

## **Application – 425 N. 1<sup>st</sup> Avenue Commercial Development City of Stayton – Land Use File No. 2-03/21**

**TO:** Dan Fleishman/*City Planner*

**FROM:** John Ashley, P.E./*City Engineer*

**COPIES:** Lance Ludwick, P.E./*Public Works Director*

**PROJECT:** **Land Use Application Review – Event Center at the northwest corner of W. High Street and N. 1<sup>st</sup> Avenue.  
091W10CD - TL00100**

**DATE:** March 29, 2021

### **Background**

I received a copy of the land use application provided by Owner/Developer Santiam Heritage Foundation, Inc., with a request by the City of Stayton to review and respond. The application is to establish an event center and parking improvements at the existing house located at 425 N. First Avenue.

The following land use application review concentrates on the public works aspects and implications of the application, including anticipated impacts to existing public utilities and recommended public improvements. The review findings and public works recommendations are based on a review of the applicable public works portions of the City of Stayton Municipal Code (SMC) and Public Works Design Standards (PWDS), and does not include a review of any other agency's requirements, or any building or other specialty code requirements covered under such building, plumbing, mechanical, electrical, fire, or any other applicable codes and regulations that may be required for the project.

The Developer is required to obtain any and all required reviews, approvals, and permits required by the Planning Conditions of Approval, SMC, PWDS, Marion County, DEQ, OHA-DWS, Fire Code Official, Building Official, and/or any other agencies having jurisdiction over the work. As such, the Developer shall coordinate with Public Works, Fire Code Official, Building Official, and other appropriate agencies as necessary. The City of Stayton Municipal Code and Public Works Standards are available online at <http://www.staytonoregon.gov>, under the document center and the public works department menus. It is recommended that City Staff review this memorandum in conjunction with their application review.

## **Project Overview**

### **Project Site and Access**

The application shows the location of the development to be within Township 9 South, Range 1 West, Section 10CD, Tax Lot 00100. Existing vehicular access is along W. High Street. Tax Lot 00100 is approximately 0.55 acres in size.

### **Existing Site Topography and Utilities**

Existing site topography and utilities were not provided with the application. Master plan mapping indicates that there is an existing 12" sanitary sewer system, an existing 12" water main, and a 12" storm drainage system within N. 1<sup>st</sup> Avenue. An existing 8" sanitary sewer, a small diameter water main, and an unknown size storm drainage system are within W. High Street.

### **Construction Phasing**

The application did not indicate whether the proposed development will be constructed in a single or in multiple construction phases. In accordance with PWDS 103.01.B, if a development that has been approved by the City to be constructed in multiple phases, the construction plans for each phase shall be capable of standing alone, and City approval of one phase shall be independent of the approval for all other phases.

### **Horizontal and Vertical Datum**

The application did not indicate the horizontal and vertical datum being used for the development. In accordance with PWDS 102.03, all elevations on design plans and record drawings shall be based on the NAVD88 Datum, and the horizontal datum shall be based on the Stayton local datum or Oregon State Plane Coordinate System (NAD83).

## **Findings**

### **Transportation**

- **TIA/TAL** – The TIA/TAL requirements have been waived by the Public Works Director.
- **Right of Way (R/W)** – Right-of-ways shall comply with PWDS 302.05 and PWDS 312, Geometric Design Requirements by Street Functional Classification.
  - **N. 1<sup>st</sup> Avenue** – N. 1<sup>st</sup> Avenue is designated in the City's TSP as a Major Arterial under Marion County jurisdiction, but is listed as a Minor Arterial in City's PWDS 312. The City's PWDS 312 requires an 80' R/W along the frontage of N. 1<sup>st</sup> Avenue to provide for two travel lanes, a center turn lane, and 6' bike lanes. From the tax assessor's map, it appears that there is only 50' of existing R/W along the development's frontage of N. 1<sup>st</sup> Avenue, with what looks like 30' of R/W located on the easterly half and 20' on the westerly half. Therefore, additional R/W dedication does appear

- to be necessary to comply with the PWDS and the TSP's recommendations. The PWDS 312 footnotes for N. 1<sup>st</sup> Avenue states that in lieu of the full R/W, the City will accept where approved 60' of R/W plus a 10' wide PUE/SW easement. As such, the actual existing centerline of the N. 1<sup>st</sup> Avenue R/W will need to be established in order to determine what additional R/W will be necessary to meet the 30' half-width R/W requirement in the PWDS. The 10' wide PUE/SW easement is recommended to be provided as indicated in PWDS 312. It is recommended that the City work with the Developer on any additional R/W width and the 10' PUE/SW easement needed in order to comply with the City's PWDS and TSP recommendations. Since the frontage is controlled by Marion County, any additional R/W requirements will be as determined by them.
- **W. High Street** – W. High Street is designated in the City's PWDS as a Local Street under City jurisdiction. PWDS 312 requires a minimum of 60' of R/W for Local Streets. From the tax assessor's map, it appears that there is already 60' of existing R/W along W. High Street. Therefore, additional R/W dedication does not appear to be necessary. However, additional R/W or a PUE/SW easement will be necessary at the intersection of W. High Street and N. 1<sup>st</sup> Avenue to provide 1' clearance behind sidewalks and sidewalk ramps per PWDS 302.05.C.
  - **Street Improvements** – Street sections shall comply with PWDS 312, Geometric Design Requirements by Street Functional Classification and the standard drawings. It shall be the responsibility of the Developer to preserve and protect the current pavement condition index rating and the structural integrity of the existing roadways from construction traffic to the satisfaction of the Public Works Director throughout all phases of development. Failure to preserve and protect the roadways may result in the Owner/Developer being responsible for replacing and reconstructing the damaged roadways at the Owner/Developer's expense. It should be noted that final asphalt concrete pavement and sidewalk sawcut lines for all street improvements will be established by the City Inspector with the Design Engineer and Contractor during construction.
    - **N. 1<sup>st</sup> Avenue** – N. 1<sup>st</sup> Avenue is considered to be developed along the frontage with asphalt pavement, curbs, sidewalks, and storm drainage. However, the asphalt pavement width and sidewalks are substandard, and there are no bike lanes. Table 2 of the City's TSP recommends 8' wide curblined sidewalk improvements and Table 3 recommends 6' bike lanes be installed along N. 1<sup>st</sup> Avenue. However, since the frontage is controlled by Marion County, any street improvement requirements will be as determined by them.
    - **W. High Street** – W. High Street is considered to be only partially developed along the frontage with partial width asphalt pavement, curbs, and storm drainage. There is currently no asphalt pavement up to the existing curb, and there are no sidewalks along the frontage. As such, a half-street improvement consisting of a widened pavement section, curb and gutters, sidewalks, and storm drainage in accordance

with PWDS 303.02 is recommended to be provided along the frontage, unless the Public Works Director grants a deferral of the street improvements in accordance with SMC 12.04.080. Sidewalk ramp improvements will be needed at the intersection of W. High Street and N. 1<sup>st</sup> Avenue.

- **Parking Lot –**
  - Parking lot design shall minimize congestion and take into account both vehicle traffic and pedestrian traffic and shall comply with standard engineering practice, the Stayton Municipal Code, and Public Works Standards.
  - All traffic circulation patterns shall be designed to accommodate emergency vehicles as necessary.
  - The proper number and type of ADA parking stalls shall be provided.
  - Parking lot lighting shall be in accordance with SMC 17.20.170.4.c. The type, spacing, and location of parking lot lighting shall be as approved by the City.
  - Finish grades shall be such that stormwater runoff will be directed towards an appropriate stormwater system. New parking lot catch basins shall be designed to support H-20 loading and at minimum shall be equipped with sediment and stormwater pollution control traps.
- **Sight Distance and Clearance Areas –** Adequate sight distance and clearance areas shall be provided in accordance with PWDS 303.06. Landscaping shall be located and designed to prevent obstruction of the sight distances and clear vision areas.
- **Street Lighting –** The location of existing street lights along W. High Street and N. 1<sup>st</sup> Avenue shall be reviewed and any additional street lighting shall be provided if necessary to comply with PWDS 308.
- **Driveway Spacing –** PWDS 303.11.D and Table 7 of the City's TSP requires the driveway spacing to be 260' on Major Arterial Streets and 50' on Local Streets from another driveway or from a nearby street intersection. As such, driveway access will need to comply with the PWDS access spacing and distances.
- **Streetscape Appurtenances –** All public and private items that currently exist or will be placed in the R/W that will impact the sidewalk and/or the landscape strip shall be coordinated and shown on the plans as necessary. Franchise utility poles and other utility structures shall be coordinated with rightful utility owners and located in accordance with the PWDS. Street trees shall be provided in accordance with PWDS 309.05; however, they shall be located and designed to prevent obstruction of the sight distances and clear vision areas.
- **Transportation System Plan –** The City's Transportation System Plan recommended improvements needed along the frontage of this development are as previously mentioned in the street improvements above.
- **Parks Master Plan –** The development shall comply with the Parks Master Plan, including any appropriate open space, trails, and landscaping.
- **Engineered Plans –** Prior to Site Development Permit issuance, the Developer shall submit to the City and to Marion County Public Works (as applicable) for review and

approval engineered site and street improvement plans conforming to Public Works Standards.

## Water

- **Domestic Service and Backflow Prevention** – A utility layout showing water service and backflow prevention necessary to serve the site was not provided with the application site plan. Any modifications to the existing water system shall comply with Public Works Standards and meet the requirements of the Building Official and Fire Code Official. Appropriate backflow prevention devices shall be provided as necessary and will need to be reviewed and approved by the City, Building Official and the Fire Code Official, as applicable. Only Oregon Health Authority – Drinking Water Services (OHA-DWS) approved backflow devices shall be used. All private utilities will need to be reviewed and approved by the Building Official.
- **Fire Protection** – Generally, fire hydrant(s) are required to be installed within 250’ of any new structure, unless otherwise approved by the Fire Code Official. The Developer shall review and coordinate with the Fire Code Official to ensure compliance with applicable fire codes and regulations. Any necessary water system improvements shall comply with the Public Works Standards and be shown on the engineered plans. The Developer shall provide the necessary fire access, protection devices, and system modifications and meet all other fire protection requirements of the Fire Code Official.
- **Fire Code Official Approval** – Prior to Site Development Permit final plan approval, the Developer will be required to provide written documentation showing that the Fire Code Official has reviewed and approved all required fire access, protection devices, and system modifications, unless otherwise approved to be deferred in writing by the Fire Code Official.
- **Water Master Plan** – There are no water system improvements identified in the Water Master Plan that are applicable to this development.
- **Engineered Plans** – If modifications to the existing water system are needed, then prior to Site Development Permit issuance, the Developer shall submit to the City for review and approval an engineered water system plan conforming to Public Works Standards and meeting the requirements of the Building Official and Fire Code Official. A utility easement in accordance with PWDS 102.08 shall be provided if a public water main and/or public fire hydrant is extended outside the public right-of-way.

## Sanitary Sewer

- **Sanitary Sewer** – A utility layout showing sanitary sewer service necessary to serve the site was not provided with the application site plan. Any modifications to the existing sanitary sewer system shall comply with Public Works Standards and meet the requirements of the Building Official. In accordance with PWDS 506.01.B, multi-family dwellings or commercial buildings shall have a 6” sanitary sewer service lateral, unless

otherwise approved. If deemed necessary by Public Works, the existing parcel's sanitary sewer service shall be televised and inspected prior to reuse. A new two-way property line cleanout will be required if one does not exist. If the existing service is only a 4", then a design modification request shall be submitted along with appropriate calculations showing that it complies with the current plumbing code requirements. All private utilities will need to be reviewed and approved by the Building Official.

- **Sanitary Sewer Master Plan** – Figure 15 of the Sanitary Sewer Master Plan shows an 18" sanitary sewer main is needed along the frontage of N. 1<sup>st</sup> Avenue. However, those recommended sanitary sewer improvements are not applicable to this development.
- **Engineered Plans** – If modifications to the existing sanitary sewer system are needed, then prior to Site Development Permit issuance, the Developer shall submit to the City for review and approval engineered sanitary sewer plans conforming to Public Works Standards and meeting the requirements of the Building Official.

## Stormwater

- **Existing Storm Drainage System** – Modifications to the existing storm drainage system may be required to accommodate the curb and gutter, curb returns, and sidewalk ramps. As such, any storm drainage system improvements shall comply with Public Works Standards.
- **Stormwater Analysis and Report** – A stormwater analysis, drainage report and supporting documentation will be required in accordance with PWDS 603.01. Existing site topography, off-site contributing areas, and the high seasonal groundwater elevation will need to be considered and included in the stormwater design. All existing and/or developed open water surface areas will need to be included in the stormwater calculations and the required stormwater facility setback distances shall be included in the design and shown on the plans.
- **Stormwater Quality and Quantity** – A utility layout showing storm drainage necessary to serve the site was not provided with the application site plan. Stormwater quality and quantity provisions will be required in accordance with PWDS 607 and 608. All private utilities will need to be reviewed and approved by the Building Official.
  - Stormwater quality facilities meeting the requirements of the PWDS will be required. Best management practices shall be used to minimize any degradation of stormwater quality caused by the development. See PWDS 607 for stormwater quality facility requirements.
  - If detention is proposed, stormwater quantity facilities will be required to detain post-developed peak runoff rates from the 2-year, 5-year, 10-year, and 50-year 24-hour storm events to the respective pre-developed peak runoff rates, and the post-developed peak runoff rate for the 25-year storm event will be required to be detained to the 10-year pre-developed peak runoff rate per PWDS 602.05.C. A downstream capacity analysis may also be required per PWDS 603.01.B. See PWDS 608 for stormwater quantity facility requirements.

- If retention is proposed, then the stormwater retention facility shall be designed to retain a 50-year storm event per PWDS 602.05.C. The City is known to have high seasonal groundwater issues, so if infiltration is proposed, the infiltration rates and the seasonal high groundwater elevation for this area will need to be determined and the potential impacts to the stormwater drainage system and stormwater facilities will need to be considered in the design. Any proposed UICs will need to comply with PWDS and DEQ standards and will need to be permitted through DEQ.
- Provisions for an adequate and approved emergency overflow system are required to convey the post-developed 100-year storm event flows to an acceptable point of discharge. Additional provisions shall be provided at all locations where the overflow system will create ponding to hazardous depths. Emergency access shall be provided at all times.
- Appropriate setbacks from the edge of the stormwater management facility's maximum water surface to the property lines shall be provided, unless an easement with adjacent property owners is provided in accordance with the SWMM requirements.
- The amount of impervious surface area that has been included in the stormwater calculations shall be shown in the stormwater drainage report narrative and noted on the stormwater plans, including what the impervious surface area calculation includes (e.g., sidewalks, driveways, driveway approach, roof, etc.).
- Source control measures shall be implemented for the development in accordance with PWDS 602.01.N. The SWMM Source Control Manual defines the source control characteristics and uses and identifies structural source controls that must be implemented to manage the pollutants at their source.
- **Acceptable Point of Discharge** – It shall be the responsibility of the Developer to provide a suitable discharge location for stormwater from the development which will not harm or inconvenience any adjacent or downstream properties. An acceptable point of discharge is to be designed by the Design Engineer and approved by the City.
- **Stormwater Operation and Maintenance Plan and Agreement** – Stormwater operation and maintenance of the stormwater facilities will be the obligation of the property owner. As such, a stormwater operation and maintenance plan and agreement (as approved by the City) will be required to ensure future operation and maintenance of private stormwater facilities. See the Public Works Standard forms.
- **Stormwater Master Plan** – Figure 11 of the Stormwater Master Plan shows a parallel 24" and 18" storm drainage system is needed along the frontage of N. 1<sup>st</sup> Avenue. However, those recommended stormwater improvements are not applicable to this development.
- **Engineered Plans** – The Developer shall submit to the City for review and approval engineered stormwater conveyance, quality, and quantity plans, stormwater analysis and report, and an O&M plan and agreement conforming to Public Works Standards, and meeting the requirements of the Building Official. A utility easement in accordance

with PWDS 102.08 shall be provided if a public storm drainage system is extended outside the public right-of-way.

### **Erosion and Sediment Control**

- **Erosion Control** – In accordance with PWDS 611.01, an erosion and sediment control plan shall be submitted for review prior to any site grading or earth disturbing activities.

### **Franchise Utilities**

- **Franchise Utility Improvements** – All franchise utility improvements, including but not limited to, telephone, electrical power, gas and cable TV shall meet the current standards of the appropriate agency as well as Public Works Standards.

### **Recommended Public Works Conditions of Approval**

1. The City of Stayton Standard Conditions of Approval shall apply. All required easements, agreements, and other documentation required by the Planning Conditions of Approval, SMC, PWDS and other agencies having jurisdiction over the work shall be provided to the City for review and approval prior to issuance of a Site Development Permit.
2. The following engineered plans and supporting documentation shall be submitted to the City for review and approval prior to issuance of a Site Development Permit.
  - a. Site and street improvement plans conforming to Public Works Standards. It is recommended that the City work with the Developer on the half-street improvements needed along W. High Street, unless the Public Works Director grants a deferral of the street improvements in accordance with SMC 12.04.080, and on any additional R/W width and the 10' PUE/SW easement needed along N. 1<sup>st</sup> Avenue in order to comply with the City's PWDS and TSP recommendations.
  - b. If modifications to the existing water system are needed, then water system plans conforming to Public Works Standards and meeting the requirements of the Building and Fire Code Official. The Owner/Developer shall provide written documentation that the Fire Code Official has reviewed and approved all required private fire access, protection devices, and system modifications, unless otherwise deferred in writing by the Fire Code Official.
  - c. If modifications to the existing sanitary sewer system are needed, then sanitary sewer system plans conforming to Public Works Standards, and meeting the requirements of the Building Official. If deemed necessary by Public Works, the existing parcel's sanitary sewer service shall be televised and inspected prior to reuse.
  - d. A stormwater analysis conforming to Public Works Standards. Careful review and consideration of the area's seasonal high groundwater impacts will need to be included in the analysis. If UICs are proposed, then written documentation



shall be provided to the City that UIC approval and necessary permit(s) have been obtained from DEQ.

- e. Stormwater conveyance, quality, and quantity facility plans conforming to Public Works Standards and meeting the requirements of the Building Official. It shall be the responsibility of the Owner/Developer to provide an acceptable point of discharge for stormwater from the development which will not harm or inconvenience any adjacent or downstream properties and that conforms to Public Works Standards. An acceptable point of discharge is to be designed by the Design Engineer and approved by the City.
- f. A stormwater operation and maintenance plan and agreement (as approved by the City) to ensure future operation and maintenance of the stormwater quality and quantity facilities.
- g. An erosion and sediment control plan for the site grading and earth disturbing activities conforming to Public Works Standards.