CITY OF Salem AT YOUR SERVICE

MEMO

TO: Jamie Donaldson, Planner II
Community Development Department

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

DATE: August 12, 2022

SUBJECT: **PUBLIC WORKS RECOMMENDATIONS**
UGA-SPR-ADJ-DAP-TRV22-01
(22-104268; 22-104269; 22-104271; 22-109908; 22-110432)
4400 BLOCK TURNER ROAD SE
INDUSTRIAL DEVELOPMENT

PROPOSAL

A consolidated application including an Urban Growth Preliminary Declaration, Class 3 Site Plan Review, Class 2 Driveway Approach Permit, and Tree Regulation Variance for development of a new 193,758-square-foot industrial building with associated site improvements, and a Class 2 Adjustment to reduce the required distance between driveway approaches along a minor arterial. The subject property is approximately 10 acres in size, is zoned IG (Industrial General), and located in the 4400 Block of Turner Road SE (Marion County Assessor's Map and Tax Lot No: 082W07C / 200).

RECOMMENDED CONDITIONS OF APPROVAL

1. Construct all new structures a minimum of one foot above the base flood elevation pursuant to SRC 601.075.

2. Provide an engineered overland flow analysis to ensure that the proposed development does not cause the base flood elevation to be increased in a manner that causes localized flooding during major flood events. Ensure that base flood flows are conveyed around or through the site pursuant to PWDS.

3. Convey land for dedication to equal a half-width right-of-way of 36 feet on the development side of Turner Road SE.

4. Along the property frontage and along the frontage of 4375 Turner Road SE (Tax Lot No: 082W07C000101), construct a half-street improvement to Turner Road SE to minor arterial street standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803. The configuration of the improvement shall accommodate the following traffic mitigation measures:

Code authority references are abbreviated in this document as follows: *Salem Revised Code* (SRC); *Public Works Design Standards* (PWDS); *Salem Transportation System Plan* (Salem TSP); and *Stormwater Management Plan* (SMP).

a. Design and construct a left-turn lane and tapers within Turner Road SE to serve the southern driveway access.

b. Design and construct a left-turn lane and tapers within Turner Road SE to serve the northern driveway access. As required by the Transportation Impact Analysis (TIA), the driveway shall be restricted to right-in, right-out, and left-turn-in movements. A raised median must be constructed on Turner Road SE to prohibit the left-turn-out movement. The driveway and median design must accommodate large truck turning movements.

c. Minimize street tree installation as needed to provide adequate site distance as required in the TIA.

5. Design and construct a storm drainage system at the time of development in compliance with SRC Chapter 71 and PWDS.

FACTS

Streets

1. Turner Road SE

   a. Standard—This street is designated as a minor arterial street in the Salem TSP. The standard for this street classification is a 46-foot-wide improvement within a 72-foot-wide right-of-way.

   b. Existing Conditions—This street has an approximate 24-foot improvement within a 60-foot-wide right-of-way abutting the subject property.

Storm Drainage

1. Existing Conditions

   a. A 36-inch storm main is located in Turner Road SE.

Water

1. Existing Conditions

   a. The subject property is located in the G-0 water service level.

   b. A 24-inch water main is located in Turner Road SE and extends onto the subject property within an easement. Mains of this size generally convey flows of 8,500 to 19,700 gallons per minute.

Sanitary Sewer

1. Existing Conditions

   a. A 27-inch sewer main is located in Turner Road SE.

URBAN GROWTH PRELIMINARY DECLARATION

An Urban Growth Preliminary Declaration is required because the subject property is located outside the Urban Service Area in an area without required facilities. Analysis of the development based on relevant standards in SRC 200.055 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 major streets (SRC 200.055(b)). All streets abutting the property boundaries shall be designed to the greater of the standards of SRC Chapter 803 and the standards of linking streets in SRC 200.055(b).

Turner Road SE southeast of the subject property meets current standards. Turner Road SE northwest of the subject property does not meet current standards. Street improvements are required along the property frontage of Turner Road SE. Pursuant to SRC 200.035(a)(4), this improvement shall extend northwest along the property frontage of 4375 Turner Road SE (Tax Lot No. 082W07C000101). Street improvements and conditions of approval are discussed further below.

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). The nearest available sewer facility appears to be located in Turner Road SE abutting the subject property. The applicant shall construct the *Salem Wastewater Management Master Plan* improvements and link the site to existing facilities that are defined as adequate under 200.005(a).

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. The nearest available public storm system appears to be located in Turner Road SE abutting the subject property. The applicant shall link the on-site system to existing facilities that are defined as adequate under SRC 200.005(a).

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). The applicant shall provide linking water mains consistent with the *Water System Master Plan* adequate to convey fire flows to serve the proposed development as specified in the Water Distribution Design Standards.

SRC 200.075—Standards for Park Sites

Findings: New parks are not required for non-residential development.

SITE PLAN REVIEW CRITERIA AND FINDINGS

Analysis of the development based on relevant criteria in SRC 220.005(f)(3) is as follows:

Criteria: SRC 220.005(f)(3)(A) The application meets all applicable standards of the *Unified Development Code* (UDC)

Finding—With completion of the conditions above and approval of the adjustment for driveway spacing, the subject property meets all applicable standards of the following chapters of the UDC: 601 – Floodplain; 802 – Public Improvements; 803 – Streets and Right-of-Way Improvements; 804 – Driveway Approaches; 805 – Vision Clearance; 809 – Wetlands; and 810 – Landslides.

The subject property is designated on the Federal Emergency Management Agency floodplain maps as a Zone “AE” floodplain. Public Works staff has reviewed the Flood Insurance Study and Flood Insurance Rate Maps and has determined the 100-year base flood elevation for the subject development is 230 feet. Development within the floodplain requires a floodplain development permit and is subject to the requirements of SRC Chapter 601, including elevation of new structures to a minimum of one foot above the base flood elevation. An Elevation Certificate is required to verify the new structure’s elevation. The Elevation Certificates shall be submitted to the City to verify each structure’s elevation prior to pouring building foundations and again prior to final occupancy.

> **Condition:** Construct all new structures a minimum of one foot above the base flood elevation pursuant to SRC 601.075.

The proposed development is located in a Special Flood Hazard Area where flood flows are conveyed overland across the subject property. By elevating the site through the use of fill materials, the overland flow patterns will be obstructed, causing flood waters to be redirected into areas where they have not flowed in the past. As a result, an

engineered flow analysis is needed to determine the nature of the new flood flows directed around or through the site, including mitigation measures as needed to ensure that localized flooding is not caused by the proposed development.

> **Condition:** Provide an engineered overland flow analysis to ensure that the proposed development does not cause the base flood elevation to be increased in a manner that causes localized flooding during major flood events. Ensure that base flood flows are conveyed around or through the site pursuant to PWDS.

The Salem-Keizer Local Wetland Inventory shows that there are wetland channels and/or hydric soils mapped on the property. The applicant should contact the Oregon Department of State Lands to verify if any permits are required for development or construction in the vicinity of the mapped wetland area(s). Wetland notice was sent to the Oregon Department of State Lands pursuant to SRC 809.025.

According to the City's adopted landslide hazard susceptibility maps and SRC Chapter 810 (Landslide Hazards), there are mapped two-point landslide hazard areas on the subject property. The proposed activity of an industrial building adds three activity points to the proposal, which results in a total of five points. Therefore, the proposed development is classified as a moderate landslide risk and requires a geological assessment. A Geotechnical Engineering Report, prepared by Geotech Solutions, Inc., and dated November 2, 2021, was submitted to the City of Salem. This assessment demonstrates the subject property could be developed without increasing the potential for slope hazard on the site or adjacent properties by implementing recommendations in the report.

Criteria: SRC 220.005(f)(3)(B) The transportation system provides for the safe, orderly, and efficient circulation of traffic into and out of the proposed development, and negative impacts to the transportation system are mitigated adequately

Finding—The existing condition of Turner Road SE along the property frontage does not meet current standards for its classification of street per the Salem TSP. Turner Road SE southeast of the subject property meets current standards for a "linking street." Turner Road SE northwest of the subject property does not meet current standards for a "linking street." Along the property frontage, the applicant shall convey for dedication a half-width right-of-way up to 36 feet and construct a half-street improvement to minor arterial street standards as specified in the PWDS and based on a rational nexus calculation. Street improvements are required along the property frontage of Turner Road SE. Pursuant to SRC 200.035(a)(4), this improvement shall extend northwest along the property frontage of 4375 Turner Road SE (Tax Lot No. 082W07C000101).

A TIA was submitted as part of the application packet pursuant to SRC 803.015. A sight distance analysis for the proposed driveways was included within the TIA. The TIA concludes that a left-turn lane is warranted at the southern driveway. Additionally, the

TIA concludes that the northern driveway access shall be restricted to right turns only to allow for adequate sight distance. Because the northern driveway will be restricted to right turns, a turn lane and median to restrict left-out movements is required. The Assistant City Traffic Engineer has reviewed the TIA and recommends mitigation be included in the conditions of approval.

The sight distance analysis submitted finds that adequate sight distance is only provided where plantings are maintained at a height of 30 inches or less. Pursuant to SRC 86.015(e), the applicant is required to install new street trees to the maximum extent feasible. Staff finds that in order to provide adequate sight distance, it is not feasible to require new street trees along Turner Road SE. The applicant is advised to plant low growing native shrubbery in the planter strip that will not exceed 30 inches in height in accordance with the applicant's TIA.

Condition: Convey land for dedication to equal a half-width right-of-way of 36 feet on the development side of Turner Road SE.

Condition: Along the property frontage and along the frontage of 4375 Turner Road SE (Tax Lot No. 082W07C000101), construct a half-street improvement to Turner Road SE to minor arterial street standards as specified in the City Street Design Standards and consistent with the provisions of SRC Chapter 803. The configuration of the improvement shall accommodate the following traffic mitigation measures:

a. Design and construct a left-turn lane and tapers within Turner Road SE to serve the southern driveway access.

b. Design and construct a left-turn lane and tapers within Turner Road SE to serve the northern driveway access. As required by the TIA, the driveway shall be restricted to right-in, right-out, and left-turn-in movements. A raised median must be constructed on Turner Road SE to prohibit the left-turn-out movement. The driveway and median design must accommodate large truck turning movements.

c. Minimize street tree installation as needed to provide adequate site distance as required in the TIA.

Criteria: SRC 220.005(f)(3)(C) Parking areas and driveways are designed to facilitate safe and efficient movement of vehicles, bicycles, and pedestrians

Finding—As discussed above, the applicant submitted a TIA and sight distance analysis which demonstrates that with recommended conditions, the proposed driveway access onto Turner Road SE provides for safe turning movements into and out of the property.

Criteria: SRC 220.005(f)(3)(D) The proposed development will be adequately served with City water, sewer, storm drainage, and other utilities appropriate to the nature of the development

Finding—The Public Works Department has reviewed the applicant's preliminary plan for this site. The water, sewer, and storm infrastructure are available within surrounding streets/areas and are adequate to serve the proposed development.

The applicant's engineer submitted a statement demonstrating compliance with Stormwater PWDS Appendix 004-E(4) and SRC Chapter 71. The preliminary stormwater design demonstrates the use of green stormwater infrastructure to the maximum extent feasible.

> **Condition:** Design and construct a storm drainage system at the time of development in compliance with SRC Chapter 71 and PWDS.

The applicant shall design and construct all utilities (sewer, water, and storm drainage) according to the PWDS and to the satisfaction of the Public Works Director.

CLASS 2 DRIVEWAY APPROACH PERMIT CRITERIA AND FINDINGS

Criteria—A Class 2 Driveway Approach Permit shall be granted if:

1. **The proposed driveway approach meets the standards of this Chapter and the PWDS;**

   Finding—The proposed driveway is located less than 370 feet from adjacent driveways; therefore, a Class 2 adjustment is required for driveway spacing as described below. Otherwise, the proposed driveway meets the standards for SRC 804 and PWDS.

2. **No site conditions prevent placing the driveway approach in the required location;**

   Finding—There are no site conditions prohibiting the location of the proposed driveway.

3. **The number of driveway approaches onto an arterial are minimized;**

   Finding—The applicant proposes one new driveway onto an arterial street; there is one existing driveway near the northwestern property line that will be relocated and continue to serve the proposed development. The project site has approximately 750 feet of frontage on Turner Road SE and is therefore granted two driveways.

4. **The proposed driveway approach, where possible:**

   i. Is shared with an adjacent property; or

   ii. Takes access from the lowest classification of street abutting the property;

   Finding—The subject property only has frontage on an arterial street and therefore takes access from the lowest classification of street abutting the property.

5. **Proposed driveway approach meets vision clearance standards;**

   Finding—The proposed driveway meets the PWDS vision clearance standards set forth in SRC Chapter 805.

6. **The proposed driveway approach does not create traffic hazards and provides for safe turning movements and access;**

   Finding—No evidence has been submitted to indicate that the proposed driveway will create traffic hazards or unsafe turning movements. With recommended conditions listed above, the proposed driveway will not create a traffic hazard and will provide for safe turning movements for access to the subject property.

7. **The proposed driveway approach does not result in significant adverse impacts to the vicinity;**

   Finding—Staff analysis of the proposed driveway and the evidence that has been submitted indicate that the location of the proposed driveway will not have any adverse impacts to the adjacent properties or streets.

8. **The proposed driveway approach minimizes impact to the functionality of adjacent streets and intersections; and**

   Finding—The proposed driveway approaches are located on a minor arterial street and minimize the impact to adjacent streets and intersections.

9. **The proposed driveway approach balances the adverse impacts to residentially-zoned property and the functionality of adjacent streets.**

   Finding—The proposed driveway approach is not located in the vicinity of a residentially-zoned area. The driveway will not have an effect on the functionality of the adjacent streets.

CRITERIA AND FINDINGS—CLASS 2 ADJUSTMENTS

Analysis of the proposed Class 2 adjustment based on relevant criteria in SRC 250.005(d)(2) is as follows:

Criteria—The purpose underlying the specific development standard proposed for adjustment is:

1. **Clearly inapplicable to the proposed development; or**

2. **Equally or better met by the proposed development.**

Finding—The applicant is requesting a Class 2 adjustment to allow for reduced spacing between driveways less than the standard of 370 feet. The development is proposing two driveways. One existing driveway is located near the northern corner of the subject property along Turner Road SE and will be relocated 200 feet south. The new driveway is located at the southern corner of the property along Turner Road SE. Locations of the driveways minimizes conflicts with the intersection of Turner Road SE and 37th Avenue SE. The proposed driveway configuration meets the adjustment criteria by allowing for turning movements and traffic safety equal to what would be accomplished by meeting the development standard.

Prepared by: Laurel Christian, Program Coordinator
cc: File