

# NOTICE OF DECISION

PLANNING DIVISION  
555 LIBERTY ST. SE, RM 305  
SALEM, OREGON 97301  
PHONE: 503-588-6173  
FAX: 503-588-6005



*Si necesita ayuda para comprender esta informacion, por favor llame  
503-588-6173*

## DECISION OF THE PLANNING ADMINISTRATOR

**PHASED SUBDIVISION CASE NO.: SUB21-09**

**APPLICATION NO.: 21-113071-LD**

**NOTICE OF DECISION DATE:** November 3, 2021

**SUMMARY:** A proposal to develop 29.68 acres into ~~438~~ 139 single family lots in two phases of development.

**REQUEST:** A phased subdivision tentative plan to divide approximately 29.68 acres into ~~438~~ 139 single family lots ranging in size from 4,000 square feet to 3.64 acres in two phases of development. The applicant is requesting alternative street standards to:

- 1) Increase the maximum grade for Hilfiker Lane SE (Type B Collector Street) from 8 percent to 9.3 percent;
- 2) Increase the maximum grade for 12th Street SE (Local Street) from 12 percent to 17.9 percent; and
- 3) Increase the street spacing and connectivity standards in SRC Chapter 803 to allow proposed Hilfiker Lane SE, Ramsay Road SE and Hillrose Street SE to exceed the 600-foot block length and 600-foot street connectivity standards in SRC Chapter 803.
- 4) Increase the street spacing and connectivity standards in SRC Chapter 803 to allow the frontage along 12th Street SE between the northwest boundary and Drexler Drive SE, and the north boundary of the subject property between Mandy Avenue SE and Hilfiker Lane SE to exceed the 600-foot block length and 600-foot street connectivity standards.
- 5) Allow a section of sidewalk along 12th Street SE adjacent to the natural area to be constructed along the curbline instead of the property line.

The subject property is approximately 29.68 acres in size, zoned RA (Residential Agriculture) and RS (Single Family Residential), and located at 4540 Pringle Road SE - 97302 (Marion County Assessor Map and Tax Lot numbers: 083W11BC / 03000 and 03200).

**APPLICANT:** Martin Kehoe, Kehoe Northwest Properties, LLC

**LOCATION:** 4540 Pringle Rd SE, Salem OR 97302

**CRITERIA:** Salem Revised Code (SRC) Chapter 205.010(d) – Subdivision Tentative Plan

**FINDINGS:** The findings are in the attached Decision dated November 3, 2021.

**DECISION:** The **Planning Administrator APPROVED** Phased Subdivision SUB21-09 subject to the following conditions of approval:

**Conditions of Approval for Both Phases:**

- Condition 1:** An Inadvertent Discovery Plan shall be filed with the City prior to any ground disturbing activity associated with development.
- Condition 2:** Dwellings constructed on proposed lots 82-87, which access portions of 12<sup>th</sup> Street SE that exceed 12 percent street grade, shall require installation of fire sprinklers in compliance with applicable Fire Department access and fire prevention standards.
- Condition 3:** The front property lines for corner lots shall be designated as follows:

<b>Lot Number</b>	<b>Front Lot Designation</b>
5	North line abutting Aldridge Ave
6	East line abutting Hillrose St
21	North line abutting Hilfiker Ln
25	North line abutting Hilfiker Ln
39	West line abutting Ramsay Rd
50	North line abutting Hilfiker Ln
69	South line abutting Hilfiker Ln
76	East line abutting Hilfiker Ln
81	North line abutting Drexler Dr
88	South line abutting Drexler Dr
90	South line abutting Drexler Dr
97	South line abutting Walton Wy
108	West line abutting Walton Wy
109	East line abutting Hilfiker Ln
119	North line abutting Walton Wy
121	South line abutting McCollum St
122	North line abutting McCollum St
126	East line abutting Hilfiker Ln
133	East line abutting Hilfiker Ln
134	West line abutting Porter Pl

- Condition 4:** The flag lot accessway shall be paved in accordance with the requirements of SRC 800.025(c), Table 800-1. "NO PARKING—FIRE LANE" signs shall be posted on both sides of that segment of the flag lot accessway that is a fire apparatus roadway and "NO PARKING" signs shall be posted on both sides of any remaining portion of the accessway.
- Condition 5:** Recorded covenants, conditions, and restrictions for the development shall be provided prior to final plat approval that shall include a provision that such facilities and common property be perpetually operated and maintained by a property owners' association consistent with the requirements of SRC 205.035(f).

- Condition 6:** Provide a 10-foot public utility easement along the street frontage of all internal streets.
- Condition 7:** Coordinate with the City to eliminate the reserve blocks located along the existing rights-of-way abutting the subject property.
- Condition 8:** Trees proposed for removal that are located within the right-of-way of abutting streets shall follow the procedures of SRC Chapter 86.
- Condition 9:** Construction of facilities in the right-of-way is required prior to final plat except as authorized in an improvement agreement per SRC 205.035(c)(7)(B).
- Condition 10:** Water meters serving the S-1 water service level shall be connected to the S-1 water system, and water meters serving the S-2 water service level shall be connected to the S-2 water system except as authorized by PWDS.
- Condition 11:** Provide an engineered stormwater design pursuant to SRC 71 and PWDS to accommodate future impervious surface on all proposed lots.
- Condition 12:** All necessary (existing and proposed) access and utility easements must be shown on the final plat.

**Phase 1 Conditions of Approval:**

- Condition 13:** Construct Hilfiker Lane SE from the intersection with 12<sup>th</sup> Street SE to the intersection of Pringle Road SE and Battle Creek Road SE to Collector B Street standards and in compliance with PWDS. Hilfiker Lane SE at the intersection of Pringle Road SE and Battle Creek Road SE shall include an eastbound to northbound left turn lane and an eastbound to southbound right turn lane. The maximum street grade for Hilfiker Lane shall be 10 percent.
- Condition 14:** Construct a left turn lane from northbound Battle Creek Road SE to westbound Hilfiker Lane SE as described in the applicant's TIA.
- Condition 15:** Construct internal streets to Local street standards, with the following exceptions: proposed Hilfiker Lane SE, Ramsay Road SE, and Hillrose Street SE may exceed the 600-foot block length and 600-foot street connectivity standards in SRC Chapter 803 as shown on the application materials.
- Condition 16:** Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of Hillrose Street SE. Construct a three-quarter-street improvement along the frontage of Hillrose Street SE to Local street standards.
- Condition 17:** From Chaparral to the west line of tax lot 083W11BC03200, provide a 30-foot-wide public access easement along the south line of the subject property. The easement may be revoked if permanent transportation facilities are provided in a different alignment upon full build-out of the future phase on the subject property.

**Condition 18:** Provide a minimum 15-foot-wide pedestrian access easement and construct a minimum 10-foot-wide pedestrian walkway pursuant to PWDS between Hilfiker Lane and Ramsay Road and through the proposed open space.

**Phase 2 Conditions of Approval:**

**Condition 19:** Construct internal streets to Local street standards.

**Condition 20:** Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of 12<sup>th</sup> Street SE, including sufficient right-of-way to accommodate public infrastructure at the property corners. Construct a half-street improvement along the frontage of 12<sup>th</sup> Street SE to local street standards except as follows:

- a. The street grade may exceed the standard of 12 percent by matching the existing grade of 12<sup>th</sup> Street SE.
- b. The sidewalk may be located along the curb line abutting the open space area.

The rights granted by the attached decision must be exercised, or an extension granted, by November 19, 2023, or this approval shall be null and void.

Application Deemed Complete:	<u>September 13, 2021</u>
Notice of Decision Mailing Date:	<u>November 3, 2021</u>
Decision Effective Date:	<u>November 19, 2021</u>
State Mandate Date:	<u>February 10, 2022</u>

Case Manager: Aaron Panko, Planner III, [APanko@cityofsalem.net](mailto:APanko@cityofsalem.net), 503-540-2356

This decision is final unless written appeal and associated fee (if applicable) from an aggrieved party is filed with the City of Salem Planning Division, Room 320, 555 Liberty Street SE, Salem OR 97301, or by email at [planning@cityofsalem.net](mailto:planning@cityofsalem.net), no later than 5:00 p.m., Thursday, November 18, 2021. The notice of appeal must contain the information required by SRC 300.1020 and must state where the decision failed to conform to the provisions of the applicable code section, SRC Chapter 205. The appeal fee must be paid at the time of filing. If the appeal is untimely and/or lacks the proper fee, the appeal will be rejected. The Salem Planning Commission will review the appeal at a public hearing. After the hearing, the Salem Planning Commission may amend, rescind, or affirm the action, or refer the matter to staff for additional information.

The complete case file, including findings, conclusions and conditions of approval, if any, is available for review by contacting the case manager, or at the Planning Desk in the Permit Application Center, Room 305, City Hall, 555 Liberty Street SE, during regular business hours.

<http://www.cityofsalem.net/planning>

**BEFORE THE PLANNING ADMINISTRATOR OF THE CITY OF SALEM  
(SUBDIVISION PLAT NO. 21-09)**

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<http://www.cityofsalem.net/planning>*

**IN THE MATTER OF THE  
APPROVAL OF TENTATIVE  
SUBDIVISION CASE NO. 21-09  
4540 PRINGLE ROAD SE**

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**FINDINGS AND ORDER**

**NOVEMBER 3, 2021**

**REQUEST**

A phased subdivision tentative plan to divide approximately 29.68 acres into 438 139 single family lots ranging in size from 4,000 square feet to 3.64 acres in two phases of development. The applicant is requesting alternative street standards to:

- 1) Increase the maximum grade for Hilfiker Lane SE (Type B Collector Street) from 8 percent to 9.3 percent;
- 2) Increase the maximum grade for 12th Street SE (Local Street) from 12 percent to 17.9 percent; and
- 3) Increase the street spacing and connectivity standards in SRC Chapter 803 to allow proposed Hilfiker Lane SE, Ramsay Road SE and Hillrose Street SE to exceed the 600-foot block length and 600-foot street connectivity standards in SRC Chapter 803.
- 4) Increase the street spacing and connectivity standards in SRC Chapter 803 to allow the frontage along 12<sup>th</sup> Street SE between the northwest boundary and Drexler Drive SE, and the north boundary of the subject property between Mandy Avenue SE and Hilfiker Land SE to exceed the 600-foot block length and 600-foot street connectivity standards.
- 5) Allow a section of sidewalk along 12<sup>th</sup> Street SE adjacent to the natural area to be constructed along the curbline instead of the property line.

The subject property is approximately 29.68 acres in size, zoned RA (Residential Agriculture) and RS (Single Family Residential), and located at 4540 Pringle Road SE - 97302 (Marion County Assessor Map and Tax Lot numbers: 083W11BC / 03000 and 03200).

**PROCEDURAL FINDINGS**

1. On July 14, 2021, a consolidated application for a Phased Subdivision Tentative Plan was filed for a proposal to divide an approximately 29.68 acres located at 4540 Pringle Road SE (Attachment A) into 138 single family lots in two phases of development.
2. On September 13, 2021, the applicant provided a response to staff's incomplete letter, including revised plans and written findings. The applicant indicated per ORS 227.178(2)(a) that all of the missing information has been provided and that the City is required to start the 120-day period for issuance of a final decision under ORS 227.178(1).
3. The application was deemed complete for processing on September 13, 2021. Notice to surrounding property owners was mailed pursuant to Salem Revised Code on September 17, 2021, and public notice was posted on the subject property on September 17, 2021 pursuant to SRC 300.520(b)(2).

4. On October 25, 2021, the applicant provided updated application materials that include an adjustment to the phasing plan, inclusion of the existing homestead as a separate lot in the subdivision which increased the number of lots proposed from 138 to 139, an updated tree inventory, and additional written findings.
5. On October 27, 2021, the applicant granted a 30-day time extension, extending the state-mandated local decision deadline from January 11, 2022 to February 10, 2022.

## **SUBSTANTIVE FINDINGS**

### **1. Proposal**

The tentative plan proposes to divide approximately 29.68 acres into 139 lots for residential development. The lots proposed for residential development range in size from approximately 4,000 square feet to approximately 3.64 acres. All lots take access directly from public streets, except for proposed lots 66 which will be served by a flag-lot accessway.

The applicant is requesting alternative street standards to increase the street spacing, connectivity, and development standards in SRC Chapter 803 to:

- 1) Increase the maximum grade for Hilfiker Lane SE (Type B Collector Street) from 8 percent to 9.3 percent;
- 2) Increase the maximum grade for 12th Street SE (Local Street) from 12 percent to 17.9 percent; and
- 3) Increase the street spacing and connectivity standards in SRC Chapter 803 to allow proposed Hilfiker Lane SE, Ramsay Road SE and Hillrose Street SE to exceed the 600-foot block length and 600-foot street connectivity standards in SRC Chapter 803.
- 4) Increase the street spacing and connectivity standards in SRC Chapter 803 to allow the frontage along 12<sup>th</sup> Street SE between the northwest boundary and Drexler Drive SE, and the north boundary of the subject property between Mandy Avenue SE and Hilfiker Land SE to exceed the 600-foot block length and 600-foot street connectivity standards.
- 5) Allow a section of sidewalk along 12<sup>th</sup> Street SE adjacent to the natural area to be constructed along the curbline instead of the property line.

The proposal includes three open space areas in Phase 1, an open space area approximately 0.41 acres in size accessible by a proposed bike and pedestrian pathway near the center of the property, an open space area approximately 0.53 acres in size to be used primarily for stormwater detention at the northeast corner of the property and a small area approximately 2,319 square feet in size as a remainder due to street alignment for Hillrose Street SE and Hilfiker Land SE. In Phase 2, an open space area approximately 3.14 acres in size is proposed, the area will be used for stormwater detention, with the remaining area left as a natural area.

### **2. Existing Conditions**

#### Site and Vicinity

The subject property (Attachment A) contains two separate lots with a combined size of approximately 29.68 acres, approximately 1,200 feet in width east to west, and which extends

approximately 1,050 feet in depth north to south. The subject property abuts existing single-family residential subdivisions to the north, east, and west. Hilfiker Park abuts the property to the southeast and a residential subdivision abuts the property to the southwest.

The subject property is sloped with the highest elevation approximately 395 feet near the southwest corner of the subject property then falling to approximately 330 feet near the unnamed mapped waterway at the northwest corner and approximately 320 feet near the northeast corner of the property.

The subject property does not contain any known archaeological sites; however, as the area is within a high probability archaeological zone, an Inadvertent Discovery Plan is required prior to any ground disturbing activity associated with development.

**Condition 1:** An Inadvertent Discovery Plan shall be filed with the City prior to any ground disturbing activity associated with development.

#### Salem Area Comprehensive Plan (SACP) Designation

*Urban Growth Policies:* The subject property is located inside of the Salem Urban Growth Boundary and inside the corporate city limits.

*Comprehensive Plan Map:* The subject property is designated “Single Family Residential” on the Salem Area Comprehensive Plan (SACP) Map. The surrounding properties are designated as follows:

North: Single Family Residential

South: West side, across Hilfiker Lane SE, Single Family Residential  
East side, Single Family Residential

East: Across Hillrose Street SE, Single Family Residential

West: Across 12<sup>th</sup> Street SE, Single Family Residential

#### Zoning and Surrounding Land Use

The subject property is zoned RA (Residential Agriculture) and RS (Single Family Residential) and currently contains a single-family dwelling and several outbuildings associated with the Meyer Farm Homestead. The surrounding properties are zoned and used as follows:

North: RS (Single Family Residential); single family dwellings

South: West side, across Hilfiker Lane SE, RS (Single Family Residential); single family dwellings  
East side, RA (Residential Agriculture); Hilfiker Park and single-family dwelling

East: Across Hillrose Street SE, RS (Single Family Residential); single family dwellings

West: Across 12<sup>th</sup> Street SE, RS (Single Family Residential); single family dwellings

### Relationship to Urban Service Area

The subject property is within the City's Urban Service Area.

### Infrastructure

- Water:* The subject property is within the S-1 and S-2 water service levels.
- A 12-inch water mains are located in Hilfiker Lane SE and Hillrose Street SE.
- An 8-inch water main is located in Mandy Avenue SE.
- A 6-inch and 80inch water main is located in 12<sup>th</sup> Street SE.
- Sewer:* An 8-inch sanitary sewer main is located in Hilfiker Lane SE.
- An 8-inch sewer main is located in Hillrose Street SE.
- A 6-inch sewer main is located in Mandy Avenue SE.
- An 8-inch sewer main is located in 12<sup>th</sup> Street SE. The 8-inch main extends across the northwestern corner of the subject parcel, connecting to Albert Road SE to the north.
- Storm Drainage:* A 10-inch storm main is located in Hilfiker Lane SE.
- A 10-inch storm main is located in Hillrose Street SE at the northeast corner of the subject parcel.
- A 10-inch storm main is located in Mandy Avenue SE.
- A 24-inch storm main is located in 12<sup>th</sup> Street SE.
- Streets:* Hilfiker Lane SE abuts the subject property along the southwest and is designated as a collector street in the Salem Transportation System Plan (TSP).
- o The standard for this street classification is a 40-foot-wide improvement within a 60-foot-wide right-of-way.
  - o This street currently has an approximate 15-foot improvement within a 30-foot-wide right-of-way abutting a portion of the subject property.
- Hillrose Street SE abuts the subject property along the eastern boundary and is designated as a local street in the Salem Transportation System Plan (TSP).



- o The standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
- o This street has an approximate 10-foot turnpike improvement within a 30-foot-wide right-of-way abutting the subject property.

Mandy Avenue SE abuts the subject property to the north and is designated as a local street in the Salem Transportation System Plan (TSP).

- o The standard for this street classification is a 30-foot improvement within a 60-foot-wide right-of-way.
- o This street has an approximate 30-foot improvement within a 60-foot right-of-way abutting the subject property.

12<sup>th</sup> Street SE abuts the subject property to the west and is designated as a local street in the Salem Transportation System Plan (TSP).

- o The standard for this street classification is a 30-foot improvement within a 60-foot-wide right-of-way.
- o This street has an approximate 20-foot improvement within a 30-foot right-of-way along the frontage abutting the subject property.

*Parks:* The proposed development is served by an undeveloped park (Hilfiker Park) abutting the southern boundary of the subject property.

### 3. Applicant's Plans and Statement

Land use applications must include a statement addressing the applicable approval criteria and be supported by proof they conform to all applicable standards and criteria of the Salem Revised Code. The written statement provided by the applicant summarizing the request and addressing the applicable approval criteria, as well as the tentative subdivision plan illustrating the proposed development on the property, are attached to this report as follows:

- Tentative Subdivision Plan: **Attachment B**
- Applicant's Written Statement: **Attachment C**

### 4. Summary of Record

The following items are submitted to the record and are available upon request: All materials submitted by the applicant, including any applicable professional studies such as traffic impact analysis, geologic assessments, and stormwater reports; any materials and comments from public agencies, City departments, neighborhood associations, and the public; and all documents referenced in this report.

## 5. Land Use History

- **Property Line Adjustment (Case No. LLA95-09):** A proposed to adjust the lot lines between two parcels identified as Tax Lots 3000 and 3200 resulting in lots approximately 24.58 acres and 5.16 acres in size. This property line adjustment was not finalized and has expired.

## 6. Public and Private Agency Review

**Building and Safety Division** – The Building and Safety Division has reviewed the proposal and indicated no concerns.

**Fire Department** – The Salem Fire Department has reviewed the proposal and indicated that the street grade on 12<sup>th</sup> Street SE is existing. Due to the difficulty for emergency vehicles to access 12<sup>th</sup> Street SE because of existing/proposed street grade, development of homes accessing the portion of 12<sup>th</sup> Street SE exceeding 12 percent grade will require fire sprinklers in the structures and the installation of a new fire hydrant along 12<sup>th</sup> Street near the subject property to fully comply with Fire Department access and fire prevention standards. The remaining development will require two separate and approved means of fire department access and fire hydrants will be required to be located within 600 feet of all structures as measured along an approved route. Any fire department access roads over 150 feet in length will require an approved turn around if the road is a dead end.

**Condition 2:** Dwellings constructed on proposed lots 82-87, which access portions of 12<sup>th</sup> Street SE that exceed 12 percent street grade, shall require installation of fire sprinklers in compliance with applicable Fire Department access and fire prevention standards.

**Public Works Department** – The City of Salem Public Works Department, Development Services Section, reviewed the proposal and has provided comments included in full as **Attachment D**.

**Salem-Keizer Public Schools** – Planning and Property Services staff for the Salem-Keizer School District reviewed the proposal and submitted comments included in full as **Attachment E**.

## 7. Neighborhood Association Comments and Public Comments

The subject property is located within the boundaries of the Morningside Neighborhood Association (MNA).

Applicant Neighborhood Association Contact. SRC 300.310 requires an applicant to contact the neighborhood association(s) whose boundaries include, and are adjacent to, property subject to specific land use application requests. Pursuant to SRC 300.310(b)(1), land use applications included in this proposed consolidated land use application request require neighborhood association contact. On June 23, 2021, the applicant contacted the MNA Chair and Land Use Chair informing them of the proposed project.

Homeowners Association

The subject property is not located within a Homeowners Association.

Neighborhood Association and Public Comment: Notice of the application was provided to MNA pursuant to SRC 300.520(b)(1)(B)(v), which requires notice to be sent to any City-recognized neighborhood association whose boundaries include, or are adjacent to, the subject property. Notice was provided, pursuant to SRC 300.520(b)(1)(B)(iii), (vi), & (vii), to all property owners and tenants within 250 feet of the subject property, posted notice was also provided on each street frontage during the comment period pursuant to SRC 300.520(b)(2). Morningside Neighborhood Association, adjacent South Gateway Neighborhood Association and 72 public comments (**Attachment F**) were provided prior to the comment period ending, which are summarized below followed by a staff response. The applicant has also provided a statement addressing public comments which is included as **Attachment G**.

- A. Tree Removal.** Several comments received express concern regarding the removal of trees, including significant Oregon White Oaks, which will be required to accommodate the proposed subdivision.

**Staff Response:** Tree preservation and removal in conjunction with proposed subdivisions is regulated under the City's tree preservation ordinance (SRC Chapter 808). As required under SRC Chapter 808, the applicant submitted a tree conservation plan in conjunction with the proposed subdivision that identifies a total of 808 trees on the property, 28 of which are significant trees (Oregon white oaks with a diameter at breast height of 24 inches or greater).

The tree conservation plan approval criteria require in part that no significant trees are designated for removal, no trees or native vegetation in a riparian corridor are designated for removal, and not less than 25 percent of all trees located on the property are designated for preservation. Of the 808 total existing trees on the property, the proposed tree conservation plan identifies 355 trees (43.9%) for preservation and 453 trees (56.1%) for removal. The proposal protects all trees and native vegetation in the riparian corridor located at the northwest corner of the subject property.

Of the 453 trees proposed for removal, four are significant oaks which the applicant has identified for removal based on their location within either the future building envelopes of lots or adjacent to required street and/or sidewalk improvements. Tree 2823 is proposed for removal due to grading for Lot 40, Tree 3213 is proposed for removal due to grading for Lot 60, Tree 3228 is proposed for removal due to grading for Lot 62, and Tree 3194 is proposed for removal due to grading for Hilfiker Lane SE. Their removal is necessary because of no reasonable design alternatives that would enable their preservation. The tree conservation plan is being reviewed by staff and, if approved, will be binding on the lots until final occupancy is granted for the construction of dwelling units on the lots.

In addition to the trees located on the subject property, there are also several trees located within the existing right-of-way for 12<sup>th</sup> Street SE and Hillrose Street SE, including one

significant tree. Pursuant to the tree preservation ordinance (SRC Chapter 808), tree conservation plans are required to identify and preserve the minimum required number of trees on private property. Trees located within the existing right-of-way of 12<sup>th</sup> Street SE and Hillrose Street SE are not located on the property; they are not subject to the provisions of SRC Chapter 808 and are not counted toward the total number of trees on the site. These trees are instead considered trees on City owned property and subject to the provisions of SRC Chapter 86. Based on the current under-improved width of 12<sup>th</sup> Street SE and Hillrose Street SE, the existing trees within the right-of-way, including one significant tree (tree 2579), will likely need to be removed to accommodate the required widening, sidewalk installation, and grading associated with required street improvements. Removal of street trees requires a permit pursuant to SRC 86.090.

**B. Traffic Impact and Safety.** Comments received expressed concern with traffic impacts related to the subdivision. Concerns were also expressed regarding the intersection of Hilfiker Street SE and Commercial Street SE, and the proposed intersection of Battle Creek Road SE and Hilfiker Street SE.

**Staff Response:** Addressing traffic safety, the applicant submitted a traffic impact analysis that demonstrated what improvements needed to be made to mitigate the traffic impacts from the proposed subdivision. All interior and abutting streets are being constructed to meet Public Works Design Standards, except where alternative street standards have been authorized.

The City of Salem has recognized the lack of east-west connectivity in this area. The Salem Transportation System Plan has long identified this extension of Hilfiker Lane as necessary to provide the missing east-west connectivity. The nearest east-west connections are Madrona Avenue SE and Kuebler Boulevard SE. The street was originally classified as a “minor arterial” street. The design of a “minor arterial” street has one travel lane in each direction with a center two-way-left-turn-lane, bike lanes, no on-street parking, and single-family residential driveways are not allowed. About 10 to 15 years ago, the neighborhood association requested that the City downgrade the street to a “collector” street. The design of a “collector” street is one lane in each direction, bike lanes, with provisions for on-street parking (collector B), and single-family residential driveways are allowed.

Per the City of Salem Street Design Standards, the design speed for a “minor arterial” is 45 MPH, meaning the curves would be very flat and would encourage faster traffic along this extension of Hilfiker Lane. The design speed for a “collector” street is 35 MPH, but the developer has requested a “design exception” to allow for a design speed of 25 MPH. At a design speed of 25 MPH the curves are considerably sharper than for a “minor arterial” and will encourage slower travel speeds. The addition of on-street parking and driveways along the roadway will also naturally slow traffic along this route.

The City of Salem will be rebuilding the intersection of Hilfiker Lane SE and Commercial Street SE. The intersection will have a new traffic signal with eastbound and westbound left turn lanes on Hilfiker Lane. This project is expected to be constructed in 2023-2024. The Traffic Impact Analysis accurately reflects the operational conditions of the improved intersection including the traffic generated from this site.

There will be additional traffic using this new connection between Commercial Street and Battle Creek Road but estimating that number of vehicles is impossible to predict. Those additional vehicles that will be traveling along the new extension of Hilfiker Lane, are existing traffic that is being diverted. These vehicles will alleviate congestion on Madrona Avenue SE, Kuebler Boulevard SE and will certainly reduce the number of vehicles that currently cut-through the residential neighborhood using Suntree Drive SE, Mandy Avenue SE, and Albert Drive SE.

This development is not responsible to mitigate existing traffic issues; they are required to mitigate the impacts from their development. The traffic counts used in the analysis is the best information available. Given the on-going COVID-19 Pandemic, traffic volumes have decreased. Kittelson & Associates used the best methodology to adjust traffic volumes upwards to account for Pandemic traffic. The traffic volumes were adjusted upwards on Battle Creek Road by 41% and by 24% on Commercial Street. They were additionally grown by 1.5% per year to reflect general background growth of traffic in Salem.

The improvements at the intersection with Battle Creek Road and Hilfiker Lane will be constructed to ensure there is adequate sight distance for the vehicles turning left from Battle Creek Road, as well as vehicle turning onto Battle Creek Road from Hilfiker Lane.

- C. Loss of Wildlife Habitat and Open Space.** Several comments received express concern regarding the loss of wildlife habitat and open space that will result from tree removal, grading, and development of the subject property.

**Staff Response:** The subject property is located within the Urban Growth Boundary and within Salem City Limits and has been designated on the City of Salem Comprehensive Plan Map as “Single Family Residential”, which anticipates existing or future residential development similar to the subdivision proposed with this application. Loss of wildlife habitat is not a criterion for granting or denying a phased subdivision tentative plan.

In regard to impacts on open space, the Salem Area Comprehensive Plan has adopted goals, policies, and plan map designations to protect identified open space areas. The subject property has not been identified as a natural open space area. Instead, the Comprehensive Plan Map designates the subject property as “Single Family Residential”, and the site has been zoned RS (Single Family Residential). While the subject property is mostly undeveloped with one home on approximately 29.68 acres, the subject property is surrounded by an already developed residential area within the corporate limits of the City of Salem and as the City continues to grow, development is expected to occur in areas designated for residential development.

- D. Parks.** Several comments received suggested that the property should remain as dedicated open space with walking trails, bike paths, and could be used as an extension of abutting Hilfiker Park.

**Staff Response:** The subject property is served by Hilfiker Park, which is an undeveloped park site located southeast of and abutting the subject property. Though many neighborhood comments express a desire for the subject property to be used as park land,

there is no regulatory authority to require that the applicant dedicate all or a portion of the subject property to the City for use as park land. Recent park acquisitions in the area include a community park in the Fairview Development District to the north and a neighborhood park near the intersection of Reed Road and Battle Creek Road.

- E. Impact on Neighborhood Character and Livability.** Several comments received expressed concern about the impact the proposed subdivision will have on adjacent properties and the character of the existing neighborhood due to loss of open space and development of a higher density development with smaller lots sizes than those in the surrounding area.

**Staff Response:** The single-family dwelling parcels proposed within the subdivision range from approximately 4,000 square feet to approximately 3.64 acres in size, which is consistent with the minimum lot size requirement of 4,000 square feet. Their size and layout are consistent with the expected development pattern of properties in the “Single Family Residential” Comprehensive Plan Map designation and RS (Single Family Residential) zone. There is no approval criterion or development standard which requires single family residential lots to resemble adjacent existing developments.

- F. Climate Action Plan.** Comments received express concern that the 139-lot subdivision, which proposes removal of significant trees and will create additional traffic in the area, is contrary to the City’s goals for reducing greenhouse gas emissions.

**Staff Response:** While the Salem Area Climate Action Plan will be used to guide policies aimed at achieving community-wide reductions in greenhouse gas emissions, and adoption of the plan may lead to future changes to the City’s Unified Development Code, this subdivision application has to be reviewed based on the development standards and tree protection standards that are currently adopted. The proposed single-family subdivision is an allowed use under the current zoning for the subject property, the proposed lots meet minimum lot size and dimensional standards, and the proposed tree removal is consistent with tree removal standards in SRC Chapter 808.

- G. Historic Significance of the Site.** Comments received express concern for development of the property given the historic significance of the site.

**Staff Response:** The subject property does not contain any known archaeological sites; however, the area is within a high probability archaeological zone, so an Inadvertent Discovery Plan would be required for any ground disturbing activity associated with development. The existing house is not designated as a Salem Historic Resource; therefore, SRC Chapter 230 does not apply to the proposed development. However, the house was built in 1915 and could be eligible for designation as a local historic resource.

- H. Support for Increased Residential Density.** Comments received indicate that the proposed subdivision does not go far enough to address housing affordability an accessibility and that multi-family residential development should be required for this property.

**Staff Response:** The subject property is currently zoned RA (Residential Agriculture) and will change to RS (Single Family Residential) upon recording of a final subdivision plat. The RA and RS zones do not permit multi-family residential uses. While the community needs more diverse housing options, including multi-family residential development, the City has to evaluate development requests as designed by the applicant for conformance with approval criteria and development standards. The City cannot require an applicant to develop a use that is not permitted under current zoning regulations. The City is required to allow middle housing (duplex, triplex, quadplex, townhouse and cottage cluster developments) in the RS zone with the passage of House Bill 2001. The City is expected to adopt regulations that comply with House Bill 2001 by the end of the year. The proposed lots are of sufficient size to each allow a duplex, at a minimum. The developer or future building has the option of building middle housing if they so choose.

- I. Impact of Stormwater Runoff.** Comments received express concern regarding potential stormwater, drainage and flooding impacts on adjacent properties.

**Staff Response:** As described in further detail in findings included under Section 9 of this decision regarding compliance with the standards set forth in SRC Chapter 71 (Stormwater), the proposed subdivision is required to meet flow control requirements which limit runoff to levels not exceeding pre-existing conditions. The applicant's engineer is required to demonstrate that there is no increase in stormwater runoff from the subject property based on a variety of storm frequencies up to a 100-year storm. All stormwater infrastructure, including flow control and treatment facilities, will be constructed pursuant to Public Works Design Standards.

- J. School Capacity.** Comments received express concern regarding the impact the proposal will have on school capacity.

**Staff Response:** Salem-Keizer Public Schools has reviewed the proposal and provided a memo dated September 29, 2021, included in the attachments, which outlines the anticipated impact of the proposed development on the school district. The City and the School District work closely together on development potential and impacts on school capacity. However, school capacity is not an approval criterion for a tentative subdivision and cannot be applied as such to this application.

## **8. Criteria for Granting a Subdivision Tentative Plan**

The Salem Revised Code (SRC), which includes the Unified Development Code (UDC), implements the Salem Area Comprehensive Plan land use goals, and governs development of property within the city limits. The subdivision process reviews development for compliance with City standards and requirements contained in the UDC, the Salem Transportation System Plan (TSP), and the Water, Sewer, and Storm Drain System Master Plans. A second review occurs for the created lots at the time of site plan review/building permit review to assure compliance with the UDC. Compliance with conditions of approval to satisfy the UDC is checked prior to approval of the final subdivision plat.

SRC 205.010(d) and 205.015(d) sets forth the criteria that must be met before approval can be granted for a phased subdivision tentative plan request. The following subsections are organized with approval criteria shown in bold, followed by findings of fact upon which the Planning Administrator's decision is based. The requirements of SRC 205.010(d) and 205.015(d) are addressed within the specific findings which evaluate the proposal's conformance with the applicable criteria. Lack of compliance with the following criteria is grounds for denial of tentative plan or for the issuance of conditions of approval to more fully satisfy the criteria.

**SRC 205.010(d)(1): The tentative subdivision complies with all standards of this Chapter and with all applicable provisions of the UDC, including, but not limited to, the following:**

**(A) Lot standards, including, but not limited to, standards for lot area, lot width and depth, lot frontage, and designation of front and rear lot lines.**

SRC Chapter 510 (Residential Agriculture) and 511 (Single Family Residential): The proposed subdivision would divide the 29.68-acre property in two phases with a total of 139 lots and four open space areas. The subject property is currently split zoned RA (Residential Agriculture) and RS (Single Family Residential). SRC Chapter 265.015 provides that any land within an RA zone district that is subject to a subdivision approval shall automatically be re-classified to an RS zone district on the date the subdivision plat is recorded. This provision applies to the RA zoned portion of the subject property. Because the zoning of the subject property will be changed to RS with the recording of the final plat for each respective phase, the following analysis of the subdivision for conformance with the requirements of the UDC is based upon the property being rezoned to RS (Single Family Residential). The development standards of the RS zone are established under SRC 511.010 and are addressed as follows:

**Lot Standards for RS zone (SRC Chapter 511, Table 511-2)**

Requirement	Standard
Lot Area (Single Family)	4,000 square feet
Lot Width	40 feet
Lot Depth (Single family and two family)	Min. 70 feet, max. 300% of av. lot width
Lot Depth (Double frontage lots)	Min. 120 feet, max. 300% of av. lot width
Street Frontage	40 feet, or 30 feet applicable to lots fronting a cul-de-sac or curved street. Not applicable to flag lots.

Proposed lots in the subdivision range from approximately 4,000 square feet to 3.64 acres in size and are in compliance with applicable minimum lot area, dimension, and frontage standards. The proposed lots within the subdivision are also of sufficient size and dimension to permit future development of uses allowed within the RS zone.



**Setback Requirements:** SRC Chapter 511 establishes the following setback standards for development within an RS (Single Family Residential) zone:

Front Yards and Yards Adjacent to Streets:

- Minimum 12 feet (minimum 20 feet when adjacent to a street designated 'Collector', 'Arterial', or 'Parkway')
- Minimum 20 feet for garages

Rear Yards:

- Minimum 14 feet (for any portion of a main building not more than one story in height); or
- Minimum 20 feet (for any portion of a main building greater than one story in height)

Interior Side Yards:

- Minimum 5 feet

Setback requirements for future development will be reviewed at the time of application for building permits on individual lots.

SRC Chapter 800 (General Development Standards):

SRC 800.020 (Designation of Lot Lines): SRC 800.020 establishes front lot line designation requirements for corner lots, double frontage lots, flag lots, and all other lots. Corner lots are lots located at the intersection of two or more streets, typically with street frontage on two sides. Provided that lot dimension standards are met, the front lot line for a corner lot shall be the property line abutting a street designated by the building permit applicant. The following proposed lots are corner lots; due to the proposed lot configuration and dimensions, the front lot lines shall be designated as conditioned below. Corner lots not identified in the table may be designated at the time of building permit by the applicant. The lot numbers indicated in the condition are based on the applicant's tentative plan, actual lot numbers may vary at the time of final plat.

**Condition 3:** The front property lines for corner lots shall be designated as follows:

Lot Number	Front Lot Designation
5	North line abutting Aldridge Ave
6	East line abutting Hillrose St
21	North line abutting Hilfiker Ln
25	North line abutting Hilfiker Ln
39	West line abutting Ramsay Rd
50	North line abutting Hilfiker Ln
69	South line abutting Hilfiker Ln
76	East line abutting Hilfiker Ln

81	North line abutting Drexler Dr
88	South line abutting Drexler Dr
90	South line abutting Drexler Dr
97	South line abutting Walton Wy
108	West line abutting Walton Wy
109	East line abutting Hilfiker Ln
119	North line abutting Walton Wy
121	South line abutting McCollum St
122	North line abutting McCollum St
126	East line abutting Hilfiker Ln
133	East line abutting Hilfiker Ln
134	West line abutting Porter Pl

Proposed lot 66 is a flag lot that takes access from a flag lot accessway. For a flag lot, the front lot line shall be the outside property line that is an extension of the flag lot accessway or the property line separating the flag portion of the lot from the lot between it and the street from which access is provided to the flag lot. The front lot line for Lot 66 may be designated by the building permit applicant.

Proposed lot 139, the 3.64-acre lot containing the existing homestead, is a double frontage lot. The front lot line for proposed lot 139 shall be the lot line abutting Hilfiker Lane SE.

The proposal conforms to the requirements of SRC Chapter 800.

#### Flag Lots:

SRC 800.025 establishes the following development standards for flag lot accessways serving residentially zoned lots:

<b>Flag Lot Accessway Standards (Residential Zones)</b>		
	<b>1 to 2 Lots Served by Accessway</b>	<b>3 to 4 Lots Served by Accessway</b>
<b>Length</b>	150 ft. Max.	400 ft. Max.
<b>Width</b>	Min. 20 ft.	25 ft. Min.
<b>Paved Width</b>	Min. 15 ft.	20 ft. Min.
<b>Parking</b>	Not Allowed	Not Allowed
<b>Turnaround</b>	Required for flag lot accessways greater than 150 feet in length. <i>(Unless the buildings served by the flag lot accessway are equipped with approved automatic fire sprinkler systems or where geographic features make it impractical and an alternative means of fire protection is provided and approved by the Fire Marshal)</i>	

Proposed lot 66 is a flag lot. As shown on the applicant's tentative subdivision plan, the flag lot accessway is approximately 115 feet in length and located within a 20-foot wide

flagpole/easement, in conformance with the standards for flag lot accessways serving 1-2 lots.

In order to ensure the proposed flag lot accessway conforms to the requirements of SRC 800.025(d), the following condition of approval shall apply:

**Condition 4:** The flag lot accessway shall be paved in accordance with the requirements of SRC 800.025(c), Table 800-1. "NO PARKING—FIRE LANE" signs shall be posted on both sides of that segment of the flag lot accessway that is a fire apparatus roadway and "NO PARKING" signs shall be posted on both sides of any remaining portion of the accessway.

SRC 800.025(e) provides that within a subdivision, up to 15 percent of the lots may be flag lots. The proposed phased subdivision tentative plan includes 139-lots with one lot (0.7 percent) proposed to be a flag lot, less than the 15 percent maximum.

#### **(B) City Infrastructure Standards.**

The Public Works Department reviewed the proposal for compliance with the City's public facility plans pertaining to provision of water, sewer, and storm drainage facilities. While SRC Chapter 205 does not require submission of utility construction plans prior to tentative subdivision plan approval, it is the responsibility of the applicant to design and construct adequate City water, sewer, and storm drainage facilities to serve the proposed development prior to final plat approval without impeding service to the surrounding area.

SRC Chapter 71 (Stormwater): The proposed subdivision is subject to the stormwater requirements of SRC Chapter 71 and the revised Public Works Design Standards as adopted in Administrative Rule 109, Division 004. To demonstrate that the proposed parcels can meet the PWDS, the applicant shall submit a tentative stormwater design prior to final plat approval. For a tentative stormwater design, the applicant shall submit infiltration test results, the Simplified Method Form or Engineering Method Report as applicable, and a preliminary site plan showing the building envelope and tentative located of stormwater facilities.

As conditioned below, the proposal meets the requirements of SRC Chapter 71.

SRC Chapter 200 (Urban Growth Management): The Urban Growth Management Program requires that an Urban Growth Area (UGA) Development Permit must be obtained prior to development of property outside the Salem Urban Service Area. The subject property is located inside of the Urban Service Area and is served by adequate City utilities.

SRC Chapter 205 (Land Division and Reconfiguration): SRC 205.035(f) provides that where facilities and common property, including but not limited to, private streets, parking areas, privately owned pedestrian walkways and bikeways, and landscape strips, are included within the development, the recorded covenants, conditions, and restrictions for the development shall include a provision that such facilities and common property be perpetually operated and maintained by a property owners' association.

The proposed subdivision includes four open space areas: 1) a 2,319 square foot open space area in Phase 1 at the southeast corner of Hilfiker Lane and Hillrose Street; 2) a 0.53 acre open space and stormwater detention area in Phase 1 north of the intersection of Hilfiker Lane and Hillrose Street; 3) a 0.41 acre open space area in Phase 1 accessible by a pedestrian walkway connecting between Hilfiker Lane SE and Ramsay Road SE; and 4) a 3.14 acre open space area in Phase 2 containing a mapped waterway, natural area, and stormwater detention area located at the northwest corner of the subject property. A private walkway will be provided from Hilfiker Lane SE to Hillrose Street SE. Where these common facilities will be privately owned, the applicant shall include provisions for operation and maintenance of these facilities in compliance with SRC 205.035(f).

**Condition 5:** Recorded covenants, conditions, and restrictions for the development shall be provided prior to final plat approval that shall include a provision that such facilities and common property be perpetually operated and maintained by a property owners' association consistent with the requirements of SRC 205.035(f).

SRC Chapter 802 (Public Improvements): Comments from the Public Works Department indicate that water and sewer infrastructure is available along the perimeter of the site and appears to be adequate to serve the proposed subdivision. Specifications for required public improvements are summarized in the Public Works Department memo (Attachment D).

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. The Schematic Utility Plan included in the proposal as application shows that each lot can be served by City utilities designed and constructed according to the applicable provisions of the SRC and PWDS.

SRC Chapter 803 (Streets and Right-of-Way Improvements):

*SRC 803.015 (Traffic Impact Analysis):* The proposed 139-lot subdivision generates more than 1,000 average daily vehicle trips to the Collector street system. Therefore, a TIA was required as part of the proposed subdivision submittal. The applicant provided a TIA prepared by Kittelson and Associates dated July 9, 2021.

*SRC 803.020 (Public and Private Streets):* The applicant proposes for all internal streets within the subdivision to be public streets.

*SRC 803.025 (Right-of-Way and Pavement Widths):* Right-of-way width for streets shall conform to the standards set forth in Table 803-1.

Hillrose Street SE and 12<sup>th</sup> Street SE abut the subject property; both streets do not meet the current right-of-way or improvement width standards for a Local street. In implementing boundary street requirements pursuant to SRC 803.040, conditions of approval require the applicant to dedicate additional right-of-way for 12<sup>th</sup> Street SE and Hillrose Street SE. Hilfiker Lane SE abuts the property to the south. Additional right-of-way will be dedicated along the southern boundary and through the development site for Hilfiker Lane SE in

compliance with applicable right-of-way and improvement width standards for a Collector street.

Proposed internal local streets, Drexler Drive SE, Porter Place SE, McCollum Street SE, Mandy Avenue SE, Walton Way SE, Ramsay Road SE, and Aldrige Avenue SE comply with applicable standards for local street right-of-way and pavement width as specified in SRC 803.025.

*SRC 803.030 (Street Spacing):* The street spacing requirements specifies maximum block lengths of 600 feet along one axis, and between 120 feet minimum and 400 feet maximum along the other axis. Street spacing may be increased based on one or more of the conditions set forth in subsection (b).

The applicant is requesting alternative street standards for street spacing and connectivity as follows:

- 1) Along north boundary, approximately 730' between Mandy Avenue SE and Hilfiker Lane SE, exceeds 600 feet.

Existing homes along Roseway Court SE physically preclude streets meeting the spacing requirements meeting the street spacing and connectivity standards, with no physical location for an additional street connection to be made along the northern boundary, this alternative street standard request is consistent with 803.030(b)(2) and 803.035(a)(2).

- 2) Along Hilfiker Lane SE, approximately 980' between Chaparral Drive SE and Ramsay Road SE.

Topography and existing trees in this area make a street connection difficult, consistent with 803.030(b)(1) and 803.035(a)(1). Further, a street connection here would not provide much benefit to vehicles, however the applicant is proposing a mid-block bicycle and pedestrian pathway which provides an equal or better transportation alternative consistent with 803.030(b)(4).

- 3) Along Ramsay Road SE, approximately 680' between Hilfiker Lane SE and Aldridge Avenue SE.

Topography in this area make a street connection difficult, consistent with 803.030(b)(1) and 803.035(a)(1). Further, a street connection here would not provide much benefit to vehicles, however the applicant is proposing a mid-block bicycle and pedestrian pathway which provides an equal or better transportation alternative consistent with 803.030(b)(4).

- 4) Along Hillrose Street SE, approximately 810' between Hilfiker Lane SE and Aldridge Avenue SE.

Topography in this area make a street connection difficult, consistent with 803.030(b)(1) and 803.035(a)(1). Further, a street connection here would not provide much benefit to

vehicles, however the applicant is proposing a mid-block bicycle and pedestrian pathway which provides an equal or better transportation alternative consistent with 803.030(b)(4).

- 5) Along 12<sup>th</sup> Street SE, approximately 675' between northwest boundary and Drexler Drive SE.

The applicant is proposing to leave an open space area approximately 3.14 acres in size in the northwest corner along 12<sup>th</sup> Street SE. Due to topography, wetlands, and mapped waterway in this open space area, a street connection would be impractical, consistent with 803.030(b)(1) and 803.035(a)(1).

**SRC 803.035 (Street Standards):** All public and private streets are subject to the street standards in this section.

**Finding:** Subsection (a) requires streets within the subdivision to provide connectivity to existing streets and undeveloped properties within the vicinity of the subject property. With the exception of alternative street standards granted for connectivity identified above, the proposed subdivision provides for adequate street connectivity in compliance with 803.035(a).

The tentative subdivision plat shows property line sidewalks for all proposed internal local streets, except for two cul-de-sac bulb areas where the sidewalk shifts to curbline, which is consistent with SRC 803.035(I). Generally, sidewalks along the frontage of lots platted for single family residential development are installed at the time of home construction. This allows eventual building permit applicants for single family dwellings to select driveway alignment and apron placement along the lot frontage prior to installing sidewalks.

The applicant is requesting an alternative street standard for the sidewalk along 12<sup>th</sup> Street SE to allow a portion of the sidewalk to be constructed at the curbline instead of the property line. The Public Works Department memorandum indicates that the change in sidewalk location is warranted along the portion of 12<sup>th</sup> Street SE abutting the natural area due to topographic constraints to limit the need for steep side slopes or retaining walls and to limit the impact to existing trees and the riparian area consistent with SRC 803.035(I)(2)(B).

The applicant is proposing an alternative street standard to increase the street grade for 12<sup>th</sup> Street SE from a maximum of 12% for a Local street to 17.9%, and for Hilfiker Street SE from a maximum of 8% for a Collector street to 9.3%. Pursuant to SRC 803.065(a)(3), the Director may authorize the use of one or more alternate street standards where topography or other conditions make the construction that conforms to the standards impossible or undesirable. The alternative street standards requested are due to existing topography, trees, improvements, and other constraints on the subject property that would make compliance with the standard impossible or undesirable, meeting the criteria for approval of an alternative street standard.

A 10-foot-wide public utility easement is required along street frontages pursuant to SRC 803.035(n). As shown on the Wildridge subdivision plat, a one-foot-wide reserve strip is

located along the north line of Hilfiker Lane SE. As shown on the Georgetown subdivision plat, a one-foot-wide reserve strip is located along the southerly terminus of Mandy Avenue SE. As shown on the Dickson's Addition subdivision plat, a one-foot-wide reserve strip is located along the east line of 12<sup>th</sup> Avenue SE. As shown on the R.M. Tone Subdivision plat, a one-foot-reserve strip is located along the west line of Hillrose Avenue. The applicant shall coordinate with the City to eliminate the reserve blocks located along the existing rights-of-way abutting the subject property.

**Condition 6:** Provide a 10-foot public utility easement along the street frontage of all internal streets.

**Condition 7:** Coordinate with the City to eliminate the reserve blocks located along the existing rights-of-way abutting the subject property.

*SRC 803.040 (Boundary Streets):* Hilfiker Lane SE, 12<sup>th</sup> Street SE, and Hillrose Street SE are boundary streets, running along the southern, western, and eastern frontage of the subject property.

Hilfiker Lane SE does not meet the current standard for a Collector street, and 12<sup>th</sup> Street SE and Hillrose Street SE do not meet the current right-of-way or improvement standard for a Local street. In implementing boundary street requirements pursuant to SRC 803.040, the applicant is required to dedicate additional right-of-way, provide sidewalk, and other street improvements along all boundary streets.

**(C) Any special development standards, including, but not limited to, floodplain development, special setbacks, geological or geotechnical analysis, and vision clearance.**

SRC Chapter 601 (Floodplain Overlay Zone): The Public Works Department 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 808 (Preservation of Trees and Vegetation): The City's tree preservation ordinance protects Heritage Trees, Significant Trees (including Oregon White Oaks with diameter-at-breast-height of 24 inches or greater), trees and native vegetation in riparian corridors, and trees on lots and parcels greater than 20,000 square feet.

In addition, SRC 808.035(a) requires a Tree Conservation Plan for a development proposal involving the creation of lots or parcels to be used for single-family or two-family uses where trees are proposed for removal. A Tree Conservation Plan was submitted in conjunction with the subdivision tentative plan identifying a total of 808 trees on the subject property, with 355 trees proposed for preservation, or 43.9 percent of the total trees on-site, and is proposing the removal of 453 trees, or 56.1 percent of the trees on-site. The proposal protects all trees and native vegetation in the riparian corridor located at the northwest corner of the subject property.

Of the 453 trees proposed for removal, four are significant oaks which the applicant has identified for removal based on their location within either the future building envelopes of lots or adjacent to required street and/or sidewalk improvements. Tree 2823 is proposed for removal due to grading for Lot 40, Tree 3213 is proposed for removal due to grading for Lot 60, Tree 3228 is proposed for removal due to grading for Lot 62, and Tree 3194 is proposed for removal due to grading for Hilfiker Lane SE. Their removal is necessary because of no reasonable design alternatives that would enable their preservation.

In addition to the trees located on the subject property, there are also trees located within the existing right-of-way along 12<sup>th</sup> Street SE and Hillrose Street SE. Pursuant to the tree preservation ordinance (SRC Chapter 808), tree conservation plans are required to identify and preserve the minimum required number of trees on the property. Because there are trees located within the existing right-of-way's which are not located on the property, they are not subject to the provisions of SRC Chapter 808 and are not counted toward the total number of trees on the site. These trees are instead considered trees on City owned property and subject to the provisions of SRC Chapter 86. To ensure that the street trees are reviewed under SRC 86, the following condition applies:

**Condition 8:** Trees proposed for removal that are located within the right-of-way of abutting streets shall follow the procedures of SRC Chapter 86.

The proposal is consistent with the criteria for approval of a tree conservation plan in SRC 808.035(d).

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.

The Salem-Keizer Local Wetland Inventory (LWI) shows that there are wetland channels and/or hydric soils mapped on the property. Wetland notice was sent to the Oregon Department of State Lands (DSL) pursuant to SRC 809.025. The response from DSL indicates that they are currently reviewing a wetland delineation (WD2021-0342) for the project site. The applicant should contact DSL to verify if any permits are required for development or construction in the vicinity of the mapped wetland area(s).

SRC Chapter 810 (Landslide Hazards): City's landslide hazard ordinance (SRC Chapter 810) establishes standards and requirements for the development of land within areas of identified landslide hazard susceptibility. According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 (Landslide Hazards), there are 2 and 3-point mapped landslide hazard areas on the subject property. The proposed single-family residential subdivision adds 3 activity points to the proposal, which results in a total of 5 to 6 points. Therefore, the proposed development is classified as a moderate landslide risk and requires a geological assessment and/or geotechnical report.



A preliminary geotechnical report, prepared by Geo Consultants Northwest and dated April 13, 2021, was submitted with the subdivision application. This report demonstrates the subject property could be developed without increasing the potential for slope hazard on the site or adjacent properties if constructed based on recommendations included in the report. The engineer shall provide a technical report prior to construction pursuant to SRC Chapter 82 (Clearing and Grading).

Final Plat:

The applicant shall provide the required field survey and subdivision plat per Statute and Code requirements outlined in the *Oregon Revised Statutes* (ORS) and SRC. The applicant is advised that the subject property appears to have several easements that shall be either shown on the final plat or the interest released prior to final plat. If said documents do not comply with the requirements outlined in ORS and SRC, and as per SRC Chapter 205, the approval of the subdivision plat by the City Surveyor may be delayed or denied based on the non-compliant violation. It is recommended the applicant request a pre-plat review meeting between the City Surveyor and the applicant's project surveyor to ensure compliance with ORS 672.005(2)(g)&(h), 672.007(2)(b), 672.045(2), 672.060(4), and *Oregon Administrative Rules* 850-020-0015(4)&(10), 820-020-0020(2), and 820-020-0045(5).

**SRC 205.010(d)(2): The tentative subdivision plan does not impede the future use or development of the property or adjacent land.**

**Finding:** The lots within the proposed subdivision, as proposed and conditioned, are of sufficient size and dimensions to permit future development of permitted, special, or conditional uses in the RS (Single Family Residential) zone SRC Chapter 511. There is no evidence that the subdivision and subsequent development of the lots will adversely affect public services to any surrounding properties. Approval of the subdivision does not impede future use of the subject property or access to abutting properties.

As conditioned, the proposal meets this criterion.

**SRC 205.010(d)(3): Development within the tentative subdivision plan can be adequately served by City infrastructure.**

**Finding:** Water, sewer, and stormwater infrastructure are available along the perimeter of the site and appear to be adequate to serve the property as shown on the applicant's preliminary partition plan. As specified in the conditions of approval, private water, sewer, and storm services shall be constructed to serve each lot as a condition of plat approval. Construction of facilities in the right-of-way is required prior to final plat except as authorized in an improvement agreement per SRC 205.035(c)(7)(B).

**Condition 9:** Construction of facilities in the right-of-way is required prior to final plat except as authorized in an improvement agreement per SRC 205.035(c)(7)(B).

The subject property is located within the S-1 and S-2 water service levels. Water meters serving the S-1 water service level shall be connected to the S-1 water system, and water meters serving the S-2 water service level shall be connected to the S-2 water system except as authorized by Public Works Design Standards (PWDS).

**Condition 10:** Water meters serving the S-1 water service level shall be connected to the S-1 water system, and water meters serving the S-2 water service level shall be connected to the S-2 water system except as authorized by PWDS.

The proposed development is subject to SRC Chapter 71 and the revised PWDS as adopted in Administrative Rule 109, Division 004. To demonstrate the proposed parcels can meet the PWDS, the applicant shall submit a tentative stormwater design prior to final plat approval. For a tentative stormwater design, the applicant shall submit infiltration test results, the Simplified Method Form or Engineering Method Report as applicable, and a preliminary site plan showing the building envelope and tentative location of stormwater facilities.

**Condition 11:** Provide an engineered stormwater design pursuant to SRC 71 and PWDS to accommodate future impervious surface on all proposed lots.

All public and private City infrastructure proposed to be located in the public right-of-way shall be constructed or secured per SRC 205.035(c)(7)(B) prior to final plat approval. Any easements needed to serve the proposed parcels with City infrastructure shall be shown on the final plat.

**Condition 12:** All necessary (existing and proposed) access and utility easements must be shown on the final plat.

As conditioned above, the proposal meets this criterion.

**SRC 205.010(d)(4): The street system in and adjacent to the tentative subdivision plan conforms to the Salem Transportation System Plan.**

**Finding:** Hilfiker Lane SE is a future collector street designated in the Salem Transportation System Plan to be extended through the subject property. Based on topographic constraints, the maximum street grade for Hilfiker Lane shall be 10 percent. Pursuant to the applicant's Traffic Impact Analysis, Hilfiker Lane SE at the intersection of Pringle Road and Battle Creek Road SE shall include an eastbound to northbound left turn lane and an eastbound to southbound right turn lane, and the applicant shall construct a left turn lane from northbound Battle Creek Road SE to westbound Hilfiker Lane SE as described in the applicant's TIA.

Proposed Hilfiker Lane SE, Ramsay Road SE, and Hillrose Street SE may exceed the 600-foot block length and 600-foot street connectivity standards in SRC Chapter 803 based on topographic constraints. A pedestrian access easement as shown on the application materials shall be provided between Hilfiker Lane SE and Ramsay Road SE to mitigate the long block lengths, to be constructed at the time of Phase 1.

The subject property abuts 12<sup>th</sup> Street SE, Hillrose Avenue SE, and Hilfiker Lane SE. Pursuant to SRC 803.040, the applicant is required to convey land for dedication of a 30-foot half-width right-of-way and to construct a half-street improvement along the entire frontage of all abutting streets. The street grade along 12<sup>th</sup> Street SE may exceed the standard of 12 percent because the existing grade of 12<sup>th</sup> Street SE exceeds 12 percent. The sidewalk along 12<sup>th</sup> Street may be located on the curb line because of topographic constraints to limit the need for steep side slopes or retaining walls. The applicant shall construct a three-quarter-street improvement along the frontage of Hillrose Street SE to Local street standards.

To accommodate future access to abutting properties along Hilfiker Lane SE, the applicant shall provide a 30-foot-wide public access easement along the south line of the subject property from Chaparral to the west line of tax lot 083W11BC03200. In order to preserve existing trees, no pedestrian improvements are appropriate at this time to serve future development. The easement may be revoked if permanent transportation facilities are provided in a different alignment upon full build-out of the future phase on the subject property.

The following conditions apply to Phase 1 of the subdivision.

- Condition 13:** Construct Hilfiker Lane SE from the intersection with 12<sup>th</sup> Street SE to the intersection of Pringle Road SE and Battle Creek Road SE to Collector B Street standards and in compliance with PWDS. Hilfiker Lane SE at the intersection of Pringle Road SE and Battle Creek Road SE shall include an eastbound to northbound left turn lane and an eastbound to southbound right turn lane. The maximum street grade for Hilfiker Lane shall be 10 percent.
- Condition 14:** Construct a left turn lane from northbound Battle Creek Road SE to westbound Hilfiker Lane SE as described in the applicant's TIA.
- Condition 15:** Construct internal streets to Local street standards, with the following exceptions: proposed Hilfiker Lane SE, Ramsay Road SE, and Hillrose Street SE may exceed the 600-foot block length and 600-foot street connectivity standards in SRC Chapter 803 as shown on the application materials.
- Condition 16:** Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of Hillrose Street SE. Construct a three-quarter-street improvement along the frontage of Hillrose Street SE to Local street standards.
- Condition 17:** From Chaparral to the west line of tax lot 083W11BC03200, provide a 30-foot-wide public access easement along the south line of the subject property. The easement may be revoked if permanent transportation facilities are provided in a different alignment upon full build-out of the future phase on the subject property.

**Condition 18:** Provide a minimum 15-foot-wide pedestrian access easement and construct a minimum 10-foot-wide pedestrian walkway pursuant to PWDS between Hilfiker Lane and Ramsay Road and through the proposed open space.

The following conditions apply to Phase 2 of the subdivision.

**Condition 19:** Construct internal streets to Local street standards.

**Condition 20:** Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of 12<sup>th</sup> Street SE, including sufficient right-of-way to accommodate public infrastructure at the property corners. Construct a half-street improvement along the frontage of 12<sup>th</sup> Street SE to local street standards except as follows:

- a. The street grade may exceed the standard of 12 percent by matching the existing grade of 12<sup>th</sup> Street SE.
- b. The sidewalk may be located along the curb line abutting the open space area.

As proposed and conditioned, the subdivision conforms to the TSP. The proposal meets this criterion.

**SRC 205.010(d)(5): The street system in and adjacent to the tentative subdivision plan is designed so as to provide for the safe, orderly, and efficient circulation of traffic into, through, and out of the subdivision.**

**Finding:** Conditions above implement required improvements to the street system in and adjacent to the subject property. The proposed network of boundary and internal streets serving the subdivision provides for direct access to all lots within the subdivision. The subdivision, as proposed and conditioned, is served with adequate transportation infrastructure. The street system adjacent to the subject property will conform to the Salem Transportation System Plan, and provide for safe, orderly, and efficient circulation of traffic into, through and out of the subdivision.

The proposal meets this criterion.

**SRC 205.010(d)(6): The tentative subdivision plan provides safe and convenient bicycle and pedestrian access from within the subdivision to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. For purposes of this criterion, neighborhood activity centers include, but are not limited to, existing or planned schools, parks, shopping areas, transit stops, or employment centers.**

**Finding:** The subject property is served by Hilfiker Park, which is an undeveloped park site located southeast of and abutting the subject property. To provide additional access to the

park from Hilfiker Street SE, the applicant shall provide a 30-foot-wide public access easement along the south line of the subject property from Chaparral to the west line of tax lot 083W11BC03200. This easement may be used in the future for access to Hilfiker Park unless the future phase of the subject property is developed prior to the park development.

Construction of Hilfiker Lane through the subject property provides a needed east-west connection in the area, connecting the neighborhoods abutting Battle Creek Road and Pringle Road to Commercial Street SE. Bicycle and pedestrian access will be provided from within the subdivision to shopping areas and transit stops along Commercial Street SE and along Battle Creek Road and Pringle Road.

The proposal meets this criterion.

**SRC 205.010(d)(7): The tentative subdivision plan mitigates impacts to the transportation system consistent with the approved Traffic Impact Analysis, where applicable.**

**Finding:** The proposed 139-lot subdivision generates more than 1,000 average daily vehicle trips to a Collector street system. Therefore, a Traffic Impact Analysis was required as part of the proposed subdivision submittal. The applicant provided a TIA dated July 9, 2021 and prepared by Kittelson and Associates that included the following traffic recommendations to mitigate impact to the transportation system:

- Construct a left-turn lane on Battle Creek Road SE with at least 50 feet of storage at the intersection of Pringle/Hilfiker/Hillrose. The left-turn lane shall include tapers and meet PWDS and sight-distance.
- Hilfiker Lane SE at the intersection of Pringle Road and Battle Creek Road SE shall include an eastbound to northbound left turn lane and an eastbound to southbound right turn lane

The proposal meets this criterion.

**SRC 205.010(d)(8): The tentative subdivision plan takes into account the topography and vegetation of the site so the need for variances is minimized to the greatest extent practicable.**

**Finding:** The proposed subdivision has been reviewed to ensure that adequate measures have been planned to alleviate natural or fabricated hazards and limitations to development, including topography and vegetation of the site. The configuration of lots on the subject property makes logical use of developable land. As described in findings, the lot configuration proposed by the applicant meet applicable development standards minimizing the need for any variances. No existing conditions of topography or vegetation have been identified on the site which would necessitate variances during future development of the property. The layout allows for reasonable development of all lots within the subdivision without variances from the UDC.

Proposed lot 139 (3.64-acre lot labelled as “Area to Remain”) is large enough that it could be further divided or developed in the future. The applicant has provided a shadow plan demonstrating that future further division of the lot may readily be made without violating the development standards of the UDC. A complete review for conformance with applicable standards of the UDC will occur at the time a future land use application is submitted.

The proposal meets this criterion.

**SRC 205.010(d)(9): The tentative subdivision plan takes into account the topography and vegetation of the site, such that the least disruption of the site, topography, and vegetation will result from the reasonable development of the lots.**

**Finding:** The tentative subdivision plan configures lots and streets to allow for residential development of the site while minimizing disruptions to topography and vegetation. The City’s tree preservation standards require that a minimum of 25 percent of existing trees with a diameter at breast height (dbh) of 10 inches or more, the applicant is proposing to retain 355 of the 808 existing trees on site, approximately 43.9 percent of the total trees. No riparian trees or vegetation are proposed for removal on the subject property. Four of the 28 significant trees on the subject property have been identified for removal based on their location within either the future building envelopes of lots or adjacent to required street and/or sidewalk improvements. Tree 2823 is proposed for removal due to grading for Lot 40, Tree 3213 is proposed for removal due to grading for Lot 60, Tree 3228 is proposed for removal due to grading for Lot 62, and Tree 3194 is proposed for removal due to grading for Hilfiker Lane SE. Their removal is necessary because of no reasonable design alternatives that would enable their preservation. The proposal meets this criterion.

**SRC 205.010(d)(10): When the tentative subdivision plan requires an Urban Growth Preliminary Declaration under SRC Chapter 200, the tentative subdivision plan is designed in a manner that ensures that the conditions requiring the construction of on-site infrastructure in the Urban Growth Preliminary Declaration will occur, and, if off-site improvements are required in the Urban Growth Preliminary Declaration, construction of any off-site improvements is assured.**

**Finding:** The subject property is located inside of the Urban Service Area. Compliance with the City’s growth management plan and availability of infrastructure is addressed in this report, an Urban Growth Preliminary Declaration under SRC Chapter 200 is not required. This criterion has been met.

**SRC 205.015(d)(1): The tentative phased subdivision plan meets all of the criteria for tentative subdivision plan approval set forth in SRC 205.010(d).**

**Finding:** The tentative subdivision plan approval criteria set forth in SRC 205.010(d) has been addressed above.

**SRC 205.015(d)(2): Connectivity for streets and City utilities between each phase ensures the orderly and efficient construction of required public improvements among all phases.**

**Finding:** Phase 1 includes dedication and construction of Hilfiker Lane, Ramsay Road, Aldridge Avenue, and boundary improvements to Hillrose Avenue. This phasing plan allows for connection to Battle Creek Road with the first phase and provides access for heavy construction equipment from Battle Creek during construction of Phase 1. Phase 2 includes boundary improvements to 12<sup>th</sup> Street, and dedication and construction of Drexler Drive, Porter Place, McCollum Street, and Mandy Avenue, and Walton Way. Public improvements can be constructed efficiently among all phases.

**SRC 205.015(d)(3): Each phase is substantially and functionally self-contained and self-sustaining with regard to required public improvements.**

**Finding:** Public improvements serving each phase area substantially and functionally self-contained within each phase.

**SRC 205.015(d)(4): Each phase is designed in such a manner that all phases support the infrastructure requirements for the phased subdivision as a whole.**

**Finding:** The subject property is located within the S-1 and S-2 water service levels. Water meters serving the S-1 water service level shall be connected to the S-1 water system, and water meters serving the S-2 water service level shall be connected to the S-2 water system except as authorized by PWDS. The phasing plan allows for S-1 and S-2 water service to be taken from the appropriate service levels. All other infrastructure supports the phased subdivision as a whole.

## **8. Conclusion**

Based upon review of SRC Chapter 205, the applicable standards of the Salem Revised Code, the findings contained herein, and due consideration of comments received, the application complies with the requirements for an affirmative decision.

## **ORDER**

Phased Subdivision Tentative Plan Case No. SUB21-09 is hereby **APPROVED** subject to SRC Chapter 205, the applicable standards of the Salem Revised Code, the findings contained herein, and the conditions of approval listed below, which must be completed prior to final plat approval, unless otherwise indicated:

- Condition 1:** An Inadvertent Discovery Plan shall be filed with the City prior to any ground disturbing activity associated with development.
- Condition 2:** Lots accessing 12<sup>th</sup> Street SE shall comply with all applicable Fire Department access and fire prevention standards. Dwellings constructed on proposed lots 82-87 shall require installation of fire sprinklers.
- Condition 3:** The front property lines for corner lots shall be designated as follows:

Lot Number	Front Lot Designation
5	North line abutting Aldridge Ave
6	East line abutting Hillrose St
21	North line abutting Hilfiker Ln
25	North line abutting Hilfiker Ln
39	West line abutting Ramsay Rd
50	North line abutting Hilfiker Ln
69	South line abutting Hilfiker Ln
76	East line abutting Hilfiker Ln
81	North line abutting Drexler Dr
88	South line abutting Drexler Dr
90	South line abutting Drexler Dr
97	South line abutting Walton Wy
108	West line abutting Walton Wy
109	East line abutting Hilfiker Ln
119	North line abutting Walton Wy
121	South line abutting McCollum St
122	North line abutting McCollum St
126	East line abutting Hilfiker Ln
133	East line abutting Hilfiker Ln
134	West line abutting Porter Pl

- Condition 4:** The flag lot accessway shall be paved in accordance with the requirements of SRC 800.025(c), Table 800-1. "NO PARKING—FIRE LANE" signs shall be posted on both sides of that segment of the flag lot accessway that is a fire apparatus roadway and "NO PARKING" signs shall be posted on both sides of any remaining portion of the accessway.
- Condition 5:** Recorded covenants, conditions, and restrictions for the development shall be provided prior to final plat approval that shall include a provision that such facilities and common property be perpetually operated and maintained by a property owners' association consistent with the requirements of SRC 205.035(f).
- Condition 6:** Provide a 10-foot public utility easement along the street frontage of all internal streets.
- Condition 7:** Coordinate with the City to eliminate the reserve blocks located along the existing rights-of-way abutting the subject property.
- Condition 8:** Trees proposed for removal that are located within the right-of-way of abutting streets shall follow the procedures of SRC Chapter 86.
- Condition 9:** Construction of facilities in the right-of-way is required prior to final plat except as authorized in an improvement agreement per SRC 205.035(c)(7)(B).



- Condition 10:** Water meters serving the S-1 water service level shall be connected to the S-1 water system, and water meters serving the S-2 water service level shall be connected to the S-2 water system except as authorized by PWDS.
- Condition 11:** Provide an engineered stormwater design pursuant to SRC 71 and PWDS to accommodate future impervious surface on all proposed lots.
- Condition 12:** All necessary (existing and proposed) access and utility easements must be shown on the final plat.
- Condition 13:** Construct Hilfiker Lane SE from the intersection with 12<sup>th</sup> Street SE to the intersection of Pringle Road SE and Battle Creek Road SE to Collector B Street standards and in compliance with PWDS. Hilfiker Lane SE at the intersection of Pringle Road SE and Battle Creek Road SE shall include an eastbound to northbound left turn lane and an eastbound to southbound right turn lane. The maximum street grade for Hilfiker Lane shall be 10 percent.
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- b. The sidewalk may be located along the curb line abutting the open space area.

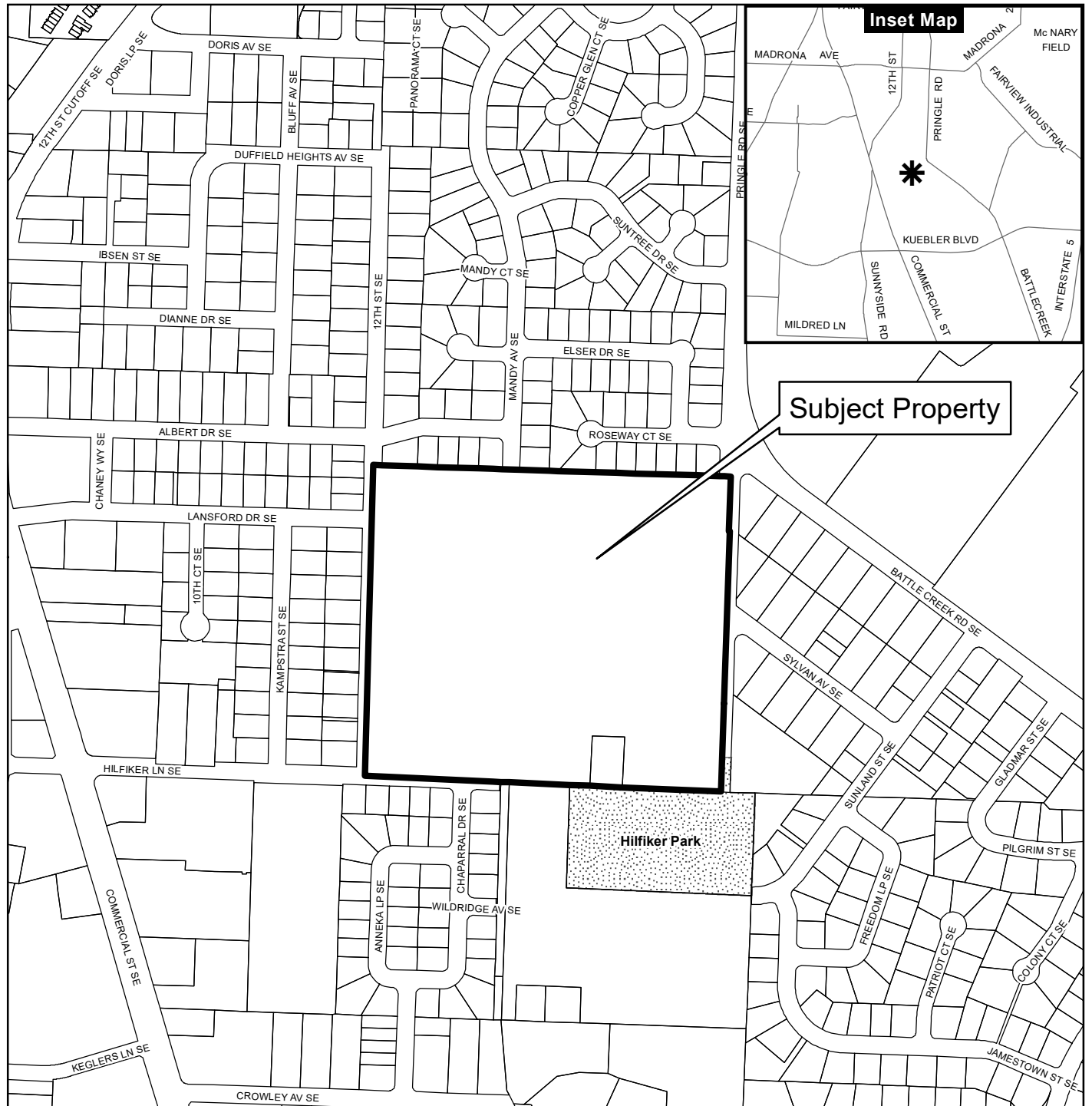


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Aaron Panko, Planner III, on behalf of  
Lisa Anderson-Ogilvie, AICP  
Planning Administrator

- Attachments:
- A. Vicinity Map
  - B. Tentative Subdivision Plan
  - C. Applicant's Written Statement
  - D. City of Salem Public Works Department Memo
  - E. Salem-Keizer Public Schools Comments Dated September 29, 2021
  - F. Neighborhood Association and Public Comments
  - G. Applicant's Response to Public Comments

# Vicinity Map 4540 Pringle Road SE



## Legend

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

Parks

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