


**TO:** Olivia Dias, Planner III  
Community Development Department

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

**DATE:** July 28, 2020

**SUBJECT: PUBLIC WORKS RECOMMENDATIONS  
SUB-UGA-ADJ20-04 (20-101578-LD)  
3200 EAGLE RIDGE AVENUE NW  
31-LOT SUBDIVISION WITH UG PRELIMINARY DECLARATION**

### **PROPOSAL**

A subdivision tentative plan and urban growth preliminary declaration to divide approximately 14.17 acres into 31 lots. The applicant is requesting an alternative street standard to allow a 52-foot right-of-way in lieu of 60-foot, to and increase the block length of Eagle Claw Avenue NW from 600 feet to 1,200 feet, and a Class 2 Adjustment to exceed the maximum lot width to depth of 300 percent to allow Lot 7 to be 553 percent and Lot 8 to be 769 percent. The subject property is located on the 500 Block of Doaks Ferry Road NW and 3100 Block of Eagle Ridge Avenue NW (Polk County Assessor Map and Tax Lot Number: 073W3 / 100).

### **RECOMMENDED CONDITIONS OF PLAT APPROVAL**

1. Convey land for dedication of right-of-way to equal a half-width of 48 feet from the centerline along the entire frontage of Doaks Ferry Road NW.
2. Along the Doaks Ferry Road NW frontage of the subject property, construct a minimum 23-foot-wide half-street improvement to interim Minor Arterial standards. Sidewalks, street trees, and streetlights shall be designed to accommodate a future Major Arterial street. The Doaks Ferry Road NW improvements shall include a southbound-to-eastbound left-turn lane at the intersection of Doaks Ferry Road NW and Eagle Ridge Avenue NW. The turn lanes shall include storage and tapers as specified in PWDS. The applicant shall obtain applicable permits from Polk County as needed to construct tapers outside City limits.
3. Construct internal streets to Local street standards, with the following exception: Eagles Claw Avenue NW is authorized for a minimum 52-foot-wide right-of-way pursuant to SRC 803.065(a)(3).

4. All City infrastructure proposed within the BPA easement shall be constructed pursuant to PWDS and meet the requirements of all valid land use agreements approved by the Bonneville Power Administration (BPA).
5. All necessary (existing and proposed) access and utility easements must be shown on the final plat and recorded on the deeds to individual lots affected by such easements.
6. Provide an engineered stormwater design pursuant to SRC 71 and PWDS to accommodate future impervious surface on all proposed lots, including stormwater facilities needed to serve new streets. Public stormwater facilities proposed within the BPA easement must be permanent except as authorized by the Public Works Director.
7. Dedicate a drainage easement pursuant to SRC 205.080 and PWDS along Power Station Swale.
8. Construct the proposed sewer pump station and sewer mains designed with immediate capacity that is sufficient to serve the proposed development and also designed with the capability of ultimately serving the entire sewer basin pursuant to the *Wastewater Management Master Plan* and PWDS. If the design of the sewer pump station requires a Site Plan Review approval pursuant to SRC Chapter 220, the applicant shall obtain Site Plan Review approval of the pump station facility and lot dimensions prior to final plat.
9. Dedicate a 10-foot public utility easement along the street frontage of all internal streets.
10. The applicant shall provide a geotechnical report pursuant to SRC 810.030(b).
11. Applicable State and Federal permits shall be obtained as indicated by the Department of State Lands (DSL).

## **FACTS AND FINDINGS**

### **Water**

1. Existing Conditions
  - a. The subject property is located within the W-2 water service levels.
  - b. There are 8-inch W-2 water mains located in Doaks Ferry Road NW, Eagle Ridge Avenue NW, and Eagles Claw Avenue NW.

## **Sanitary Sewer**

### **1. Existing Conditions**

- a. An 8-inch sewer main is located on the northeast portion of the subject property.

## **Storm Drainage**

### **1. Existing Conditions**

- a. There are 10-inch storm mains located on the subject property, and in Eagle Ridge Avenue NW and Eagles Claw Avenue NW.
- b. Power Station Swale is located on the subject property.

## **Streets**

### **1. Doaks Ferry Road NW**

- a. Standard—This street is designated as a Major Arterial street in the Salem TSP. The standard for this street classification is a 68-foot-wide improvement within a 96-foot-wide right-of-way.
- b. Existing Condition—This street has an approximate 40-foot improvement within an 80-foot-wide right-of-way abutting the subject property.

### **2. Eagle Ridge Avenue NW**

- a. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
- b. Existing Condition—This street has an approximate 30-foot improvement within a 60-foot right-of-way abutting the subject property.

### **3. Eagles Claw Avenue NW**

- c. Standard—This street is designated as a Local street in the Salem TSP. The standard for this street classification is a 30-foot-wide improvement within a 60-foot-wide right-of-way.
- d. Existing Condition—This street has an approximate 30-foot improvement within a 50-foot right-of-way abutting the subject property.

## **Natural Resources**

1. Wetlands—There are Salem-Keizer Local Wetland Inventory linear channel wetlands mapped on the subject property.
2. Floodplain—There are no floodplain or floodway areas mapped on the subject property.
3. Landslide Hazards—City records show there are 2-, 3-, and 5-point landslide hazard areas mapped on the subject property.

## **Parks**

The subject property is served by the future Eagle's View Park property, which is an acquired but underdeveloped park site within one-half mile of the subject property.

## **CRITERIA AND FINDINGS**

### *URBAN GROWTH PRELIMINARY DECLARATION*

The subject property is located outside the Urban Service Area in an area without adequate facilities as defined in SRC Chapter 200. Analysis of the subject property based on relevant standards in SRC 200.035 through SRC 200.075 is as follows:

### **SRC 200.055—Standards for Street Improvements**

**Findings**—An adequate linking street is defined as the nearest point on a street that has a minimum 60-foot-wide right-of-way with a minimum 30-foot improvement for Local streets or a minimum 34-foot improvement for Minor and Major Arterial streets (SRC 200.055(b)). Doaks Ferry Road NW abutting the subject property is an adequate linking street.

Doaks Ferry Road NW is authorized as an interim alternative street standard in order to be built to Minor Arterial standards, but within a Major Arterial width right-of-way pursuant to SRC 803.065(a)(3) because construction to a Major Arterial pavement width is an undesirable use of developer and SDC funds for improvements that provide no short- or long-term benefit to the transportation system. An alternate street standard of a 23-foot-wide half-street improvement is acceptable due to the existing configuration of Doaks Ferry Road NW in the vicinity of the subject property. The Minor Arterial standard includes provisions for three travel lanes and two bike lanes. The sidewalk and street trees along Doaks Ferry Road NW shall be installed according to the Major Arterial standard.

**SRC 200.060—Standards for Sewer Improvements**

**Findings—**The proposed development shall be linked to adequate facilities by the construction of sewer lines and pumping stations, which are necessary to connect to such existing sewer facilities (SRC 200.060(a)). The nearest available sewer facility is an 8-inch distribution line located in Eagles Ridge Avenue NW abutting the proposed subdivision. A portion of the proposed development lacks adequate sewer facilities. The applicant shall construct the *Salem Area Wastewater Management Master Plan* improvements and link the site to existing facilities that are defined as adequate under SRC 200.005.

As a condition of sewer service, all developments will be required to provide public sewers to adjacent upstream parcels. This shall include the extension of sewer mains in easements or rights-of-way across the property to adjoining properties, and across the street frontage of the property to adjoining properties when the main is located in the street right-of-way. The applicant's utility plan shows a sewer main extended to Doaks Ferry Road NW in compliance with this condition.

The applicant proposes a sewer pump station and sewer mains on the subject property as depicted on the Wastewater Management Master Plan. The applicant shall be required to construct the proposed sewer pump station designed with immediate capacity that is sufficient to serve the proposed development and also designed with the capability of ultimately serving the entire sewer basin pursuant to the Wastewater Management Master Plan and PWDS.

**SRC 200.065—Standards for Storm Drainage Improvements**

**Findings—**The proposed development shall be linked to existing adequate facilities by the construction of storm drain lines, open channels, and detention facilities, which are necessary to connect to such existing drainage facilities (SRC 200.065(a)). The location of the nearest adequate public storm system is the Power Station Swale, located on the subject property. The applicant shall link the on-site system to existing facilities that are defined as adequate under SRC 200.005. Public stormwater facilities proposed within the BPA easement must be permanent except as authorized by the Public Works Director.

**SRC 200.070—Standards for Water Improvements**

**Findings—**The proposed development shall be linked to adequate facilities by the construction of water distribution lines, reservoirs, and pumping stations that connect to such existing water service facilities (SRC 200.070(a)). The existing 8-inch W-2 water mains in Doaks Ferry Road NW, Eagle Ridge Avenue NW, and Eagles Claw Avenue NW are adequate linking facilities. As a condition of water service, all developments will be required to provide public water mains to adjacent upstream parcels. The applicant's utility plan shows a water main extended to Doaks Ferry Road NW in compliance with this condition.

**SRC 200.075—Standards for Park Sites**

**Findings**—Prior to development approval, the applicant shall reserve for dedication that property within the development site that is necessary for an adequate neighborhood park, access to such park, and recreation routes, or similar uninterrupted linkages, based upon the *Salem Comprehensive Park System Master Plan* (SRC 200.075(a)).

The *Comprehensive Park System Master Plan* shows that the proposed development is served by the future Eagles View Park, an acquired but underdeveloped neighborhood park site located within one-half mile of the subject property.

***SUBDIVISION***

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

**SRC 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. 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).

Public Works staff 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

The Salem-Keizer Local Wetland Inventory 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 received from DSL indicates that wetlands may be present, and an onsite inspection by a qualified wetland consultant is recommended. Both state and federal permits may be required. The PWDS require that all applicable state and federal permits be acquired as a condition of permit approval. Therefore, the following condition applies:

Applicable State and Federal permits shall be obtained as indicated by Department of State Lands (DSL).

According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 (Landslide Hazards), there are 2-, 3-, and 5-point mapped landslide hazard areas on the subject property indicating a moderate landslide hazard risk. A geological assessment dated October 25, 2000, by Redmond and Associates, was submitted with the original Eagle's View development and is still valid. The geological assessment states, 'we strongly recommend that [a geotechnical engineer] be consulted as the planning for the project evolves such that a more detailed investigation and evaluation of the proposed roadways and residential lots can be performed.' Therefore, the applicant shall provide a geotechnical report pursuant to the standards described in SRC 810.030(b).

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

**Findings**—Water infrastructure is available along the perimeter of the site and appears to be adequate to serve the property as shown on the applicant's preliminary utility plan. The existing 8-inch W-2 water mains in Doaks Ferry Road NW, Eagle Ridge Avenue NW, and Eagles Claw Avenue NW are adequate linking facilities. As a condition of water service, all developments will be required to provide public water mains to adjacent upstream parcels. The applicant's utility plan shows a water main extended to Doaks Ferry Road NW in compliance with this condition.

The nearest available sewer facility is an 8-inch distribution line located in Eagles Ridge Avenue NW abutting the proposed subdivision. A portion of the proposed development lacks adequate sewer facilities. The applicant proposes a sewer pump station and sewer mains on the subject property as depicted on the *Wastewater Management Master Plan*. Pursuant to SRC 200.060, the applicant shall be required to construct the proposed sewer pump station designed with immediate capacity that is sufficient to serve the proposed development, and also designed with the capability of ultimately serving the entire sewer basin pursuant to the *Wastewater Management Master Plan* and 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 provided an engineered tentative stormwater design

to accommodate future impervious surface on all proposed lots. Prior to final plat, the applicant shall provide an engineered stormwater design pursuant to SRC 71 and PWDS to accommodate future impervious surface on all proposed lots, including stormwater facilities needed to serve new streets. Public stormwater facilities proposed within the BPA easement must be permanent except as authorized by the Public Works Director. The applicant shall dedicate a drainage easement pursuant to SRC 205.080 and PWDS along Power Station Swale.

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.

**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**—Doaks Ferry Road NW abuts the subject property and does not meet the current right-of-way or improvement width standards for a Major Arterial. In implementing boundary street requirements pursuant to SRC 803.040, conditions below require the applicant to dedicate additional right-of-way and convey 48 feet from centerline of Doaks Ferry Road NW. Since the surrounding area is mostly undeveloped, a Minor Arterial improvement width is warranted to ensure safe and efficient travel in the area. With the Alternative Street standard of a 23-foot-wide half-street travel width improvement, the ultimate location for sidewalks, street trees, and streetlights shall be installed to meet a Major Arterial Standard. The location of sidewalk, street trees, and streetlights in the ultimate location for the applicable street classification will ensure the pavement width can be expanded without jeopardizing the street trees and property line sidewalks.

In addition to the boundary improvement, the applicant shall construct a southbound to eastbound left-turn lane at the intersection of Doaks Ferry Road NW and Eagle Ridge Avenue NW. The turn lanes shall include storage and tapers as specified in PWDS. Off-site pavement widening may be needed in order to provide adequate lane widths and taper lengths pursuant to PWDS.

The applicant shall be required to convey land for dedication of right-of-way to equal a half-width of 48 feet from the centerline along the entire frontage of Doaks Ferry Road NW pursuant to SRC 803.040.

As an Alternative Street, along the Doaks Ferry Road NW frontage of the subject property, the applicant shall be required to construct a minimum 23-foot-wide half-street improvement to interim Minor Arterial standards. Sidewalks, street trees, and streetlights shall be designed to accommodate a future major arterial street.



The Doaks Ferry Road NW improvements shall include a southbound-to-eastbound left-turn lane at the intersection of Doaks Ferry Road NW and Eagle Ridge Avenue NW. The turn lanes shall include storage and tapers as specified in PWDS.

Construct internal streets to Local street standards, with the following exception: Eagles Claw Avenue NW is authorized for a minimum 52-foot-wide right-of-way pursuant to SRC 803.065(a)(3). The applicant does not propose street connections to the south line of the property. This proposal is acceptable because the southerly neighboring property is located outside the Urban Growth Boundary and has an average ground slope of approximately 30 percent. An access easement may be required to the south line of the subject property based on the existing access located on the property.

There are existing 1-foot reserve strips at the western terminus of both Eagle Ridge Avenue NW and Eagles Claw Avenue NW that are owned by City of Salem. The reserve strips shall be dedicated as right-of-way by the City of Salem prior to final plat.

The applicant's proposal includes a request to construct Eagles Claw Avenue NW with right-of-way width of 52 feet. A 52-foot right-of-way width minimizes the impact of the existing topography of the site while still allowing adequate width in the landscape strip for street trees, and otherwise meets the street standard. Due to the topography of the site, Eagles Claw Avenue NW is authorized with an alternative street standard for a reduced right-of-way width to 52 feet pursuant to SRC 803.065(a)(3). Also, pursuant to SRC 803.030(b)(1), street spacing may be increased due to physical constraints. Due to existing topography of the site, the proposed block length of proposed Eagles Claw Avenue NW is acceptable.

**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 subject property is served by a future neighborhood park known as Eagles View Park, which is an acquired but underdeveloped park site within a half-mile of the subject property. Access to the park is available through the existing transportation system.

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

**Findings**—The proposed 31-lot subdivision generates less than 1,000 average daily vehicle trips to Doaks Ferry Road NW, a Major Arterial street. Therefore, a TIA is not required as part of the proposed subdivision submittal.

**RESPONSE TO PUBLIC COMMENTS:**

1. **Street Access/Impeding Future Development of Adjacent Land**—The property owner abutting the proposed development along the southern boundary has expressed concern over the lack of street connectivity for his property. The neighboring property is located outside of City limits and outside the Urban Growth Boundary Area. Due to the topography of the neighboring site and the subject property, street connectivity that meets City standards for grade is not possible. The recommended conditions of approval specify that all required access easements shall be shown on the final plat.
2. **Access to Doaks Ferry Road NW**—The neighborhood association has expressed concern about connecting the subdivision to Doaks Ferry Road NW because of increased use of the Major Arterial. The school District has expressed support of the connection because future bus routes could utilize this connection. The proposed development meets the street spacing and connectivity standards as required in SRC 803.030 and 803.035(a).
3. **Stormwater and Power Station Swale**—Green stormwater infrastructure is required for flow control and treatment of impervious surfaces pursuant to PWDS. A drainage easement is required along Power Station Swale pursuant to PWDS.
4. **Landslide Hazards and Groundwater**—The property owner along the southern boundary is concerned about “slumping.” The neighborhood association has expressed concerns about groundwater. These issues will be addressed through a geotechnical report. The recommended conditions of approval specify that a geotechnical report is required pursuant to SRC 810.025(b)(2).

Prepared by Jennifer Scott, Program Manager  
cc: File