

East Park

6437

**FOR MEETING OF:**  
**CASE NO.:**  
**AGENDA ITEM NO.:**

December 3, 2019  
CA 19-06

**TO: PLANNING COMMISSION**  
**THROUGH: LISA ANDERSON-OGILVIE, AICP**  
**COMMUNITY DEVELOPMENT DEPUTY DIRECTOR**  
**FROM: ROBERT D. CHANDLER, PhD, PE**  
**ASSISTANT PUBLIC WORKS DIRECTOR**  
**SUBJECT: SALEM TRANSPORTATION SYSTEM PLAN AMENDMENT FOR**  
**GREENCREST STREET NE**

**ISSUE:**

Shall the Planning Commission recommend that Council conduct second reading of Ordinance Bill No. 18-19 that amends the *Salem Transportation System Plan* to shift the alignment of the proposed Greencrest Street NE extension?

**RECOMMENDATION:**

Adopt the facts and findings of this staff report and recommend that the City Council conduct second reading of Ordinance Bill No. 18-19 that amends the *Salem Transportation System Plan* to shift the alignment of the proposed Greencrest Street NE extension.

**SUMMARY:**

Greencrest Street NE is a north-south collector street that connects Center Street NE with Auburn Road NE west of Cordon Road NE. The *Salem Transportation System Plan* (Salem TSP) calls for Greencrest Street NE to be extended south of Auburn Road NE to connect to State Street opposite Cougar Court SE. Based on a request from the developer, staff is recommending that the alignment of Greencrest Street NE be shifted east approximately 585 feet to connect to State Street opposite Oakmont Court SE (see Attachment 1). Owing to the length of the shift in the street alignment, an amendment to the Salem TSP is required. Ordinance Bill 18-19 amending the Salem TSP is provided as Attachments 2 and 3.

## **FACTS AND FINDINGS:**

The property through which the proposed Greencrest Street NE extension runs is primarily owned by Pictsweet Co. The site was previously a mushroom plant. The property has been rezoned for residential and commercial use. East Park LLC (Developer) submitted an application to the City for developing the property that includes the proposed Greencrest Street NE extension.

As part of the development proposal, the Developer has requested that the proposed extension of Greencrest Street NE be realigned so that it connects to State Street opposite Oakmont Court SE, which is approximately 585 feet east of the original connection at Cougar Court SE. The reasons for this request are discussed in two memoranda from Transight Consulting, LLC, dated August 1 and October 11, 2019 (see Attachments 4 and 5). The memoranda support shifting the alignment opposite Oakmont Court for the following reasons:

- The current alignment opposite Cougar Court SE is only 200 feet east of the driveway that serves a 46-unit manufactured home park. In the future, a new traffic signal is planned on State Street at Greencrest Street NE. If the location remains in the current TSP alignment, the eastbound traffic queues would block this driveway. Blocking access to a street or driveway can negatively impact circulation and operation of the transportation system. Realigning Greencrest Street NE to connect to State Street opposite Oakmont Court SE eliminates this conflict.
- Greencrest Street NE can better serve the higher-intensity commercial portion of the site and prevent cut-through traffic through the new neighborhoods with a location adjacent to the commercial development and across from Oakmont Court.
- Multimodal benefits are provided with signalization at 49th Avenue SE, as it most closely links the neighborhoods to the south with the commercial area.

The Street System Element of the Salem TSP outlines a comprehensive system of streets and highways that serve the mobility and multimodal travel needs of the Salem Urban Area. Greencrest Street NE is identified on Map 3-1, Street Plan, as a north-south collector street that connects Center Street NE to Auburn Road NE west of Cordon Road NE. The Street Plan identifies Greencrest Street NE as a future collector street from Auburn Road NE to State Street NE. A project to extend Greencrest Street NE from Auburn Street NE to State Street is included in the Street System Element. This project is shown on Maps 3-5 and 3-7 and listed in Table 3-6 as a medium priority project. In the text, the project is mistakenly listed as a low priority project. The proposed amendment would correct this discrepancy between the text, maps, and table. At the time the project was first included in the Salem

TSP, the project to extend Greencrest Street NE was outside City limits. The land surrounding this proposed street extension has since been annexed to the City limits. The alignment for the street extension appears on the following maps in the Salem TSP:

- 3-1: Street Plan
- 3-5: Street Improvement Projects
- 3-7: Street Improvement Projects - Northeast Salem
- 7-2: Bicycle Network – Northeast Salem
- 7-3: Bicycle Network – Southeast Salem
- 8-4: Pedestrian Network – Northeast Salem
- 8-5: Pedestrian Network – Southeast Salem
- 8-9: Pedestrian Project Prioritization – Northeast Salem
- 8-10: Pedestrian Project Prioritization – Southeast Salem

The Salem TSP, Street System Element Policy 4.5, allows alignments of future streets to shift up to 200 feet from the adopted alignment. The development has requested that the alignment be shifted approximately 585 feet, which is greater than 200 feet, thereby requiring an amendment to the Salem TSP.

*Policy 4.5 Deviation of Future Street Alignments*

*Between its intersections with arterial and collector streets, the location of a street right-of-way can be varied up to 200 feet on either side of the planned roadway centerline as identified in the Salem Transportation System Plan with the approval of the Public Works Director. Deviations greater than 200 feet shall require an amendment to the Salem Transportation System Plan.*

**Procedural Findings:**

Per *Salem Revised Code* (SRC) 64.015, the Salem TSP is a component of the comprehensive plan. Comprehensive plan amendments are either major or minor.

*SRC 64.020(b) Major comprehensive plan amendment. A major comprehensive plan amendment is any amendment to the comprehensive plan that involves the creation, revision, or implementation of broad public policy generally affecting more than one property owner or affecting a large number of individual properties.*

*SRC 64.020(c) Minor comprehensive plan amendment. A minor comprehensive plan amendment is:*

- (1) *Any amendment other than a major comprehensive plan amendment;*  
*and*

- (2) *Any amendment that is necessary to comply with an order, directive, or recommendation of a governmental body responsible for administering state land use law, or to comply with an order of a court having jurisdiction over litigation involving state land use law. As used in this section, the term "governmental body responsible for administering state land use law" includes, but is not limited to, the Land Use Board of Appeals, the Land Conservation and Development Commission, and the Department of Land Conservation and Development.*

The proposed amendment would include the following changes to the Salem TSP:

- Street System Element
  - Amend maps 3-1, 3-5, and 3-7 to reflect the shift in alignment for Greencrest Street NE;
  - Northeast Salem Projects: move text describing the Greencrest Street NE Extension project from low priority projects (page 3-41) to the section, "New Streets and Extensions of Existing Streets (Medium Priority)" on page 3-40.
  - Delete the reference to Marion County associated with the Greencrest Street NE Extension project in text and in Table 3-6, Medium Priority Street Improvement Projects.
- Bicycle System Element
  - Amend maps 7-2 and 7-3 to reflect the shift in alignment for Greencrest Street NE;
- Pedestrian System Element
  - Amend maps 8-4, 8-5, 8-9, and 8-10 to reflect the shift in alignment for Greencrest Street NE.

The proposed amendment meets the definition of a minor comprehensive plan amendment because it does not involve creation, revision, or implementation of broad public policy generally affecting more than one property owner or affecting a large number of individual properties. According to SRC 64.020, a minor comprehensive plan amendment can be initiated by staff.

Pursuant to SRC 300.1110(a)(3), staff initiated this legislative land use proceeding by placing Ordinance Bill No. 18-19 on the Council agenda for first reading on

October 28, 2019. City Council referred Ordinance Bill No. 18-19 to public hearing before the Planning Commission.

Mailed and published notice of the public hearing on this legislative land use proceeding was provided pursuant to SRC 300.1110.

### **Substantive Findings:**

SRC 64.020(f)(2) establishes the criteria under which a minor comprehensive plan amendment may be made:

*(A) The amendment does not significantly change or amend key principles or policies in the comprehensive plan;*

**Finding:** The Salem TSP, Street System Element, Policy 1.5, System of Collector Streets, states, "The City's street system shall contain a network of collector streets that serve to connect local traffic to and from the arterial street system." According to the Salem TSP, Street System Element Table 3-1, City of Salem Street Classification and Basic Design Guidelines, a collector street primarily distributes traffic between neighborhoods, activity centers, and the arterial street system. Secondly, a collector provides property access. The realignment of the proposed Greencrest Street NE extension does not change its function as a north-south collector street. It will continue to distribute traffic between neighborhoods, activity centers, and the arterial street system while also providing property access. For these reasons, the amendment satisfies this criterion.

*(B) The amendment does not require substantial changes to plan language to maintain internal plan consistency;*

**Finding:** The amendment calls for connecting Greencrest Street NE to State Street opposite Oakmont Court SE, which is approximately 585 feet east of the original alignment that connected to State Street opposite Cougar Court SE. The Salem TSP, Street System Element, Policy 4.5 states that any deviation of over 200 feet for a planned roadway shall require an amendment to the Salem TSP. As realigned, the extension of Greencrest Street NE will continue to serve as a north-south collector between Auburn Road NE and State Street, east of Cordon Road SE. For these reasons, the amendment satisfies this criterion.

*(C) The amendment does not require significant factual or policy analysis;*

**Finding:** The Greencrest Street NE extension would perform the same function in the new alignment as it would in the alignment currently called for in the Salem TSP and satisfies Comprehensive Transportation Policies 5 and 6:

Policy 5. The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

Policy 6. The provision of transportation facilities and services shall reflect and support land use designations and development patterns as identified in the *Salem Area Comprehensive Plan*. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand, residential densities, retail, and employment centers.

Because the Greencrest Street NE extension would perform the same function in the new alignment, the amendment satisfies this criterion.

*(D) The amendment is in the public interest of the public health, safety, and welfare of the City;*

**Finding:** Comprehensive Transportation Policy 15, Transportation Safety, states:

Local governments within the Salem Urban Area shall make as a high priority the planning, design, construction, and operation of a safe transportation system for all modes of travel including minimizing conflicts between different travel modes.

The new alignment behaves in the same manner as the previous alignment and does not interfere with the public health, safety, or welfare of the City. The amendment is consistent with the Salem TSP and satisfies this criterion.

*(E) The amendment conforms to the applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development.*

**Finding:** The Salem TSP has been acknowledged by the Department of Land Conservation and Development. The realigned Greencrest Street NE extension continues to conform to the standards and policies set within the Salem TSP, and thus all applicable goals and administrative rules adopted by the Department of Land Conservation and Development. The amendment satisfies this criterion.

Julie Warncke  
Transportation Planning Manager

**Attachments:**

1. Greencrest Vicinity Map
2. Ordinance Bill No. 18-19
3. Exhibit 1 of Ordinance Bill No. 18-19
4. Memorandum dated August 1, 2019, Pictsweet Greencrest Street Alignment, Transight Consulting, LLC
5. Memorandum dated October 11, 2019, Greencrest Street Alignment, Transight Consulting, LLC

## Vicinity Map Greencrest Street NE

Center St NE

Greencrest St NE

Auburn Rd NE

Greencrest Street NE Extension  
Proposed TSP Alignment

Greencrest Street NE Extension  
Current TSP Alignment

Cordon Rd NE

State St

Cougar Ct SE

Oakmont Ct SE

49th Ave SE





**ORDINANCE BILL NO. 18-19**

AN ORDINANCE RELATING TO AMENDING THE SALEM TRANSPORTATION  
SYSTEM PLAN; A COMPONENT OF THE SALEM AREA COMPREHENSIVE PLAN;  
AND AMENDING SRC 64.005

*The City of Salem ordains as follows:*

**Section 1. Findings.** *Salem Revised Code* (SRC) 64.020(f)(2) establishes the criteria under  
which a minor comprehensive plan amendment may be made:

*(A) The amendment does not significantly change or amend key principles or policies in the  
comprehensive plan;*

**Finding:** The Salem *Transportation System Plan* (TSP), Street System Element, Policy  
1.5, System of Collector Streets, states, “The City’s street system shall contain a network  
of collector streets that serve to connect local traffic to and from the arterial street system.”  
According to the Salem TSP, Street System Element Table 3-1, City of Salem Street  
Classification and Basic Design Guidelines, a collector street primarily distributes traffic  
between neighborhoods, activity centers, and the arterial street system. Secondly, a  
collector provides property access. The realignment of the proposed Greencrest Street NE  
extension does not change its function as a north-south collector street. It will continue to  
distribute traffic between neighborhoods, activity centers, and the arterial street system  
while also providing property access. For these reasons, the amendment satisfies this  
criterion.

*(B) The amendment does not require substantial changes to plan language to maintain  
internal plan consistency;*

**Finding:** The amendment calls for connecting Greencrest Street NE to State Street opposite  
Oakmont Court SE, which is approximately 585 feet east of the original alignment that  
connected to State Street opposite Cougar Court SE. The Salem TSP, Street System Element,  
Policy 4.5 states that any deviation of over 200 feet for a planned roadway shall require an  
amendment to the TSP. As realigned, the extension of Greencrest street NE will continue to  
serve as a north-south collector between Auburn Road NE and State Street, east of Cordon  
Road. For these reasons, the amendment satisfies this criterion.

1 (C) *The amendment does not require significant factual or policy analysis;*

2 **Finding:** The Greencrest Street NE extension would perform the same function in the new  
3 alignment as it would in the alignment currently called for in the TSP, and satisfies  
4 Comprehensive Transportation Policies 5 and 6:

5 *Comprehensive Transportation Policy 5:* “The vehicle, transit, bicycle, and pedestrian  
6 circulation systems shall be designed to connect major population and employment  
7 centers in the Salem Urban Area, as well as provide access to local neighborhood  
8 residential, shopping, schools, and other activity centers.”

9 *Comprehensive Transportation Policy 6:* “The provision of transportation facilities and  
10 services shall reflect and support land use designations and development patterns as  
11 identified in the *Salem Area Comprehensive Plan*. The design and implementation of  
12 transportation facilities and services shall be based on serving current and future travel  
13 demand, residential densities, retail, and employment centers.”

14 Because the Greencrest Street NE extension would perform the same function in the new  
15 alignment, the amendment satisfies this criterion.

16 (D) *The amendment is in the public interest of the public health, safety, and welfare of the*  
17 *City;*

18 **Finding:** Comprehensive Transportation Policy 15, Transportation Safety, states: “Local  
19 governments within the Salem Urban Area shall make as a high priority the planning,  
20 design, construction, and operation of a safe transportation system for all modes of travel  
21 including minimizing conflicts between different travel modes.”

22 The new alignment behaves in the same manner as the previous alignment and does not  
23 interfere with the public health, safety, or welfare of the City. The amendment is  
24 consistent with the TSP and satisfies this criterion.

25 (E) *The amendment conforms to the applicable statewide planning goals and applicable*  
26 *administrative rules adopted by the Department of Land Conservation and Development.*

27 **Finding:** The TSP has been acknowledged by the Department of Land Conservation and  
28 Development. The realigned Greencrest Street NE extension continues to conform to the  
29 standards and policies set within the TSP, and thus all applicable goals and administrative  
30

rules adopted by the Department of Land Conservation and Development. The amendment satisfies this criterion.

**Section 2.** The *Salem Transportation System Plan*, Street System Element, Bicycle System Element, and Pedestrian System Element are hereby amended as set forth in “Exhibit 1,” which is attached hereto and incorporated herein by reference.

**Section 3.** SRC 64.005 is amended to read as follows:

*Salem Transportation System Plan* means that certain document of that title adopted by Ordinance No. 64-98, enacted August 24, 1998; and amended by Ordinance 9-2000, enacted February 14, 2000; Ordinance No. 27-2001, enacted May 14, 2001; Ordinance No. 2-05, enacted January 25, 2005; Ordinance No. 11-05, enacted March 28, 2005; Ordinance No. 85-07, enacted July 9, 2007; Ordinance No. 119-07, enacted November 5, 2007; Ordinance No. 12-10, enacted April 26, 2010; Ordinance No. 20-12, enacted December 10, 2012; Ordinance No. 6-14, enacted May 27, 2014; Ordinance No. 1-16, enacted February 8, 2016; ~~and~~ Ordinance No. 4-18, enacted August 13, 2018; and Ordinance No. 18-19, enacted [insert date].

**Section 4. Codification.** In preparing this ordinance for publication and distribution, the City Recorder shall not alter the sense, meaning, effect, or substance of this ordinance, but within such limitations, may:

- (a) Renumber sections and parts of sections of the ordinance;
- (b) Rearrange sections;
- (c) Change reference numbers to agree with renumbered chapters, sections, or other parts;
- (d) Delete references to repealed sections;
- (e) Substitute the property subsection, section, or chapter, or other division numbers;
- (f) Change capitalization and spelling for the purpose of uniformity;
- (g) Add headings for purposes of grouping like sections together for ease of reference;
- and
- (h) Correct manifest clerical, grammatical, or typographical errors.

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PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2019.

ATTEST:  
City Recorder  
Approved by City Attorney: \_\_\_\_\_

Checked by: Julie Warncke