional wetland studies of the subject property.

Landslide Hazard Susceptibility: According to the City's adopted landslide hazard susceptibility maps the subject property contains areas of mapped landslide hazards equal to 2 points. Tree removal, as an independent activity, on regulated slopes greater than 60%, is assigned 3 activity points. A total of 5 points indicates a moderate landslide risk, a geological assessment may be required if the area of impact is on slopes greater than 60%.

Neighborhood Association Contact and Open House

Applicants are required to contact the applicable neighborhood association for certain types of land use applications prior to application submittal. For a limited number of application types, an open house or presentation at a neighborhood association meeting is required. This allows the neighborhood association to be involved early in the process and helps to identify any potential issues that might arise.

The table below indicates if the proposed development must meet either the neighborhood association contact requirement or open house/neighborhood association meeting requirement prior to application submittal.

Pre-Submittal Requirement	
<input checked="" type="checkbox"/> Neighborhood Association Contact (SRC 300.310)	<input type="checkbox"/> Open House (SRC 300.320)
Staff Comments	
<ul style="list-style-type: none"> Neighborhood association contact is required prior to submittal of a Class 1 or Class 2 Willamette Greenway Permit. 	

Neighborhood Association Contact

When a land use application requires neighborhood association contact, the applicant must contact the City-recognized neighborhood association(s) whose boundaries include, and are adjacent to, the subject property via e-mail or letter.

The e-mail or letter must be sent to **both** the Neighborhood Association Chair(s) and Land Use Chair(s) of the applicable neighborhood association and contain the following information:

- 1) The name, telephone number, and e-mail address of the applicant;
- 2) The address of the subject property;
- 3) A summary of the proposal;
- 4) A conceptual site plan, if applicable, that includes the proposed development; and
- 5) The date on which the e-mail or letter is being sent.

Note: Land use applications requiring neighborhood association contact will not be accepted unless they are 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.

Open House

When a land use application requires an open house, the applicant must arrange and attend one open house to share the development proposal with the neighborhood and surrounding property owners and residents prior to application submittal.

The open house must be within the boundaries of the City-recognized neighborhood association in which the subject property is located or within two miles of the subject property. The applicant must provide written notice of the open house to the applicable neighborhood association(s) and the Planning Administrator and must post notice of the open house on the subject property. **Note: Applicants can choose to present their proposals at a neighborhood association meeting in-lieu of arranging and attending an open house.**

Neighborhood Association Information

For your convenience, neighborhood association(s) contact information is included below. Please note that the identified neighborhood association chair(s), and their corresponding contact information, is current as of the date of the pre-application conference, but this information is subject to change if the chair(s) or their contact information has changed subsequent to the date of the pre-application conference.

Up-to-date contact information for neighborhood representatives may also be obtained by visiting the [Neighborhood Association page](#) on the City's website or by contacting the City's Neighborhood Program Coordinator at 503-540-2303.

Applicable Neighborhood Association(s):	Meeting Date, Time, & Location	Neighborhood Association Chair(s)
West Salem Neighborhood Association (WSNA)	1 st Thursday each month @ 6:30 PM <i>See calendar for specific dates and meeting locations</i>	Mike Freitas (<i>Chair</i>) Michaelfreitas9459@att.net Steve Anderson (<i>Land Use Chair</i>) andersonriskanalysis@comcast.net West Salem NA westsalemna@gmail.com
Central Area Neighborhood Development Organization (CANDO)	3 rd Tuesday each month @ 6:00 PM <i>See calendar for specific dates and meeting locations</i>	Michael Livingston (<i>Chair</i>) michaellivingston1@comcast.net Bryant Baird (<i>Land Use Chair</i>) mbbaird@hotmail.com

Salem Revised Code Available Online

The entire [Salem Revised Code](#) can be accessed online through the link.