

TO: Bryce Bishop, Planner III
Community Planning and Development Department

FROM: Laurel Christian, Infrastructure Planner III
Community Planning and Development Department

DATE: June 10, 2025

SUBJECT: **Infrastructure Memo**
SPR-ADJ25-11 (24-120825-PLN)
2110 Strong Road SE
Convience Store and Retail Building

PROPOSAL

A Class 3 Site Plan Review application for a proposed new 8,000 square-foot retail building, including a convenience store and second retail tenant lease space, and associated off-street parking and site improvements; together with a Class 2 Adjustment to the development standards of the Fairview Refinement Plan II. The subject property is approximately 1.08 acres in size, zoned FMU (Fairview Mixed-Use) within the Fairview Refinement Plan II refinement plan, and located at 2110 Strong Road SE (Marion County Assessor Map and Tax Lot Number: 083W11AB03200).

RECOMMENDED CONDITIONS OF APPROVAL

1. Design and construct a storm drainage system at the time of development in compliance with *Salem Revised Code* (SRC) Chapter 71 and *Public Works Design Standards* (PWDS).
2. Prior to issuance of a Certificate of Occupancy, widen the existing 5-foot sidewalk to an overall 10-foot-wide multi-use path along the development frontage of Strong Road SE and Lindburg Road SE in conformance with the Public Works Design Standards. Where there are existing utility vaults that conflict with the multi-use path, the sidewalk may meander around the vault, as shown on the applicant's site plan.
3. Prior to issuance of a Certificate of Occupancy, construct a 5-foot-wide sidewalk separated from Village Center Loop SE by a 7-foot landscape strip, as shown on the applicant's preliminary site plan and in conformance with the Public Works Design Standards.
4. Prior to issuance of a Certificate of Occupancy, provide Private Street Trees in the 7-

foot landscape planter along the development side of the street along Village Center Loop SE to the maximum extent feasible and in accordance with the Public Works Design Standards.

SITE PLAN REVIEW DECISION CRITERIA

The following Code references indicate the criteria that must be found to exist before an affirmative decision may be made. The applicable criteria and the corresponding findings are as follows:

SRC 220.005(f)(3)(A) The application meets all applicable standards of the UDC (*Unified Development Code*):

Finding—As proposed and conditioned in the findings within the memo, the development meets all the applicable standards in the UDC as follows:

City Utility Infrastructure Standards

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

Utilities & Parks	
Type	Existing Conditions
Water	Water Service Level: S-1
	A 10-inch water main is located in Strong Road SE.
	A 12-inch water main is located in Lindburg Road SE.
Sanitary Sewer	An 8-inch sanitary sewer main is located in Strong Road SE.
Storm Drainage	An 18-inch storm main is located in Strong Road SE.
	A 12-inch storm main is located in Lindburg Road SE.
Parks	The proposed development is served by Fairview Park located across the street from the subject development.

SRC Chapter 200 - Urban Growth Management:

SRC Chapter 200 (Urban Growth Management) requires issuance of an Urban Growth Preliminary Declaration (UGA) prior to development of property located outside the City's Urban Service Area.

Finding: The subject property is located outside of the Urban Service Area. Because the proposed development does not precede construction of required facilities, an UGA permit is not required.

SRC Chapter 71 – Stormwater:

The proposed development is subject to SRC Chapter 71 and the revised Public Works Design Standards (PWDS) as adopted in Administrative Rule 109, Division 004.

Finding: The proposed development is required to treat and detain stormwater through the use of green stormwater infrastructure (GSI) according to SRC Chapter 71 and the Public Works Design Standards. The applicant's engineer submitted a preliminary stormwater management report, as required by the Stormwater PWDS Appendix 004. The preliminary stormwater report identifies the use of GSI; however, has errors in the report and the proposed facilities do not meet the Public Works Design Standards. Modifications to the applicant's site plan may be required to ensure that adequate area for GSI is provided. At time of Building Permit Review, the applicant's engineer shall provide a final stormwater management report that demonstrates compliance with the PWDS.

Condition: Design and construct a storm drainage system at the time of development in compliance with *Salem Revised Code* (SRC) Chapter 71 and *Public Works Design Standards* (PWDS).

SRC 802 – Public Improvements:

▪ Development to be served by City utilities:

SRC 802.015 requires development to be served by City utilities designed and constructed according to all applicable provisions of the Salem Revised Code and Public Works Design Standards (PWDS).

Finding: Public water, sanitary sewer, and stormwater infrastructure is available along the perimeter of the site and appears to be adequate to serve the property as shown on the applicant's preliminary utility plan. The applicant shall design and construct all utilities (sewer, water, and storm drainage) according to the PWDS and to the satisfaction of the Public Works Director. The applicant is advised that a sewer monitoring manhole may be required, and the trash area shall be designed in compliance with Public Works Standards.

City Street and Right-of-way Standards

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

Streets			
Street Name		Right-of-way Width	Improvement Width
Strong Road SE	Standard:	60-feet	28-to-36-feet

(Collector)	Existing Condition:	60-feet	38-feet
Lindburg Road SE (Collector)	Standard:	60-feet	28-to-36-feet
	Existing Condition:	60-feet	38-feet
Village Center Loop SE (Private)	Standard:	N/A Easement	Varies
	Existing Condition:	N/A Easement	Varies

SRC 803 – Street and Right-of-way Improvements

▪ *Boundary Street Improvements*

Pursuant to SRC 803.025, except as otherwise provided in this chapter, right-of-way width and pavement width for streets and alleys shall conform to the standards set forth in Table 803-1 (Right-of-way Width) and Table 803-2 (Pavement Width). In addition, SRC 803.040 requires dedication of right-of-way for, and construction or improvement of, boundary streets up to one-half of the right-of-way and improvement width specified in SRC 803.025 as a condition of approval for certain development.

Finding: Along the northern property boundary, the subject property abuts Strong Road SE, classified as a Collector street according to the Salem Transportation System Plan (TSP). Along the eastern property boundary, the subject property abuts Lindburg Road SE, classified as a Collector street according to the Salem Transpiration System Plan. Along the southern and western property boundaries, the subject property abuts Village Center Loop SE, which is a private local street that extends around the subject property. The streets abutting the development site meet the minimum right-of-way width and pavement width standards established in SRC 803.025 and the refinement plan for their respective street classifications; therefore, additional boundary street improvements are not required.

▪ *Sidewalks*

SRC 803.035(l) requires that all streets be improved with sidewalks to allow for pedestrian access within the street network.

Finding: According to the Fairview Refinement Plan II and the Legacy Heights Subdivision Decision (SUB-FRPA20-03, Strong Road SE and Lindburg Road SE are required to have a 10-foot multi-use path along the frontage of the subject property. The existing sidewalk along the frontage of the property is 5-feet in width. The applicant shall be required to extend the sidewalk to establish a 10-foot multi-use path along the development frontage except where there are existing utility vaults which conflict with the multi-use path. Additionally, according to the Legacy Heights Subdivision Decision (SUB-FRPA20-03), a 5-foot-wide sidewalk is required along the development side of Village Center Loop SE, which is a private street. In order to ensure compliance with SRC 803.035(l) and the Fairview Refinement Plan II, the following conditions apply:

Condition: Prior to issuance of a Certificate of Occupancy, widen the existing 5-foot sidewalk to an overall 10-foot-wide multi-use path along the development frontage of Strong Road SE and Lindburg Road SE in conformance with the Public Works Design Standards. Where there are existing utility vaults that conflict with the multi-use path, the sidewalk may meander around the vault, as shown on the applicant's site plan.

Condition: Prior to issuance of a Certificate of Occupancy, construct a 5-foot-wide sidewalk separated from Village Center Loop SE by a 7-foot landscape strip, as shown on the applicant's preliminary site plan and in conformance with the Public Works Design Standards.

▪ ***Street Trees***

Pursuant to SRC 803.035(k) and SRC 86.015(e), anyone undertaking development along streets shall plant new street trees to the maximum extent feasible.

Finding: Along Strong Road SE and Lindburg Road SE, there are existing street trees in the landscape planters. The subject property abuts Village Center Loop SE, which is considered a Private street according to the Refinement Plan. Pursuant to SRC 803.020(b)(2), private street shall be required to meet public street standards established in SRC Chapter 803 and the Public Works Design Standards, including the provision of street tree plantings. Additionally, the Fairview Refinement Plan II requires street trees along public and private streets. As shown on the applicants Site Plan, there is a 7-foot landscape planter that runs along the development side of Village Center Loop SE, which is adequate space for the planting of street trees. Private street trees shall be provided along Village Center Loop SE as a condition of approval.

Condition: Prior to issuance of a Certificate of Occupancy, provide Private Street Trees in the 7-foot landscape planter along the development side of the street along Village Center Loop SE to the maximum extent feasible and in accordance with the Public Works Design Standards.

▪ ***Traffic Impact Analysis***

Pursuant to SRC 803.015(b)(1) a Traffic Impact Analysis (TIA) is required for any development that will generate 200 or more Average Daily Trips (ADTs) onto a local street, or 1,000 ADTs onto a collector or arterial roadway.

Finding: As required by SRC 803.035(b)(1), a Traffic Impact Analysis (TIA) was submitted with the application package. The TIA was prepared by Kittelson & Associates and dated December 20, 2024. The TIA provides supplemental findings to the original 2004 Fairview Training Center Redevelopment Master Plan TIA and documents the changes to uses and their trip generations established in the original TIA. As described in the TIA, the changes proposed are expected to result in an

increase in new daily trips, but do not result in new transportation impacts identified in the Area Facilities Plan. The TIA concludes that no transportation improvements identified in the Area Facilities plan are required as a condition of development. The Assistant City Traffic Engineer reviewed the TIA and agrees with its findings.

SRC Chapter 804 – Driveway Approaches:

SRC 804 establishes development standards for driveway approaches providing access from the public right-of-way to private property in order to provide safe and efficient vehicular access to development sites.

Finding: The development site will be served by two driveway approaches onto Village Center Loop SE, which is a private local street. Driveway Approach Permits are not required for access onto the private local street.

Natural Resources

SRC 601 – Floodplain: Development in the floodplain shall be regulated to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property.

Finding: 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 805 – Vision Clearance:

SRC Chapter 805 establishes vision clearance standards in order to ensure visibility for vehicular, bicycle, and pedestrian traffic at the intersections of streets, alleys, flag lot accessways, and driveways.

Finding: The proposal does not cause a vision clearance obstruction per SRC Chapter 805. The proposed structure meets the vision clearance standards established in SRC Chapter 80

SRC Chapter 809 – Wetlands: Grading and construction activities within wetlands are regulated by the Oregon Department of State Lands (DSL) and US Army Corps of Engineers. State and Federal wetlands laws are also administered by the DSL and Army Corps, and potential impacts to jurisdictional wetlands are addressed through application and enforcement of appropriate mitigation measures. SRC Chapter 809 establishes requirements for notification of DSL when an application for development is received in an area designated as a wetland on the official wetlands map.

Finding: According to the Salem-Keizer Local Wetland Inventory (LWI) and the Fairview Refinement Plan II 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 activity of a commercial building adds 3 activity points to the proposal, which results in a total of 5 points. Therefore, the proposed development is classified as a moderate landslide risk and requires a geological assessment. A Geotechnical Engineering Services Report, prepared by Central Geotechnical Services and dated May 17, 2024, was submitted to the City of Salem. This assessment demonstrates the subject property could be developed without increasing the potential for slope hazard on the site or adjacent properties by utilizing the recommendations listed in the report.

Criteria: SRC 220.005(f)(3)(B) The transportation system provides for the safe, orderly, and efficient circulation of traffic into and out of the proposed development, and negative impacts to the transportation system are mitigated adequately

Finding: Access to the proposed development will be provided by the network of existing public and private streets that surround the property. The street system in and adjacent to the development will provide for the safe, orderly, and efficient circulation of traffic to and from the development. This criterion is met.

Criteria: SRC 220.005(f)(3)(C) Parking areas and driveways are designed to facilitate safe and efficient movement of vehicles, bicycles, and pedestrians

Finding: The development site is served by two driveway approaches onto Village Center Loop SE, which is a private local street. The proposed driveway is designed to facilitate safe and efficient movement of vehicles.

Criteria: SRC 220.005(f)(3)(D) The proposed development will be adequately served with City water, sewer, storm drainage, and other utilities appropriate to the nature of the development

Finding— The Development Services division reviewed the proposal and determined that water, sewer, and storm infrastructure are available and appear to be adequate to serve the lots within the proposed development, subject to the conditions of approval established in this decision. This approval criterion is met.

Response to Comments

- 1. Traffic Impacts:** Comments received express concerns for the additional traffic that will be generated by the development site and if the Traffic Impact Analysis adequately addresses the impacts.

Staff Response: As required by SRC 803.035(b)(1), a Traffic Impact Analysis (TIA) was submitted with the application package. The TIA was prepared by Kittelson & Associates and dated December 20, 2024. This proposed development is subject to the Sustainable Fairview Master Plan that identified a wide variety of uses including commercial/retail uses. The properties at the intersection of Strong Road SE and Lindburg Road SE were identified as being the “commercial center” of the Fairview Master Plan Area. A traffic analysis was completed for the original Sustainable Fairview Master Plan that provided a list of improvements required, including transportation improvements at various level of development. As all of the properties have developed, an analysis was completed to track the trips to identify the appropriate mitigation. If the cumulative trip count was below the threshold, no mitigation was required, regardless of the use.

As discussed in the TIA dated December 20, 2024 prepared by Kittelson and Associates, the daily trips increase from 12,615 to 12,905 and the next improvement would be required at a cumulative daily traffic volume of 15,000 trips. The intersection of Strong Road SE and Lindburg Road SE is currently ALL-WAY STOP controlled. It is not anticipated that this proposed development would cause operational or safety issues at this intersection. As the development does not hit the next trip trigger for off-site mitigation, no off-site mitigation has been required as a condition of development.

Prepared by: Laurel Christian, Infrastructure Planner III
cc: File