


TO: Aaron Panko, Planner III
Community Development Department

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

DATE: November 2, 2021

**SUBJECT: PUBLIC WORKS RECOMMENDATIONS
SUB21-09 (21-113071)
4540 PRINGLE ROAD SE
139-LOT PHASED SUBDIVISION**

PROPOSAL

A phased subdivision tentative plan to divide approximately 29.68 acres into 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.
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 Land 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).

RECOMMENDED CONDITIONS OF PLAT APPROVAL

1. Coordinate with City to eliminate the reserve blocks located along the existing rights-of-way abutting the subject property.
2. Provide a 10-foot public utility easement along the street frontage of all internal streets.
3. Provide an engineered stormwater design pursuant to SRC 71 and PWDS to accommodate future impervious surface on all proposed lots.
4. 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).
5. 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.
6. All necessary (existing and proposed) access and utility easements must be shown on the final plat.

Phase 1 Conditions:

7. Construct Hilfiker Lane SE from the intersection with 12th 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.
8. Construct a left-turn lane from northbound Battle Creek Road SE to westbound Hilfiker Lane SE as described in the applicant's TIA.
9. 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.
10. 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.
11. 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.

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

Phase 2 Conditions:

13. Construct internal streets to Local street standards.
14. Convey land for dedication to equal a half-width right-of-way of 30 feet on the development side of 12th Street SE, including sufficient right-of-way to accommodate public infrastructure at the property corners. Construct a half-street improvement along the frontage of 12th 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 12th Street SE.
 - b. The sidewalk may be located along the curb line abutting the open space area.

FACTS AND FINDINGS

Streets

1. Hilfiker Lane SE
 - a. Standard—This street is designated as a Collector street in the Salem TSP. The standard for this street classification is a 40-foot-wide improvement within a 60-foot-wide right-of-way.
 - b. Existing Condition—This street has an approximate 15-foot improvement within a 30-foot-wide right-of-way abutting a portion of the subject property.
2. Hillrose Street SE
 - 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 10-foot turnpike improvement within a 30-foot-wide right-of-way abutting the subject property.
3. Mandy Avenue SE
 - 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-wide right-of-way abutting the subject property.

4. 12th Street SE

- 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 20-foot improvement within a 30-foot-wide right-of-way abutting the subject property.

Water

1. Existing Conditions

- a. The subject property is located within the S-1 and S-2 water service level.
- b. A 12-inch water main is located in Hilfiker Lane SE.
- c. A 12-inch water main is located in Hillrose Street SE.
- d. An 8-inch water main is located in Mandy Avenue SE.
- e. A 6-inch and 8-inch water main is located in 12th Street SE.

Sanitary Sewer

1. Existing Conditions

- a. An 8-inch sewer main is located in Hilfiker Lane SE.
- b. An 8-inch sewer main is located in Hillrose Street SE.
- c. A 6-inch sewer main is located in Mandy Avenue SE.
- d. An 8-inch sewer main is located in 12th 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

1. Existing Conditions

- a. A 10-inch storm main is located in Hilfiker Lane SE.
- b. A 10-inch storm main is located in Hillrose Street SE at the northeast corner of the subject parcel.

- c. A 10-inch storm main is located in Mandy Avenue SE.
- d. A 24-inch storm main is located in 12th Street SE.

Parks

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

CRITERIA AND FINDINGS

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.

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 12th 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 City to eliminate the reserve blocks located along the existing rights-of-way abutting 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 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).

According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 (Landslide Hazards), there are mapped 2-point and 3-point landslide hazard areas on the subject property. The proposed activity of a 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 Geotechnical Engineering Report, prepared by GEO Consultants Northwest and dated April 13, 2021, was submitted to the City of Salem 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.

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

Findings—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).

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 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.

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. 2. A 10-foot public utility easement is required along the street frontage of all internal streets.

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—Hilfiker Lane SE is a future Collector street designated in the Salem TSP to be extended through the subject property. Based on topographic constraints, the maximum street grade for Hilfiker Lane SE 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 12th 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 12th Street SE may exceed the standard of 12 percent because the existing grade of 12th Street SE exceeds 12 percent. The sidewalk along 12th Street SE 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.

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 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 SE through the subject property provides a needed east-west connection in the area, connecting the neighborhoods abutting Battle Creek Road SE and Pringle Road SE 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 SE and Pringle Road SE.

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 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 dated July 9, 2021, 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

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.

Findings—Phase 1 includes Hilfiker Lane SE, Ramsay Road SE, Aldridge Avenue SE, and Hillrose Avenue SE. This phasing plan allows for connection to Battle Creek Road SE with the first phase and provides access for heavy construction equipment from Battle Creek Road SE during construction of Phase 1. Phase 2 includes 12th

Street SE, Drexler Drive SE, Porter Place SE, McCollum Street SE, Mandy Avenue SE, and Walton Way SE. 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.

Findings—Public improvements serving each phase are 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.

Findings—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.

RESPONSE TO CITIZEN COMMENTS

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 street are being constructed to meet PWDS, except where alternative street standards have been authorized.

Transportation and Connectivity—The City of Salem has recognized the lack of east-west connectivity in this area. The Salem TSP has long identified this extension of Hilfiker Lane SE 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 the City to downgrade the street to a “Collector” street. The design of a “Collector” street is one lane in each direction, and 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 SE. 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 SE. 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 SE and Battle Creek Road SE 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 Suntime Drive SE, Mandy Avenue SE, and Albert Drive SE.

This development is not responsible for mitigating 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 SE by 41 percent and by 24 percent on Commercial Street SE. They were additionally grown by 1.5 percent per year to reflect general background growth of traffic in Salem.

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

Stormwater—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 PWDS.

Parks—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 SE and Battle Creek Road SE.

Prepared by: Jennifer Scott, Program Manager
cc: File