



Staff Report

File #: 18-237

Version: 1

Date: 6/11/2018

Item #: 4. a.

TO: Mayor and City Council
THROUGH: Steve Powers, City Manager
FROM: Norman Wright, Community Development Director

SUBJECT:

Petitioner-Initiated Annexation of Territory Located at 6719 Devon Avenue SE - 97306 (Annexation Case No. C-725)

Ward(s): 4

Councilor(s): McCoid

Neighborhood(s): South Gateway

ISSUE:

Shall the City Council:

1. Find that the Petitioners have signed a valid triple majority petition for annexation of the Territory, in conformance with Oregon Revised Statutes (ORS) Chapter 222;
2. Determine that the Petition satisfies the criteria of Salem Revised Code (SRC) 260.060(c) and adopt Order No. 2018-03-ANX (Attachment 2);
3. Apply the City of Salem RS (Single Family Residential) zone to the Territory from Marion County UT-10 (Urban Transition 10 Acres); and
4. Withdraw the Territory from Salem Suburban Rural Fire Protection District?

RECOMMENDATION:

1. Find that the Petitioners have signed a valid triple majority petition for annexation of the Territory, in conformance with Oregon Revised Statutes (ORS) Chapter 222;
2. Determine that the Petition satisfies the criteria of Salem Revised Code (SRC) 260.060(c) and adopt Order No. 2018-03-ANX (Attachment 2);

3. Apply the City of Salem RS (Residential Agriculture) zone to the Territory from Marion County UT-10 (Urban Transition 10 Acres); and
4. Withdraw the Territory from Salem Suburban Rural Fire Protection District.

SUMMARY AND BACKGROUND:

This is a petitioner-initiated annexation of a 20.35-acre territory located at 6719 Devon Avenue SE, including approximately 19.74 acres of private property and 0.61 acres of right-of-way. A vicinity map is included as Attachment 1.

On November 7, 2017, Brandie Dalton of Multi/Tech Engineering Services, Inc., submitted an annexation application on behalf of the petitioner and property owner, HSF Development, LLC (Chris Jundt, Anthony R. Kreitzberg, and Kelley D. Hamilton); Bonaventure Senior Housing paid the filing fee; and the property owner submitted a valid triple-majority annexation petition.

This petition has been scheduled for a public hearing before the City Council for June 11, 2018. Notice of the public hearing was duly mailed to those entitled to notice at least 10 days before the hearing in accordance with SRC 260.060(b) and published once a week for two successive weeks prior to the day of the hearing and posted in four public places for a like period in accordance with ORS Chapter 222.

The applicant has also applied for an Urban Growth Area Preliminary Declaration ("UGA"). The purpose of the UGA is to identify master planned facilities (such as water lines, sewer, and streets) that will be needed as part of the eventual development of the property. The UGA decision was issued for the property earlier this year, and was appealed by the applicant.

The applicant indicated that they objected to the wording of a requirement to provide land for a City park or pay a separate fee. In addition, the applicant raised certain non-specified issues related to "needed housing." A hearing on the appeal was originally scheduled for City Council on May 29th. However, staff, with the consent of the applicant, withdrew the decision, and agreed to work with the applicant to revise the UGA requirements as they relate to parks. Staff will issue a modified decision that will be provided to City Council as an information report, and, may be reviewed by City Council, if desired.

FACTS AND FINDINGS:

1. The Petitioner has met the annexation, petition, application, information submission, fee, waiver, and all other requirements for petitioner-initiated annexations including, but not limited to, those found in ORS Chapter 222, SRC Chapter 260, SRC 260.030, SRC 260.035, and SRC 260.040.

The property owner filed the application and petition for annexation of the subject property which is approximately 19.74 acres. Including public right-of-way that would be annexed adjacent to the property, the "Territory" is 20.35 acres in area.

The Territory consists of one parcel. The owner has requested annexation and submitted a valid triple majority annexation petition (Attachment 2, Exhibit A).

The triple majority requirements of ORS 222.170(1) are satisfied because the owner of the petitioned property represents 100 percent of the owners of the land to be annexed and owns 100 percent of the land to be annexed, which is 100 percent of the assessed value of the territory.

State law (ORS 222.111 to 222.180) was amended in 2016 through Senate Bill 1573 to prohibit cities that have voter approved annexation from submitting an annexation decision to the voters if all of the owners of the property proposed to be annexed have submitted the annexation petition. The law further specifies that in order for the voter approval prohibition to apply, the territory proposed for annexation must be included within an urban growth boundary, be subject to an acknowledged comprehensive plan upon annexation, be contiguous to the city limits, and the proposal shall comply with all other requirements of the city's ordinances. The City of Corvallis filed a legal challenge to the new law asserting, among other challenges, that the law violates the home rule authority of cities. The circuit court rejected Corvallis's arguments, and dismissed the claims. That decision is currently on appeal to the Oregon Court of Appeals. The parties are currently filing their briefs on the issues, and a decision from the Court is not expected in the immediate future.

This annexation is subject to SB 1573 because all the owners of the property have applied for annexation.

The law prohibits a city only from referring the question of annexation to voters, but does not mandate a city to annex a property simply because a petition has been received. The city council, as the governing body, retains ultimate authority of whether to annex a property.

2. The territory consists of one parcel with a single family dwelling.
3. The territory is contiguous on the north to properties zoned City of Salem RA (Residential Agriculture). The territory has frontage on Devon Avenue SE.
4. Under SRC 260.045, territory annexed into the City is automatically given the Salem Area Comprehensive Plan and zoning designations that are equivalent to the applicable county zoning designations, unless the petitioner or City Council propose a new Comprehensive Plan/zone designation.

The property owners of the territory have not proposed a new Comprehensive Plan or zone designation, and unless the City Council proposes a different designation, the City equivalent

Comprehensive Plan designation of Developing Residential and RS (Single Family Residential) zone will be applied to the territory.

5. Public and Private Facilities and Services Comments

- A. The Public Works Department has reviewed the proposal and submitted a memorandum regarding parks (Attachment 3).
- B. The territory will be withdrawn from Salem Suburban Rural Fire Protection District upon annexation. The Salem Fire Department submitted comments indicating that the response time to this location is approximately six minutes 50 seconds from time of dispatch. Primary fire protection and EMS service would be provided from Fire Station No. 7 located at 5021 Liberty Road S (Attachment 4).
- C. The Salem Police Department received notice of the proposal and submitted no comments.
- D. The Development Services Section of the Public Works Department submitted comments (Attachment 5) stating that the territory is located outside the Urban Service Area (USA) and an Urban Growth Area Development Permit is required if the applicant proposes to develop the property as defined in SRC Chapter 200.
- E. The Finance Division submitted comments regarding property tax limits, rates and other information related to the financial impacts of annexation (Attachment 6).
- F. Salem-Keizer School District reviewed the proposed annexation and submitted comments (Attachment 7). The Salem-Keizer School District estimates that the proposed annexation and future development of the property would add 38 students to the District's enrollment. The increased enrollment due to the annexation would create an estimated cost of \$2,243,283 to the School District for facilities.

6. Neighborhood Association and Citizen Comments

The City notified the South Gateway Neighborhood Association (South Gateway) of the proposed annexation. No comments were submitted by the Neighborhood Association.

Staff has not received any written citizen comments regarding the annexation.

7. Salem Revised Code (SRC) 260.060(c) requires the Council to determine whether or not the proposed annexation meets the following criteria:

- (1) The proposed land use designations are consistent with the Salem Area Comprehensive Plan and applicable Statewide Planning Goals;

- (2) The annexation will result in a boundary in which services can be provided in an orderly, efficient, and timely manner;
- (3) The uses and density that will be allowed can be served through the orderly, efficient and timely extension of key urban facilities and services;
- (4) The public interest would be furthered by the referral of the annexation to the voters.

Attachment 2, Exhibit C contains findings demonstrating compliance with these criteria. In regard to the "public interest" criterion, because the annexation will not be referred to the voters, this criterion is not directly applicable. However, staff proposed findings under this criterion conclude that the annexation itself is consistent with the Comprehensive Plan, and would further the public interest.

8. As demonstrated by the Facts and Findings and the findings found in Attachment 2, Exhibit C, the proposed annexation and service district withdrawal conform to State law requirements and the criteria found in SRC 260.060(c). The annexation and application of City zoning of the Territory are consistent with the public interest.

For these reasons, staff recommends that the City Council:

1. Find that the Petitioners have signed a valid triple majority petition for annexation of the Territory, in conformance with Oregon Revised Statutes (ORS) Chapter 222.
2. Determine that Annexation Case No. ANXC-725 satisfies the criteria of Salem Revised Code (SRC) 260.060(c) and adopt Order No. 2018-03-ANX (Attachment 2).
3. Apply the City of Salem RS (Single Family Residential) zone to the territory from Marion County UT-10 (Urban Transition 10 Acres).
4. Withdraw the Territory from Salem Suburban Rural Fire Protection District.

Pamela Cole
Planner II

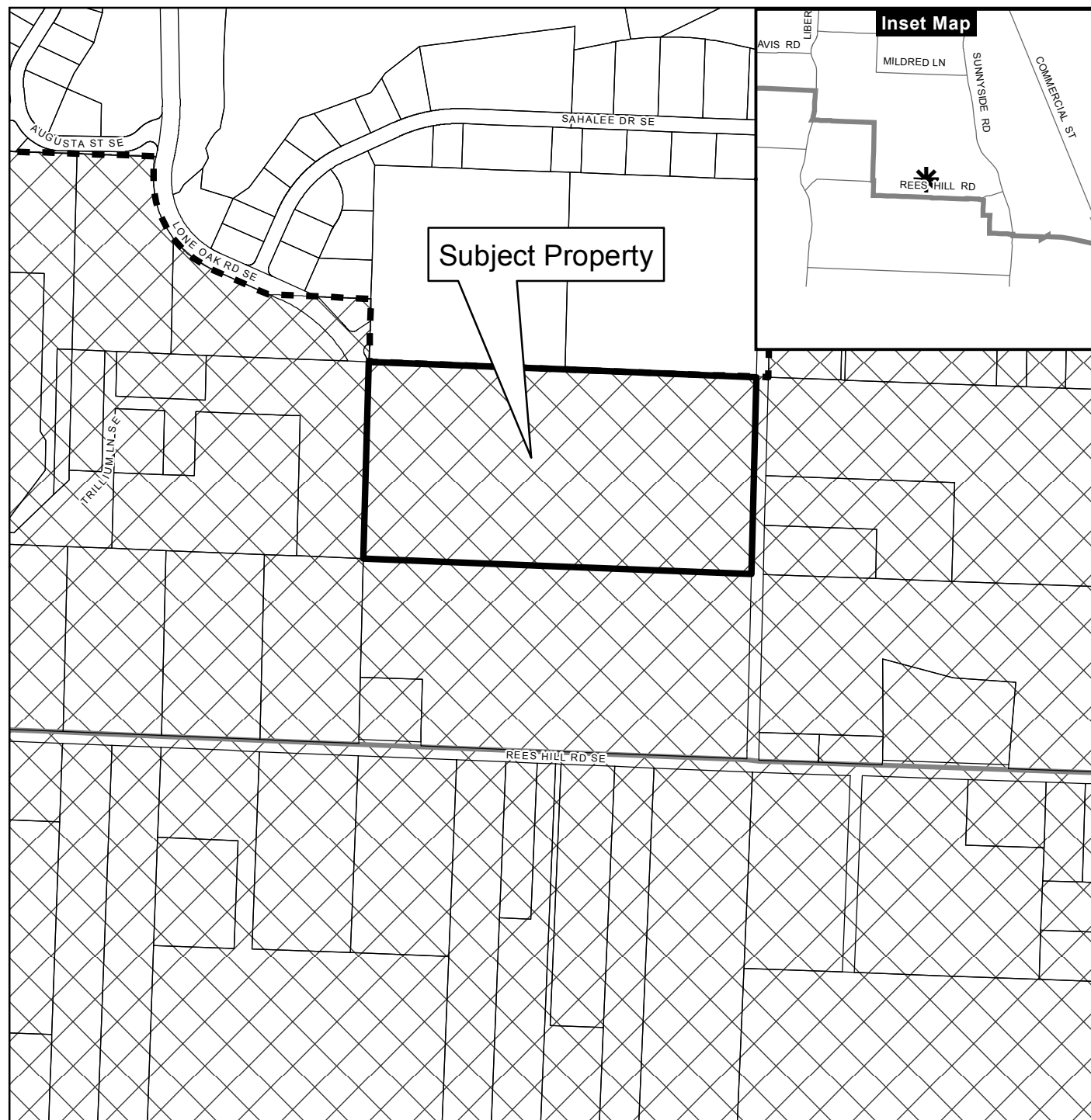
Attachments:

1. Vicinity Map
2. Order No. 2018-03-ANX Adopting the Final Decision and Findings of Compliance
3. Public Works Department Parks Comments
4. Fire Department Comments
5. Public Works Department Development Services Section Comments
6. Finance Division Comments

7. Salem-Keizer School District Comments

Vicinity Map

6719 Devon Avenue SE



Legend

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

- Parks

CITY OF Salem
AT YOUR SERVICE
Community Development Dept.

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0 100 200 400 Feet



**BEFORE THE CITY COUNCIL
OF THE CITY OF SALEM, OREGON**

IN THE MATTER OF THE PETITIONER-INITIATED ANNEXATION OF TERRITORY LOCATED AT 6719 DEVON AVENUE SE))))))	ORDER NO. 2018-03-ANX FINAL ORDER ADOPTING THE FINAL DECISION AND FINDINGS OF COMPLIANCE WITH SRC CHAPTER 260 IN ANNEXATION CASE NO. C-725
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Whereas, on June 11, 2018, after due notice was given, the City Council of the City of Salem held a public hearing to take testimony and evidence on an annexation proposal (the Annexation Proposal), as required by SRC 260.060(a); and

Whereas, after receiving evidence and hearing testimony, and upon consideration of the Staff Report and Recommendation, and being fully advised, the City Council hereby finds that the Annexation Proposal complies with SRC 260.060(c); and

Whereas, the Petitioner has met the annexation petition, application, information submission, fee, waiver and all other requirements for petitioner-initiated annexations including, but not limited to, those found in ORS Chapter 222, SRC Chapter 260, SRC 260.030, SRC 260.035 and SRC 260.040; and

Whereas, a triple majority consent petition for annexation of the Territory (Exhibit A) has been signed and the triple majority requirements of ORS 222.170(1) are satisfied because more than half of the owners of land in the Territory, who also own more than half of the land in the contiguous territory and of real property therein representing more than half of the assessed value of all real property in the contiguous territory have consented in writing to the annexation of their land in the Territory; and

Whereas, the annexation proposal meets the requirements of SRC 260.020(b) as a state-mandated annexation, and is therefore exempt from voter approval; and

Whereas, the Comprehensive Plan designation will not be changed and the zoning designation will be the equivalent zoning that is consistent with the Comprehensive Plan set forth in SRC 260.045 and Table 260-1 of SRC Chapter 260; and

Whereas, the withdrawal of the Territory from Salem Suburban Rural Fire Protection District is in the best interest of the City; and

Whereas, this FINAL ORDER constitutes the final land use decision in the Annexation Proposal and any appeal hereof must be filed with the Oregon Land Use Board of Appeals within 21 days of the date that notice of this decision is mailed to persons with standing to appeal, as provided in SRC 260.060(e).

NOW, THEREFORE, IT IS HEREBY ORDERED BY THE CITY COUNCIL OF THE CITY OF SALEM, OREGON:

Section 1: Proposed Annexation C-725, of the Territory more particularly described in the attached Exhibit B, which is incorporated herein by this reference, satisfies the criteria set forth in SRC 260.060(c) and is hereby approved based on the facts and findings stated in the attached Exhibit C, which is incorporated herein by reference.

Section 2: The 20.35-acre Territory shall, pursuant to SRC 260.045, be designated Developing Residential on the City of Salem Comprehensive Plan Map and be zoned Salem Single Family Residential (RS).

Section 3: The Territory shall be withdrawn from Salem Suburban Rural Fire Protection District.

DATED this _____ day of _____, 2018.

ATTEST:

City Recorder
City of Salem

Checked by: P. Cole



PERMIT APPLICATION CENTER/CITY HALL
 555 LIBERTY STREET SE/ROOM 320
 SALEM, OREGON 97301
 (503) 588-6256
 Website: www.cityofsalem.net

**ANNEXATION PETITION AND
 CONSENT AND WAIVER OF BALLOT MEASURE 49 CLAIMS**

TO: The Honorable Mayor and City Council of the City of Salem, Marion County, State of Oregon

Petitioner(s): USE DEVELOPMENT, LLC is/are the legal owner(s) or contract purchaser(s) of the following described real property (the Territory) comprising approximately 19.89 acres, and located outside of, but contiguous to, the corporate boundaries of the City of Salem:

083W22C/TL 300 [add legal description or tax lot number]

Petitioner(s) respectfully request(s) that the Territory be annexed to the City of Salem, and by my/our signature(s) hereon, (does)(do) hereby consent to such annexation, and (does)(do) hereby request that the City Council take such steps as are necessary to determine whether the Territory should be annexed.

Petitioner(s) knowingly and willingly waive(s) any and all claims that I/we might assert against the City of Salem arising out of, or resulting from, or are in anyway connected to, those certain statewide initiative commonly known as Ballot Measure 49 or any successors thereto, and that might accrue as a result of the annexation of the territory into the City of Salem, or the imposition of City of Salem land use regulations pursuant thereto, whether the claims be past, present or future. Petitioner(s) hereby consent(s) to the imposition of such land use regulations that are in existence at the time of annexation, and to which the territory becomes subject as a result of the annexation into the corporate limits of the City of Salem.

Owner(s) or Contract Purchaser(s):
 (Owner/Purchaser signatures)

[Signature]

Address:

3425 BOONL ROAD SE, SALEM

**Turn over for petitioner statement and notarization of signature(s). Each owner must
 sign as a petitioner and each signature must be notarized.
 Attach additional sheets as necessary.**

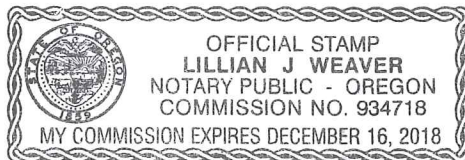
I, HSE Development, LLC, Petitioner, upon oath or affirmation, say that I signed freely, voluntarily, without undue influence of any nature and under no misrepresentation as to the facts, and I further affirm that, to the best of my knowledge, the petitioners constitute 100 percent of the owners of land in the territory proposed to be annexed and these owners also own 100 percent of the land in the territory and own real property in that territory representing 100 percent of the assessed value of all real property in the territory.

[Signature]
Petitioner (Petitioner Signature)

STATE OF OREGON)
) ss.
COUNTY OF Marion

Signed and sworn to/affirmed before me on Nov 2, 2017 by Chris Jondt

(Name of Person Signing)



Lillian J. Weaver
NOTARY PUBLIC FOR OREGON (Notary Signature)

My Commission expires: Dec 16, 2018

(NOTARY SEAL)

I, _____, Petitioner, upon oath or affirmation, say that I signed freely, voluntarily, without undue influence of any nature and under no misrepresentation as to the facts, and I further affirm that, to the best of my knowledge, the petitioners constitute 100 percent of the owners of land in the territory proposed to be annexed and these owners also own 100 percent of the land in the territory and own real property in that territory representing 100 percent of the assessed value of all real property in the territory.

Petitioner (Petitioner Signature)

STATE OF OREGON)
) ss.
COUNTY OF _____

Signed and sworn to/affirmed before me on _____, 20__ by _____

(Name of Person Signing)

NOTARY PUBLIC FOR OREGON (Notary Signature)

My Commission expires: _____

(NOTARY SEAL)

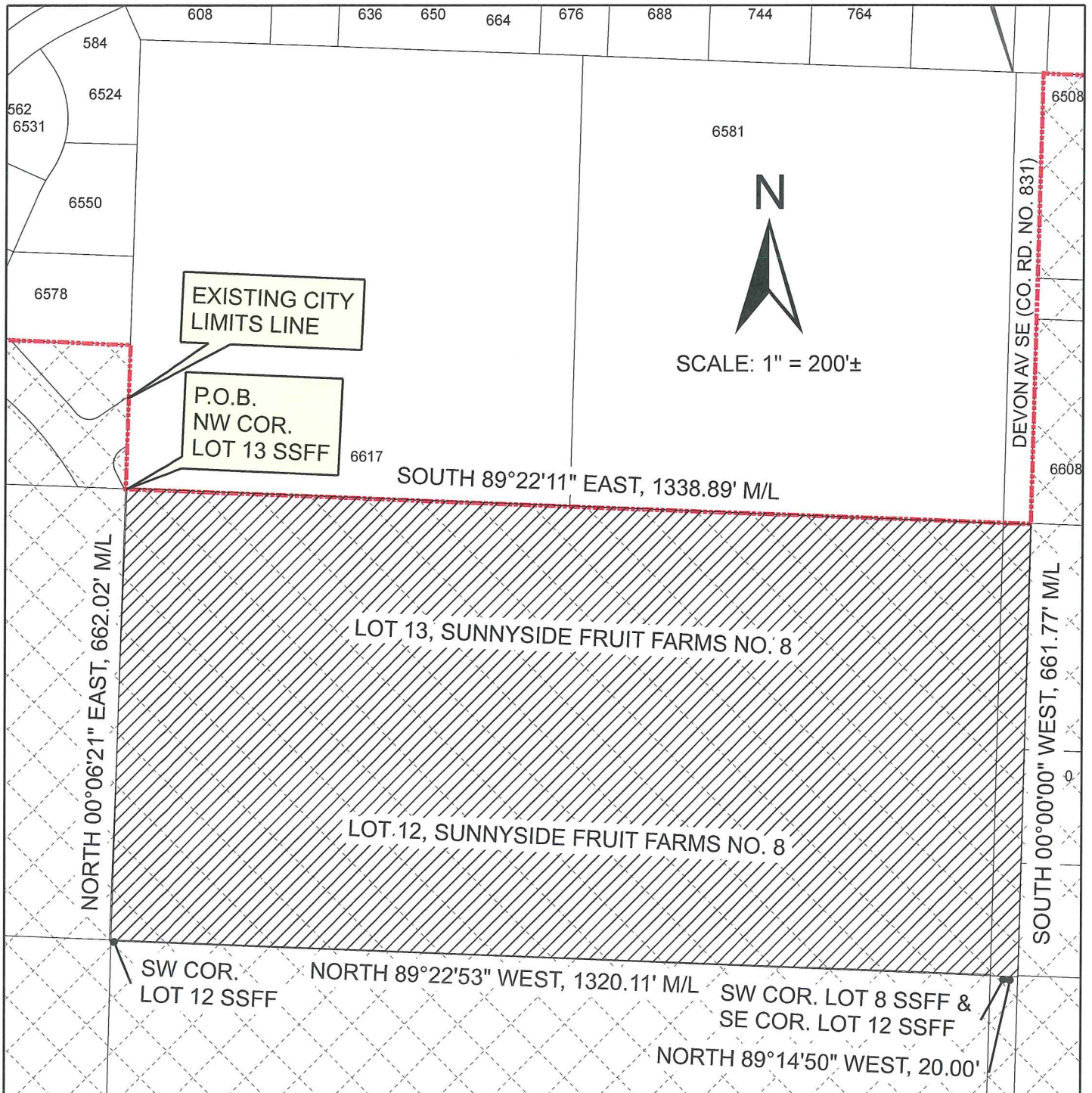
6719 Devon Avenue SE

Beginning at the northwest corner of Lot 13, Sunnyside Fruit Farms No. 8, as recorded in Volume 3, Page 10, Marion County Book of Town Plats, Marion County, Oregon; said corner also being an angle point on the now existing City Limits Line; and running thence,
 South 89°22'11" East along the North Line of said Lot 13, the now existing City Limits Line, and the easterly extension of said North Line, a distance of 1338.89 feet, more or less, to a point on the east line of County Road No. 831 (commonly known as Devon Avenue SE) also being an angle point on the now existing City Limits Line;
 thence leaving the now existing City Limits Line South 00°00'00" West along the East Line of said Devon Avenue SE, a distance of 661.77 feet, more or less, to a point on the South Line of Lot 8, Sunnyside Fruit Farms No. 8;
 thence North 89°14'50" West along said South Line, a distance of 20.00 feet to the southwest corner of said lot, said corner also being the southeast corner of Lot 12, Sunnyside Fruit Farms No. 8;
 thence North 89°22'53" West along the South Line of Lot 12, Sunnyside Fruit Farms No. 8, a distance of 1320.11 feet, more or less, to the southwest corner of said lot;
 thence North 00°06'21" East along the West Line of Lots 12 and 13, Sunnyside Fruit Farms No. 8, a distance of 662.02 feet, more or less, to the Point of Beginning.



RENEWABLE: DECEMBER 31, 2018

Approved: KRI
 January 26, 2018
 Annexation No.: C-725
 DOR No.: 24-P231-2018
 DOR Date: March 1, 2018



Property in
County

LOCATED IN THE SW 1/4 and SE 1/4 OF SEC. 22
TOWNSHIP 8 SOUTH, RANGE 3 WEST, W.M.

P.O.B. = POINT OF BEGINNING
M/L = MORE OR LESS
SSFF = SUNNYSIDE FRUIT
FARMS NO. 8

PROPERTY PROPOSED
TO BE ANNEXED
INTO CITY



EXHIBIT MAP

**CITY OF SALEM, OREGON
PUBLIC WORKS DEPARTMENT**

6719 DEVON AVENUE SE

CITY OF SALEM ORDINANCE NO. XX-XX

ANNEXED: XXXXX XX, XXXX

CONTAINING 20.35± ACRES

ADJACENT TO WARD 4

CASE NO. C-725

TRACT NO.

**EXHIBIT C, ORDER NO. 2018-03-ANX
FINDINGS:
COMPLIANCE OF ANNEXATION ANXC-725
WITH SRC CHAPTER 260 AND 260.060(c)**

1. **The proposed petitioner-initiated annexation of that certain Territory more specifically described in Exhibit B, Council Order No. 2018-03-ANX in Annexation Case No. ANXC-725 (Territory) conforms to the following criteria found in SRC 260.060(c):**

Criterion 1: The proposed land use designations are consistent with the Salem Area Comprehensive Plan and applicable Statewide Planning Goals.

Under Salem Revised Code (SRC) 260.045, territory annexed to the City is automatically given the Salem Area Comprehensive Plan and zoning designations that are equivalent to the applicable County zoning designations, as set forth in Table 260-1, unless the petitioner or City Council proposes a new Comprehensive Plan/zone designation under SRC 260.045(a)(1) or (2).

The petitioner and City Council did not propose any new designations, and, therefore, the land use designations that will be automatically applied from SRC Chapter 260, Table 260-1, are Developing Residential on the Salem Area Comprehensive Plan Map and the City of Salem RS (Single Family Residential) zone district. These land use designations are consistent with the SACP and applicable Statewide Planning Goals as demonstrated in the following findings.

A. **Statewide Planning Goals** -- Statewide Planning Goals applicable to the proposed annexation are:

(1) **GOAL 10. Housing.** Goal 10 requires provisions for housing to meet the needs of residents. The proposed annexation will increase the city's inventory of buildable lands for residential use. The increased inventory of land is a positive factor in providing for housing variety and availability. The location is in close proximity to existing residential development and is appropriate for such housing. The proposed annexation is consistent with Goal 10.

(2) **GOAL 11. Public Facilities and Services.** Goal 11 requires a plan or program for orderly and efficient arrangements of public facilities. The city adopted a Public Facilities Plan (the Plan) consistent with Goal 11. The city applies the Plan to development of property within the city to achieve a timely, orderly and efficient arrangement of public facilities and services in a manner that supports both existing and planned growth. The Plan is implemented by the city's adopted master plans, Capital Improvement Plan (CIP), and the Urban Growth Management Process set forth in SRC Chapter 200.

The Territory is outside of the Salem Urban Service Area (USA) and will require the issuance of an Urban Growth Area (UGA) Development Permit pursuant to the Urban Growth Management Program under SRC Chapter 200 for new development to occur, such as a single family residential subdivision. The proposed annexation is consistent with Goal 11.

(3) **GOAL 12. Transportation.** Goal 12 requires a jurisdiction to adopt a Transportation System Plan (TSP) that provides a safe, convenient, and economic transportation system. The City has adopted a transportation plan

acknowledged by the Oregon Department of Land Conservation and Development (DLCD) to further this goal. The TSP is applied to the transportation elements of new development under SRC Chapter 200 and other provisions of the Salem Area Comprehensive Plan and Zoning Code and to the transportation elements of the city's adopted master plans, the CIP, etc. as set forth in the discussion of Goal 11 above to provide safe and convenient pedestrian, bicycle, and vehicular circulation that is consistent with the TSP and the requirements of the State Transportation Planning Rule. As described in the finding for Goal 11 compliance above, and as described in the discussion of Criterion 3 below, the Territory will comply with Goal 12 when any new development occurs, and will be served by facilities compliant with Goal 12 to the extent that transportation-related improvements occur under the city's adopted master plans, the CIP, SRC Chapter 200 and the Zoning Code. The proposed annexation is consistent with Goal 12.

- (4) **GOAL 14. Urbanization.** Goal 14 mandates provisions for an orderly and efficient transition from rural to urban land use. The Territory is within the Salem-Keizer Urban Growth Boundary (UGB), which, by definition, makes this territory "urbanizable." The incorporation of contiguous areas, including the Territory, into the overall composition of the city provides order and efficiency in the provision of municipal facilities and services as well as in the facilitation of orderly urbanization. This is because the Salem Area Comprehensive Plan (SACP), Zoning Code and other applicable implementation measures have been acknowledged as being in compliance with Goal 14 and these measures will be made applicable to the Territory upon annexation. The applicable implementation measures are designed to provide order and efficiency in the provision of facilities and services, and to facilitate orderly urbanization by uniformly integrating the Territory into the City's municipal facilities and services system. This integration would provide for a uniform rather than an isolated, discontinuous, and fragmented system of services provided to areas not within the Salem city limits. The application of the city's Goal 14 acknowledged Salem Area Comprehensive Plan, Master Plans, and implementation ordinances to the Territory furthers the conversion of urbanizable land to urban uses consistent with Goal 14 for the reasons cited above. The proposed annexation is consistent with Goal 14.

In summary, the proposed annexation is consistent with the applicable Statewide Goals.

- B. **Salem Area Comprehensive Plan (SACP) --** The SACP goals, policies and intent statements applicable to the proposed annexation are:

- (1) **SACP Chapter II (Definitions and Intent Statements), Section A (Land Use Map), Subsection 3 (Plan Map Designations), Part a (Residential), (Developing Residential), (SACP pages 4-7):** The SACP classifies residential land in three ways: Single-Family Residential, Multi-Family Residential, and Developing Residential. The Territory is designated as Developing Residential, which applies to most urbanizable lands that are outside the city limits and Salem Service Districts and unserved by public water and sanitary sewers. Currently, the predominant uses within these areas are agriculture and residential on acreage parcels.

The future use of these areas is primarily single-family residential with schools, parks, and churches. The city's RA (Residential Agriculture) and RS (Single Family Residential) zones implement the Developing Residential designation by providing additional land used primarily for residential uses.

The Territory to be annexed has the characteristics of the RS zone because it currently contains a single family dwelling. It is not currently served by public water and sewer facilities, therefore the petitioner has submitted an application for an Urban Growth Area Preliminary Declaration to determine the facilities required for residential development. This is also consistent with the surrounding zoning and land use of the area. The Territory will automatically be zoned RS. Therefore, the proposed annexation is consistent with the Developing Residential SACP classification and implementing RS zone.

- (2) **SACP Chapter II (Definitions and Intent Statements), Section A (Land Use Map), Subsection 3 (Plan Map Designations), Part a (Residential), Subpart 4 (Conversion of Developing Residential or Urbanizable Areas to Urban Development) (SACP page 7):** Urbanizable lands located outside the city limits must be annexed to the city to receive urban services. Some of the reasons for converting urbanizable land to urban land include: (1) providing for the orderly and economic extension of public facilities and services; (2) providing adequate land area for a variety of housing types and locations; and (3) maintaining an adequate supply of serviced or serviceable undeveloped land to meet the market demand for a variety of uses.

Annexation of the Territory allows for the future extension of public facilities and services consistent with the Salem Urban Growth Management Program through the master planning, CIP and SRC Chapter 200 (UGA) processes. Publicly funded capital improvements will depend on funding availability. Most new development in newly annexed areas requires developer responsibility for extending public facilities as part of a common city infrastructure under an orderly plan for their extension. Furthermore, the addition of the Territory with RS zoning will expand the availability of residential land and locations within the city. The proposed annexation is consistent with the above SACP provision.

- (3) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section A (Coordination Policies), Subsection 6 (Annexation Coordination) (SACP page 23):** The city must provide an opportunity for the affected county to comment on proposals for annexation of territory to the City of Salem.

Marion County was notified of the annexation and provided an opportunity to comment on the annexation. The county did not object to the annexation. Therefore, the intent of the policy is met. The proposed annexation is consistent with the above SACP provision.

- (4) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section C (Urban Growth), Subsection 1 (Annexation) (SACP page 26):** Marion and Polk Counties should encourage the orderly annexation to the City of Salem of land within the Salem Urban Area.

The Territory is located within the Salem Urban Area and is contiguous to the city limits. Annexation of the Territory allows for the orderly annexation of urbanizable land to the City of Salem. The proposed annexation is consistent with this policy.

- (5) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section C (Urban Growth), Subsection 3 (UGB is Urbanizable) (SACP page 26):** Territory is considered available for annexation and development to the extent that it is urbanizable and located within the UGB.

The Territory is considered urbanizable because it is located within the UGB, and all needed facilities to support urban development are or can be made available under the city's existing public facilities plans and urban growth management program. Therefore, the Territory is considered available for annexation. The proposed annexation is consistent with the above SACP provision.

- (6) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section C (Urban Growth), Subsection 5 (Source of Urban Facilities), (SACP page 26):** Sewer or water service will not be extended to any land for development outside city limits or County service districts. Such areas must be annexed to the City to receive those services except as may be agreed by the City and appropriate County.

The proposed annexation is required as a condition of the provision of City sewer service to the Territory as it is contiguous to the city limits. Therefore, the proposed annexation is consistent with, and in fact required by the provision cited above.

- (7) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section D (Growth Management), Subsection 1 (Development Guided by Growth Management) (SACP page 27):** The conversion of urbanizable land shall be guided by the Growth Management Program (SRC Chapter 200).

The City of Salem has an acknowledged growth management program that is implemented by SRC Chapter 200, which requires that urban development proceeds with the orderly and efficient provision of City services. Annexation of the Territory will ensure that its future conversion to urban uses will proceed according to the requirements of SRC Chapter 200. The proposed annexation is consistent with this provision.

- (8) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section D (Growth Management), Subsection 3 (Programming Development) (SACP page 28):** The City shall provide levels of services to city residents consistent with community needs as determined by the City Council, within the financial capability of the city, and subject to relevant legal constraints on revenues and their applications. Considerations for the programming of development are: (a) The financial capability of the city to provide certain facilities and services as authorized through the budgetary process; (b) The technical requirements of public facility master plans; (c) The need for sufficient amounts of buildable land to maintain an adequate supply in the marketplace; and (d) The willingness of the development community to assume the burden of funding the cost of providing certain facilities.

These criteria are factored into the proposed annexation because the Growth Management Program imposes an equitable share of public facility costs on new development by requiring provisions for required facilities by the developer and/or system development charges in connection with the provision of required facilities by the City. Therefore, this policy is satisfied. The proposed annexation is consistent with the above SACP provision.

- (9) **SACP Chapter IV (Salem Urban Area Goals and Policies), Section D (Growth Management), Subsection 7 (Development Requiring Water and Sewer) (SACP page 29):** Development will only be allowed within the city limits where public sewer and water services are available and other urban facilities are scheduled pursuant to an adopted Growth Management Program.

The City of Salem adopted a Growth Management Program (SRC Chapter 200) that applies to the development of the Territory in the future. City services can be provided to the Territory in the future pursuant to the city's Growth Management Program. The proposed annexation is consistent with the above SACP provision.

In summary, the proposed annexation is consistent with the applicable provisions of the SACP.

Criterion 2: The annexation will result in a boundary in which services can be provided in an orderly, efficient and timely manner;

The annexation of unincorporated territory contiguous to the city limits will result in urban services being provided in a more orderly, efficient and timely manner. Unincorporated territory adjacent to the city limits prevents the orderly expansion of city services because gaps are created in the city's infrastructure, and services within those gaps must be provided by the county, or by the city pursuant to intergovernmental or other agreements. This results in inefficiencies due to discontinuous and fragmented methods of providing infrastructure and inefficiencies, as well as additional delays for any development proposal. The boundary resulting from the proposed annexation will provide a more compact and efficient urban form for providing urban services, because the services will be integrated into the existing city infrastructure that exists adjacent to the property, and potential jurisdictional conflicts will not exist. The proposed annexation complies with this criterion.

Criterion 3: The uses and density that will be allowed can be served through the orderly, efficient and timely extension of key urban facilities and services;

Comments provided by the various city departments indicate that the Territory in the proposed annexation may be served through the orderly, efficient and timely extension of key urban facilities and services as outlined in the city's adopted master plans, CIP and public works and parks design and construction standards. No improvements to urban facilities and services are needed at this time to serve the Territory.

If new development is proposed for the Territory, additional urban facilities and services will be required and will be provided in accordance with the city's adopted master plans, CIP and Urban Growth Management process as set forth in SRC Chapter 200. The territory proposed for annexation lies outside of the Urban Service Area. Pursuant to the City's adopted growth management program found in SRC Chapter 200, an Urban Growth Area (UGA) Permit is required to provide adequate public facilities, including water, sewer, stormwater, transportation, and park services that may be necessitated by the proposed new development. If such facilities are not provided at public expense under the city's adopted master plans, the CIP, etc., they will be provided at the developer's expense at the time of development. The proposed annexation complies with this criterion.

Criterion 4: The public interest would be furthered by the referral of the annexation to the voters.

The Petitioner has met the annexation petition, application, information submission, fee, waiver and all other requirements for petitioner-initiated annexations including, but not limited to, those found in ORS Chapter 222, SRC Chapter 260, SRC 260.030, SRC 260.035 and SRC 260.040. A valid triple majority consent petition for annexation of the Territory has been signed and, thus, there is no need to hold an election in the Territory to be annexed. Annexations applied for after May 16, 2000 require approval of the voters of the city under Section 61 of the Salem City Charter and SRC 260.020. Pursuant to SRC 260.020(b),

however, annexations mandated by state law are exempt from voter approval. Therefore, the city is not required to refer this proposed annexation to the voters. Regardless of this, the proposed annexation of the Territory conforms to the Salem Area Comprehensive Plan. Services can be provided consistent with the city's adopted master plans and Public Works design and construction standards. The annexation of unincorporated territory contiguous to the city limits will result in urban services being provided in a more orderly, efficient and timely manner. Therefore, although this proposed annexation is exempt from a referral to the voters, the proposal still meets the intent of this criterion, to be in the "public interest", for the reasons stated above.

2. State Law.

According to SRC 260.020(b), annexations mandated by state law may be decided by a vote of the City Council without a city-wide election on that issue. State law (ORS 222.111 to 222.180) was amended in 2016 through Senate Bill 1573 to require a city whose laws require a petition proposing annexation of territory to be submitted to the electors of the city to annex the territory without a vote upon receipt of petition for annexation submitted by all owners of land in the territory, provided that (1) the territory is included within the urban growth boundary of the city; (2) the territory is, or will be, subject to the acknowledged comprehensive plan of the city; (3) at least one parcel in the territory is contiguous to the city limits; and (4) the proposal conforms to all other requirements of city's ordinances.

The annexation petition was signed by all owners. The territory is located within the urban growth boundary and is subject to the Salem Area Comprehensive Plan. The property is a single parcel contiguous to the city limits. The proposal conforms to all other requirements of the city's ordinances. The proposed annexation complies with this criterion.

3. The proposed withdrawal of the Territory more specifically described in Exhibit B conforms to the following criteria found in SRC 260.065:

When withdrawal from a special service district is not automatic, the City Council shall decide on withdrawal from those special service districts. These withdrawals shall be made according to applicable state statutes governing the specific withdrawal.

The City will withdraw the Territory from Salem Suburban Rural Fire Protection District and replace those services with service from the City of Salem Fire Department.

ORS 222.520 establishes the process by which the Territory may be withdrawn from the Salem Suburban Rural Fire Protection District at the same time as the annexation.

No comprehensive plan provision or implementing ordinance of the City applies to the withdrawal decision, and none is amended in the process of making the decision. In addition, the decision to withdraw territory and serve the territory with city-supplied urban services rather than district-supplied services, does not have significant impacts on present or future land uses. Consequently, the withdrawal decision is not the kind of decision that requires application of land use laws.

G:\CD\PLANNING\CASE APPLICATION Files 2011-On\ANNEXATIONS\2017\ANXC-725, 6719 Devon Ave SE (Pamela)\ANX C-725 Exhibit C (Findings) for Order.doc



MEMO

TO: Pamela Cole
Community Development Department

FROM: Patricia Farrell
Public Works Department

DATE: April 20, 2018

SUBJECT: Annexation ANXC-725, 6719 Devon Avenue SE

Park Service and Pedestrian Access

No City park is impacted by this annexation. The proposed annexation lot size is 20.35 acres and is unserved by a City park. The Comprehensive Parks System Master Plan shows the need for a Community Park in this area. Currently, the nearest park is Bryan Johnston Park, a neighborhood park, however this annexation property is outside the 0.5-mile service area of that park.

Therefore this annexation is unserved by a park and a park is needed in this area as shown in the Comprehensive Parks System Master Plan.

MEMORANDUM



To: Pamela Cole, Case Manager

From: Greg Hadley, Assistant Chief- Operations

Date: April 19, 2018

Subject: Annexation ANXC-725, 6719 Devon Ave SE

Background:

Per your request for comments related to the above-referenced annexation, the Salem Fire Department offers the following comments:

Findings:

The Salem Fire Department estimates response times to 6719 Devon Ave. SE to be 6 minutes 50 seconds from time of dispatch. Primary fire protection and emergency medical services would be Fire Station #7, located at 5021 Liberty Rd. South. Secondary emergency response would be from Fire Station #9 located at 5080 Battlecreek Rd SE .

EOR



MEMO

TO: Pamela Cole, Planner II
Community Development Department

FROM: Glenn J. Davis, PE, CFM, Chief Development Engineer
Public Works Department

DATE: February 23, 2018

SUBJECT: PETITIONER-INITIATED ANNEXATION (17-121849-AN)
6719 DEVON AVENUE SE

PURPOSE

Identify availability of public works infrastructure (streets, sanitary sewer, storm drainage, and water) for a proposed annexation on approximately 19.89 acres and located at 6719 Devon Avenue SE.

PUBLIC WORKS INFRASTRUCTURE

No public improvements are required for annexation. The following information explains the condition of existing public infrastructure in the vicinity of the subject property and potential development requirements.

Urban Growth Area Development Permit

1. An Urban Growth Area Development Permit is required prior to development. The subject property is located outside the Urban Service Area and extension of public facilities is the obligation of the development. An UGA permit requires an applicant to provide linking and boundary facilities to their property under the standards and requirements of Salem Revised Code SRC Chapter 200. Future development requires the site to connect to existing facilities that are defined as adequate under (SRC 200.040).

Streets

1. Devon Avenue SE has an approximate 26-foot improvement within a 40-foot-wide right-of-way abutting the subject property. This street is designated currently under Marion County jurisdiction and is designated as a Collector street in the Salem Transportation System Plan. The standard for this street classification is a 34-foot-wide improvement within a 60-foot-wide right-of-way. At the time of development street improvements and/or right-of-way dedication will be required.

Storm Drainage

1. Existing Condition

- a. Champion Swale is mapped to the west of the subject property, while an unidentified creek runs through the western portion of the property. Powell Creek is mapped east of the subject property. No public storm mains are adjacent to the proposed development.

Water

1. Existing Conditions

- a. The subject property is located in the S3 water service level, below an elevation of 629 feet, and partially in the S4 water service level, above 629 feet.
- b. A 10-inch S3 water line is located in Devon Avenue SE. Mains of this size generally convey flows of 700 to 1,700 gallons per minute.
- c. A 10-inch S3 water line is located in Lone Oak Road SE. Mains of this size generally convey flows of 700 to 1,700 gallons per minute.
- d. A 16-inch S3 water line is located in Rees Hill Road SE. Mains of this size generally convey flows of 3,800 to 8,800 gallons per minute.
- e. There is no existing S4 water system.

Sanitary Sewer

1. Existing Sewer

- a. The property is split into two sewage drainage basins – partially toward the west line and partially toward the east.
- b. The nearest adequate linking facility for the west basin appears to be an existing 8-inch sewer line approximately 400 feet to the northwest of the property in Lone Oak Road SE.
- c. The nearest adequate linking facility for the east basin appears to be an existing 8-inch sewer line approximately 850 feet to the northeast of the property. The east basin may be able to receive service from the existing sewer main in Lone Oak Road SE.

Prepared by: Jennifer Scott, Project Coordinator
cc: File

Finance Division

City Manager's Office



To: Pamela Cole, Case Manager
From: Samantha Naluai, Management Analyst
Date: March 22, 2018
Subject: Tax Analysis for Annexation C-725

The amount of property tax levied each year against a parcel of real estate is the product of the parcel's assessed value and its total tax rate. While annexation does not affect assessed value, annexation can have a significant impact on a parcel's total tax rate.

The following table shows the expected impact of annexation on the total tax rate for the tax lot in the subject case.

TAX RATE IMPACT OF ANNEXATION

Annexation case

C-725

Tax lot

083W17DB00100

Description	Before Annexation		After Annexation	Change
Tax code area	92400230		92401000	
Government				
Marion County	\$	3.0252	\$	2.8598
City of Salem		-		5.5291
Urban Renewal		-		1.0809
Other government		2.0385		0.8945
Total government		5.0637		10.3643
				105%
Schools				
Salem SD 24J		4.5210		4.2866
Chemeketa		0.6259		0.5936
Willamette ESD		0.2967		0.2816
Total schools		5.4436		5.1618
				-5%
Bonds				
Marion County		-		-
City of Salem		-		1.1449
Salem SD 24J		1.5608		1.5258
Chemeketa		0.2718		0.2701
Other bonds		0.1561		-
Total bonds		1.9887		2.9408
				48%
Other				
Local options		-		-
Total other		-		-
Total tax rate	\$	12.4960	\$	18.4669
				48%

Total tax levy = total tax rate x (assessed value / 1,000).

Tax rates presented here assume no compression.

Source: County Assessor



DAVID FRIDENMAKER, Manager
 Facility Rental, Planning, Property Services
 3630 State Street, Bldg. C • Salem, Oregon 97301-5316
 503-399-3335 • FAX: 503-375-7847

Christy Perry, Superintendent

April 19, 2018

Pamela Cole, Case Manager
 Planning Division, City of Salem
 555 Liberty Street SE, Room 305
 Salem OR 97301

RE: Land Use Activity Case No. ANXC-725, 6719 Devon Ave SE

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
Sumpter	Elementary	K thru 5
Crossler	Middle	6 thru 8
Sprague	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
Sumpter	Elementary	548	439	125%
Crossler	Middle	842	969	87%
Sprague	High	1,724	1,676	103%

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 2014 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	86	SF	0.194	17
Middle	86	SF	0.101	9
High	86	SF	0.143	12

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
Sumpter	Elem.	548	9	17	26	439	131%
Crossler	Mid.	842	8	9	17	969	89%
Sprague	High	1,724	14	12	26	1,676	104%

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
Sumpter	Elementary	School Bus Eligible
Crossler	Middle	School Bus Eligible
Sprague	High	School Bus Eligible

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	17	\$51,123	\$869,091
Middle	9	\$60,232	\$542,088
High	12	\$69,342	\$832,104
TOTAL			\$2,243,283

Table 6

*Cornerstone Management Group, Inc. estimates based on RLB cost index average, 2017 Fourth Quarter.

Sincerely,



David Fridenmaker, Manager
Planning and Property Services

c: Mike Wolfe, Chief Operations Officer, David Hughes, Manager – Custodial, Property and Auxiliary Services, Katie Vorderstrasse, Risk Manager, Michael Shields, Director of Transportation