

TO: Olivia Glantz, Planner III
Community Development Department

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

DATE: April 18, 2019

SUBJECT: **PUBLIC WORKS RECOMMENDATIONS**
SUB-ADJ19-02 (18-125034-LD)
575 SALEM HEIGHTS AVENUE S
34-LOT SUBDIVISION



PROPOSAL

A consolidated application for a proposed 34-lot subdivision (Wren Heights) that the division of approximately 8 acres into 34 lots ranging in size from approximately 5,251 square feet to approximately 22,034 square feet. The applicant is requesting an alternative street standard for Earhart Street S and Felton Street S; in addition, a Class 1 Adjustment to reduce the minimum lot depth for Lot 7 from 120 feet, as required for double frontage lots under SRC 511.010(a), Table 511-2, to approximately 106 feet.

The subject property is approximately 8 acres in size, zoned RS (Single Family Residential), and located in the 500 to 600 blocks of Salem Heights Avenue S (Marion County Assessor Map and Tax Lot Numbers: 083W04AA10400, 10600, 10601, 10700, 10800).

RECOMMENDED CONDITIONS OF PLAT APPROVAL

1. Construct water and sewer systems to serve each lot.
2. Along the entire northern frontage of Salem Heights Avenue S, construct a 17-foot-wide half-street improvement and convey land for dedication of right-of-way to equal 30 feet from the centerline. The street improvements are authorized to match the existing street grade up to a maximum of 12 percent grade. A Reasonable Alternatives Analysis pursuant to Administrative Rule 109-500-2.4 is required prior to issuance of a permit to remove street trees in conjunction with the street improvements, and the sidewalk location may be modified as needed to preserve existing street trees.
3. Along the north/south portion of Felton Street S, the sidewalk shall be constructed so that the back of sidewalk is located 28.5 feet from centerline pursuant to the Local street standard.

4. Closure of the existing driveway abutting Tax Lot Number 083W04AA10400 is subject to the notice and appeal provisions of SRC 804.060 to provide adequate notice to the owner of Tax Lot Number 083W04AA10500 prior to discontinuing the neighbor's access through the subject property.
5. Design and construct stormwater facilities pursuant to SRC Chapter 71 and PWDS.
6. Provide a 10-foot-wide public utility easement along the street frontage of each lot.

FACTS

Streets

1. Salem Heights Avenue S

- a. Standard—This street is designated as a Collector street in the Salem TSP. The standard for this street is a 34-foot-wide improvement within a 60-foot-wide right-of-way.
- b. Existing Condition—There is an existing 20-foot improvement within a varied 40-to-50-foot-wide right-of-way adjacent to the subject property.

2. Felton Street S

- a. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
- b. Existing Condition—There is an existing 30-foot improvement within a 50-foot-wide right-of-way adjacent to the subject property.

3. Earhart Street S

- a. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street is a 30-foot-wide improvement within a 50-foot-wide right-of-way.
- b. Existing Condition—There is an existing 30-foot improvement within a 50-foot-wide right-of-way adjacent to the subject property.

4. Doughton Street S

- a. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street is a 30-foot-wide improvement within a 60-foot-wide right-of-way.

- b. Existing Condition—There is an existing 30-foot improvement within a 50-foot-wide right-of-way adjacent to the subject property.

Storm Drainage

Existing Condition—A 10-inch storm main is located on adjacent property along the east boundary of the subject property.

Water

Existing Conditions

1. The subject property is located within the S-2 water service level.
2. An 8-inch S-2 water line is located in Salem Heights Avenue S.
3. A 6-inch S-2 water line is located in Doughton Street S. This main extends south to Salem Heights Avenue S, within a 10-foot public easement.
4. A 2-inch S-2 water line is located in Felton Street S.
5. A 6-inch S-2 water line is located in Earhart Street S.

Sanitary Sewer

Existing Sewer

1. An 8-inch sanitary sewer main is located in Salem Heights Avenue S.
2. An 8-inch sanitary sewer main is located along the western portion of the subject property, within a 10-foot public easement.
3. There are 8-inch sanitary sewer mains located in Felton Street S, Earhart Street S, and Doughton Street S, along the north portion of the subject property.

CRITERIA AND FINDINGS

SRC 205.010(d) indicates the criteria that must be found to exist before an affirmative decision may be made. The applicable criteria and the corresponding findings are as follows:

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

1. 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;
2. City infrastructure standards; and
3. Any special development standards, including, but not limited to floodplain development, special setbacks, geological or geotechnical analysis, and vision clearance.

Findings—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. 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), *Oregon Administrative Rules* 820-020-0015(4)&(10), 820-020-0020(2), and 820-020-0045(5).

According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 Landslide Hazards, there are no areas of landslide susceptibility on the subject property. The proposed subdivision adds three activity points to the proposal, which results in a total of three points. Therefore, the proposed subdivision is classified as a low landslide risk. However, a geotechnical investigation, prepared by Redmond Geotechnical Services and dated October 24, 2016, was submitted to the City of Salem. This investigation indicates that development of the subject site into residential home sites does not appear to present a potential geologic and/or landslide hazard provided that the site grading and development activities conform to the recommendations presented within the investigation report.

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

Findings—Water and sewer infrastructure is available along the perimeter of the site and appears to be adequate to serve the property as shown on the applicant's preliminary utility plan. However, the existing sewer main in Salem Heights Avenue S is in poor condition and may not be able to accommodate new connections. Therefore, the applicant may be required to reconstruct the existing sewer main in Salem Heights Avenue S abutting the subject property where the existing pipe condition cannot accommodate new connections.

The applicant's preliminary plan appears to propose realignment of the existing public sewer main along the west line of the subject property. The applicant shall abandon the existing sewer system abutting Felton Street S, where all service laterals can be

reconnected to the new public sewer main.

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 provide an engineered tentative stormwater design 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)(6)(B) prior to final plat approval. Any easements needed to serve the proposed parcels with City infrastructure shall be shown on the final plat.

SRC 205.010(d)(4) and SRC 205.0010(d)(5)—The street system in and adjacent to the tentative subdivision plan conforms to the *Salem Transportation System Plan*. 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—Salem Heights Avenue S abuts the subject property and does not meet the current standard for a Collector street. Pursuant to SRC 803.040, the applicant is required to construct a half-street improvement along the entire frontage of this street.

The applicant is requesting an alternate sidewalk location for the west side of Felton Street S along the north/south portion, to allow for curblin sidewalks pursuant to SRC 803.035(l)(2)(B). The applicant shall be required to construct the sidewalk so that the back of sidewalk is located 28.5 feet from centerline pursuant to the Local street standard. Additional right-of-way is located behind the proposed sidewalk location to provide for transition to existing grade.

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. All internal streets will be constructed to Local Street standards as specified in the Salem TSP, with the exception of the following alternative street standards:

- The applicant is requesting a turnaround at the terminus of Earhart Street S that does not conform to the cul-de-sac standards in SRC Chapter 803. The alternative turnaround provides radii that accommodate for street cleaning equipment and fire trucks. The alternative turnaround is authorized based on site layout and topography.

Street improvements along Salem Heights Avenue S may require removal of one or more street trees. A Reasonable Alternatives Analysis pursuant to Administrative Rule 109-500-2.4 is required prior to issuance of a permit to remove street trees in conjunction with the street improvements, and the sidewalk location may be modified as

needed to preserve existing street trees.

The applicant's proposal includes the closure of an adjacent property's driveway. Closure of the existing driveway abutting Tax Lot Number 083W04AA10400 is subject to the notice and appeal provisions of SRC 804.060 to provide adequate notice to the owner of Tax Lot Number 083W04AA10500 prior to discontinuing the neighbor's access through the subject property.

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.

Findings—The Comprehensive Parks Master Plan shows the subject property is not served by developed parks. Candalaria Reservoir is an undeveloped park approximately one-half mile northwest of the proposed development; Salem Heights Elementary is a partially developed park area approximately one-quarter of a mile southeast of the proposed development.

The Parks Master Plan also shows potential park site NP-6 was identified near the subject property. However, the park site locations are approximate as described on page 73-80 of the plan and "Locations are mapped to show generally where a park or trail may be located; however, feasible park sites may not be available within the area shown. The actual location will be determined based on a combination of factors, including land availability and cost. Park site selection and development will proceed as neighborhoods develop." No park is proposed within the subject property at this time.

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

Findings—The proposed 34-lot subdivision generates less than 1,000 average daily vehicle trips to Salem Heights Avenue S, which is classified as a Collector Street in the Salem TSP. Therefore, a Traffic Impact Analysis was not required as part of the proposed subdivision submittal pursuant to SRC 803.015(b)(1).

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.

Findings—Existing street trees are located along the north line of Salem Heights Avenue S that may need to be removed in conjunction with the street improvements

abutting the subject property. Street tree removal is subject to street tree permits pursuant to SRC 86.050. In addition, a Reasonable Alternatives Analysis pursuant to Administrative Rule 109-500-2.4 is required prior to issuance of a permit to remove street trees in conjunction with the street improvements.

RESPONSE TO CITIZEN COMMENTS

Urban Growth Preliminary Declaration

Citizen testimony suggests that an Urban Growth Preliminary Declaration should be required.

Staff response: The Urban Service Area (USA) is comprised of two distinct areas: (1) the boundary formerly called the "Current Developed Area" (CDA) prior to the establishment of the USA; and (2) boundaries added to the CDA through USA amendments pursuant to SRC 200.015. In SRC 200.010 and SRC 200.015, consideration is given to amend the USA boundary based on availability of and city construction of required facilities to serve properties in the USA. In other words, USA amendments can be made only when infrastructure is available to serve the area or when funds are committed to serve the area.

That USA amendment process is the context of the phrase "precedes city construction of required facilities" in SRC 200.010(c) and SRC 200.020(a). In particular, SRC 200.020(a) states, "or is within the urban service area (USA), but precedes city construction of required facilities that are shown in the adopted capital improvement plan, public facilities plan or comparable plan for the area of the development." This language is a direct reference to the capital improvement planning process as described in SRC 200.015 for USA amendments.

Therefore, staff has not required UGA permits for areas within the original CDA boundary because that area was not subject to the USA amendment criteria in SRC 200.015. Because there is no "city construction of required facilities" pursuant to SRC 200.015, an UGA permit is not required.

Traffic Impact Analysis

Citizen testimony suggests that a TIA should be required.

Staff response: SRC 803.015(b)(1) states that TIAs are required for developments that generate over 1,000 daily vehicle trips on a Collector street. The Assistant City Traffic Engineer has determined that the proposed subdivision generates less than 1,000 daily trips. Salem Heights Avenue S is a Collector street as shown in the *Salem Transportation System Plan*. Street classification is based on the *Salem Transportation System Plan*, not the existing street condition. No TIA is required.

Overall Condition of Salem Heights Avenue S

Citizen testimony suggests that the overall condition of Salem Heights Avenue S in the vicinity of the subject property compromises pedestrian safety.

Staff response: Salem Heights Avenue S lacks sidewalks east of the subject property for a distance of approximately 1,400 feet. This portion of Salem Heights Avenue S is surrounded mostly by established neighborhoods that were originally developed as early as 1904 as part of the Ewald Fruit Farms subdivision.

The Salem TSP specifies that improvements to Salem Heights Avenue S from Liberty Road S to Sunridge Drive S are a low priority project to be completed within approximately 25 years. Given the low priority as depicted in the Salem TSP, the condition of Salem Heights Avenue S does not compromise pedestrian safety to the extent that the proposed development should be denied.

Street Tree Removal

Citizen testimony objects to significant street trees being proposed for removal.

Staff response: Improvements to Salem Heights Avenue S are required pursuant to SRC 803.040. A Reasonable Alternatives Analysis pursuant to Administrative Rule 109-500-2.4 is required prior to issuance of a permit to remove street trees in conjunction with the street improvements. The street improvements shall be designed to minimize impacts to street trees to the maximum extent feasible. Street trees proposed for removal will be posted for 30 days prior to permit issuance pursuant to SRC Chapter 86.

cc: File