STAFF REPORT TO THE DONALD CITY COUNCIL

REPORT DATE: July 3, 2018

HEARING DATE: July 17, 2018

FILE No.: Legislative Amendment #LA 2018-02 "COG Amendments"

APPLICANT: City of Donald

SUMMARY: Amendments to various sections of the Donald Development Ordinance (DDO),

including: clarifying setbacks in multiple zones; addition of a fee-in-lieu of construction (FILOC) option for required street improvements; sign provisions for directional signage, large buildings, and multi-tenant buildings; guidelines for denied applications, site plan features, and timing of public improvements for partition and subdivision actions.

CRITERIA: 1. Oregon Statewide Planning Goals & Guidelines

2. Donald Comprehensive Plan

3. Donald Development Ordinance Section 3.112.03 Text Amendments

EXHIBITS: Exhibit A: Draft Code Amendments

I. BACKGROUND:

While Donald Legislative Amendment #LA 2018-01 is a package of amendments to the Donald Development Ordinance (DDO) funded and performed through the State of Oregon Transportation Growth Management (TGM) program, this file, #LA 2018-02 is a separate package of code amendments. The two packages are complementary to each other, and have run in tandem through the work sessions, public notice, and public hearing processes. This package of code amendments represents a handful of items which were not selected to be wrapped into the TGM Code Amendments, but rather includes a running list of items which the Mid-Willamette Valley Council of Governments (MWVCOG) planning staff and City staff had tracked as potentially needed code updates and clarifications over the past couple years.

II. PROCEDURE:

Pursuant to the Donald Development Ordinance (DDO) Section 3.101.04, a text amendment to the Development Code is a Type IV Action in which the City considers and enacts or amends laws and policies. Private parties cannot apply for a Type IV action; it must be initiated by City staff, Planning Commission, or City Council. Public notice and hearings are provided in a Type IV process.

III. ANALYSIS OF APPLICABLE CRITERIA:

OREGON'S STATEWIDE PLANNING GOALS & GUIDELINES / DONALD COMPREHENSIVE PLAN

GOAL 1: CITIZEN INVOLVEMENT OAR 660-015-0000(1) "To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process."

STAFF FINDINGS:

The Donald Planning Commission and Donald City Council convened a series of three joint work sessions to address amendments to the DDO through files #LA 2018-01 and LA 2018-02 on May 15, 2018, May 17, 2018, and May 22, 2018. The work sessions were noticed and open to the public.

Notice was provided to the Oregon Department of Land Conservation and Development (DLCD) initially on May 25, 2018, which was 27 days prior to the first public hearing, and 53 days prior to the final public hearing.

Public notice was published in the Woodburn Independent newspaper which is a regional newspaper with weekly circulation on Wednesday, June 6th, which was 15 days prior to the first public hearing.

In Oregon Measure 56 notices are required to be mailed to property owners whose property values could potentially be impacted by a change to a local zoning designation or development code regulation (ORS 227.186). While no property was proposed to be re-zoned in this case, staff prepared and mailed Measure 56 notices to 268 addresses in Donald, Oregon, which was every non-public zoned property in the city limits (after duplicates were eliminated). The mailing was a combined notice for files # LA 2018-01 and LA 2018-02. They were mailed on June 14th, which was one week (7 days) prior to the first public hearing.

Notice for the public hearing dates before the Planning Commission and City Council were posted in the community and the City's website as early as June 5, 2018, which was 16 days prior to the first public hearing.

The Planning Commission held a public hearing on Legislative Amendments # LA 2018-01 and LA 2018-02 on Thursday, June 21st at 6:45 pm at the Donald City Hall. The public hearing was duly noticed and open to the public for participation. Some members of the public did attend. No written public comments were received regarding this file #LA 2018-02. Public comments received in person during the public hearing included a property owner acknowledging that the fee-in-lieu option was a large expense up front at the time of land division, which might be difficult for some projects. The same property owner was previously required to acquire a variance approval from the Planning Commission for wall signs exceeding the previous size limit in the DDO. He stated that he was not supportive of all businesses having the ability to increase their sign size. Staff informed him that the larger sign size was permitted based only upon a minimum building size of 10,000 SF or more.

Staff finds that this criterion is met.

GOAL 2: LAND USE PLANNING OAR 660-015-0000(2) "To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions."

STAFF FINDINGS: The proposal does not involve exceptions to the Statewide Goals. Goal 2 supports clear and thorough local procedures. The DDO Section 3.203.02 establishes the decision process for Legislative Amendments which are a Type IV Action. Type IV actions require public hearings before both the Planning Commission and City Council with sufficient public notice, as detailed in DDO Section 3.204.03. The public hearings before the Planning Commission and City Council were conducted in accordance with DDO Sections 3.205 and 3.206 respectively. Staff finds that this criterion is met.

GOAL 3: AGRICULTURAL LANDS OAR 660-015-0000(3) "To preserve and maintain agricultural lands."

<u>STAFF FINDINGS</u>: As the Donald Development Ordinance only applies to properties within the incorporated City Limits where urban densities, uses, and facilities are available and required, staff finds that this criterion does not apply.

GOAL 4: FOREST LANDS OAR 660-015-0000(4) "To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on

forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture."

<u>STAFF FINDINGS</u>: As the Donald Development Ordinance only applies to properties within the incorporated City Limits where urban densities, uses, and facilities are available and required, staff finds that this criterion does not apply.

GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES OAR 660-0150000(5) "To protect natural resources and conserve scenic and historic areas and open spaces."

<u>STAFF FINDINGS</u>: Staff finds no evidence that the development code amendments proposed herein could impact natural resources, scenic and historic areas, or open spaces. Staff finds that this criterion does not apply.

GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY OAR 660-015-0000(6) "To maintain and improve the quality of the air, water and land resources of the state."

<u>STAFF FINDINGS</u>: Staff finds no evidence that the development code amendments proposed herein could impact air, water, and land resources quality. Staff finds that this criterion does not apply.

GOAL 7: AREAS SUBJECT TO NATURAL HAZARDS "To protect people and property from natural hazards."

<u>STAFF FINDINGS</u>: Staff finds no evidence that the development code amendments proposed herein could impact areas subject to natural hazards. Staff finds that this criterion does not apply.

GOAL 8: RECREATIONAL NEEDS OAR 660-015-0000(8) "To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts."

<u>STAFF FINDINGS</u>: Staff finds no evidence that the development code amendments proposed herein could impact recreational amenities or opportunities. Staff finds that this criterion does not apply.

GOAL 9: ECONOMIC DEVELOPMENT OAR 660-015-0000(9) "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."

STAFF FINDINGS: Included within the subject package of code amendments is language clarifying the requirement for a developer to construct public improvements on the frontage of a property prior to recording the final plat of a partition or subdivision. To reiterate, this requirement is in addition to the requirement that a developer construct public improvements prior to final occupancy of a development (when no land division process is involved). The developer has the option to guarantee the construction through a performance bond or other instrument acceptable to the City Attorney. The City of Donald is also introducing a fee-in-lieu system in which a property owner/developer could pay a fee in the place of constructed improvements, if certain criteria are met. The Code amendments package also clarifies setbacks in certain zones, and it introduces provisions for larger maximum sign sizes for large industrial buildings, on site directional signage, and signage for multi-tenant buildings.

Overall, the code amendments contained herein are intended to provide certainty to developers so that they may have reasonable expectations about the extent, timing, and options for financing public improvements required with their projects. The construction of high-quality public improvements in the community contribute to the overall aesthetic, function, and safety of the public facilities for residents and businesses alike. Additionally, the enhanced sign code ensures that businesses are able to advertise and inform in a manner which is consistent and equitable to other businesses in the community. Staff finds that this criterion is met.

GOAL 10: HOUSING OAR 660-015-0000(10) "To provide for the housing needs of citizens of the state."

<u>STAFF FINDINGS</u>: Staff finds no evidence that the development code amendments proposed herein could impact housing within the Donald community, other than to clarify the setbacks within the RM-Multi-Family Residential district. Staff finds that this criterion does not apply.

GOAL 11: PUBLIC FACILITIES AND SERVICES OAR 660-015-0000(11) "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."

STAFF FINDINGS: As previously stated, code amendments addressing the timing of public improvements required of a developer either as a condition of Site Development Review or land division (partition or subdivision) ensure the construction of high-quality public improvements in the Donald community, ultimately benefitting the overall aesthetic, function, and safety of the public facilities for all people. Staff finds this criterion is met.

GOAL 12: TRANSPORTATION OAR 660-015-0000(12) "To provide and encourage a safe, convenient and economic transportation system."

STAFF FINDINGS: As previously stated, code amendments addressing the timing of public improvements required of a developer either as a condition of Site Development Review or land division (partition or subdivision) ensure the construction of high-quality public improvements in the Donald community, ultimately benefitting the overall aesthetic, function, and safety of the public facilities for all people. Staff finds this criterion is met.

GOAL 13: ENERGY CONSERVATION OAR 660-015-0000(13) "To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

STAFF FINDINGS: Staff finds that this criterion does not apply.

GOAL 14: URBANIZATION OAR 660-015-0000(14) The purpose of Goal 14 is to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

<u>STAFF FINDINGS</u>: As no change is proposed to the Urban Growth Boundary, City Limits, land use designations, or zone districts, staff finds that this criterion does not apply.

GOAL 15: WILLAMETTE RIVER GREENWAY OAR 660-015-0005; GOAL 16: ESTUARINE RESOURCES OAR 660-015-0010(1); GOAL 17: COASTAL SHORELANDS OAR 660-015-0010(2); GOAL 18: BEACHES AND DUNES OAR 660-015-0010(3); GOAL 19: OCEAN RESOURCES OAR 660-015-0010(4) STAFF

<u>STAFF FINDINGS</u>: The proposed Code amendment does not involve land within the Willamette Greenway, identified estuarine, coastal shorelands, beach, or ocean areas. Staff finds that Statewide Goals 15 through 19 do not apply.

DONALD DEVELOPMENT CODE

3.112 TEXT AMENDMENTS

3.112.03 Criteria for Approval

Amendments to the Comprehensive Plan or Development Ordinance text shall be approved if the evidence can substantiate the following:

A. Impact of the proposed amendment on land use and development patterns within the city, as measured by:

- 1. Traffic generation and circulation patterns;
- 2. Demand for public facilities and services;
- 3. Level of park and recreation facilities;
- 4. Economic activities;
- 5. Protection and use of natural resources;
- 6. Compliance of the proposal with existing adopted special purpose plans or programs, such as public facilities improvements.

STAFF FINDINGS: File # LA 2018-02 is a relatively small package of code amendments which clarifies setbacks in multiple zones, adds a fee-in-lieu of construction (FILOC) option for required street improvements, enhances sign provisions for directional signage, large buildings, and multi-tenant buildings, sets guidelines for denied applications, adds required site plan features, and determines the timing of public improvements construction required of partition and subdivision actions. Staff finds no adverse impact to the community as measured by items 1-6 in the list above. Overall, the amendments aim to clarify development criteria, timing, and options within the DDO. The end goal is high-quality private development and public facilities alike. Staff finds these criteria are met.

B. A demonstrated need exists for the product of the proposed amendment.

STAFF FINDINGS: The code amendments contained in this package were generated by a running list compiled over several years by Planning staff under the direction of the City Manager, integrating feedback from both the Planning Commission and City Council. A portion of that list was addressed in file LA 2018-01 "TGM Amendments." This file # LA 2018-02 contains all items not addressed in the first package. Staff finds this criterion is met.

C. The proposed amendment complies with all applicable Statewide Planning Goals and administrative rule requirements.

<u>STAFF FINDINGS</u>: Staff has addressed Statewide Planning Goals 1-19 previously in this report. Staff identifies no conflict with the Oregon Administrative Rules (OAR). Staff finds these criteria are met.

- D. The amendment is appropriate as measured by at least one of the following criteria:
 - 1. It corrects identified error(s) in the provisions of the plan.
 - 2. It represents a logical implementation of the plan.
 - 3. It is mandated by changes in federal, state, or local law.
 - 4. It is otherwise deemed by the council to be desirable, appropriate, and proper.

STAFF FINDINGS: While this package of code amendments includes various unrelated components, staff finds that elements of the package 1) corrects identified errors in the plan, 2) represents a logical implementation of the pan, and 4) is otherwise deemed by the Council to be desirable, appropriate, and proper. Staff finds that these criteria are met, and concludes that Legislative Amendment #LA 2018-02 is consistent with the Donald Development Ordinance Section 3.112 Text Amendments criteria.

IV. RECOMMENDATION:

Staff recommends that the Donald City Council adopt the findings included in the staff report. Staff and the Donald Planning Commission recommend that the City Council approve the proposed Development Code Amendments of file #LA 2018-02, as attached in Exhibit A.

V. CITY COUNCIL ACTION:

The City Council may take one of the following actions:

- A. Motion to adopt the findings outlined in the staff report and <u>approve</u> Development Code Amendment, LA 2018-02.
- B. Motion to adopt the findings outlined in the staff report and <u>approve</u> Development Code Amendment, LA 2018-02, <u>as modified</u> to reflect the changes made by the City Council.
- C. Motion to <u>continue the public hearing</u> to a date and time certain and state the additional information that is needed to allow for a future decision.
- D. Motion to deny the proposed Development Code Amendment, LA 2018-02.

Rec	commended Ame	endment	Notes/ Explanation	
Und	<u>erline</u> format = new l	anguage Strikethrough form		
TA	BLE OF CONTEN	NTS	Updating table of contents to reflect new code	
		ERAL DEVELOPMENT STAND		sections.
2.30)2.09	Fee In Lieu of Street Improvemen		
SEC	CTION 3.1 – APPI	LICATION REQUIREMENTS A	ND REVIEW PROCEDURES	
		-	3.1-6	
3.10	02.06 Denial	of an application	3.1	
CITA		NIGE GOVING		
	CTION 2.1 - LANI		(DM)	Decomposed of COC amondment realizes
		FIPLE FAMILY RESIDENTIAL sional Standards	(RM)	Recommended COG amendment- replace side and rear setback standards
2.10	B.	Minimum Yard Setback Requiren	nents	STAGE WIND TOWN SOCIOUS AS
		•		
	SETBACKS	Multi-Family	Non-Residential	
	Front	20 feet	20 feet	
	Side	(1) 10 feet	10 feet	
│				
	Rear	(1) 15 feet - 1-story	20 feet	
	ixcai	(1) 15 1001 - 1-8101 <u>y</u>	20 1001	
		<u>20 feet - 2-story</u>		

Re	Recommended Amendment					Notes/ Explanation
<u>Un</u>	<u>Underline</u> format = new language <u>Strikethrough</u> format = deleted language					
	Street-side	2)	10 feet	20 feet		
	Garage (2	1)	20 feet	20 feet		
	 (1) The setback shall be no less than the minimum rear yard setback of the zone or the adjacent property. In no case shall the setback be less than 10 feet. (21) The garage setback shall be measured from the property line or edge of private access easement to the entrance of the garage. The centerline of the driveway shall be measured if the driveway to the garage entrance is not perpendicular to the property line or private access easement. 					
	ction 2.105 105.04		formed by the of the street was 2. Side, Rear Yar yards abutting	ck Requirements provided no building shalf fronts of the existing building the same block. rd: None, unless abutting a residential zone shall has tting a residential zone shalf	dings on the same side a residential zone. Side we a setback of 10 feet;	Recommended COG amendment- update setback standards

Recommended Amendment					Notes/ Explanation
<u>Underline</u> format = ne	w language				
	OUSTRIAL (I) nensional Standar Minimum Yar A	 Recommended COG amendment- replace side and rear setback standards Replaced table Rear and side setbacks listed as none (removed statement "The setback shall be 			
SETBACKS ———	Single Family or Duplex	Multi- Family	Commercial	Industrial	no less than the minimum rear yard setback of the zone on the adjacent property.", since rear and side setbacks for C, DMU, EI, and I zones are 0)
Front	20 feet	20 feet	20 feet	20 feet	
Side	(1), (2)	(1), (2)	(1)	(1)	
Rear	(1), (2)	(1), (2)	(1)	(1)	
Street side	20 feet	20 feet	20 feet	20 feet	
(1)				r yard setback of the ear yard setback is 0	
(2)	Yards adjace sight obscurin				
		20 feet side: 20 feet			

R	ecommende	ed Am	endment	Notes/ Explanation	
Uı	nderline format	t = new	language Strikethrough for		
			3. Side and Rear: Per Tabl		
			Table ADJACENT PRO	PERTY ZONE	
	SETBACK	<u> </u>	R-7 Single Family or RM Multi-Family	C Commercial, DMU Downtown Mixed Use, I Industrial or EI Employment Industrial	
	Side		10 feet (1)	<u>None</u>	
	<u>Rear</u>		20 feet (1)	<u>None</u>	
		<u>(1)</u>	Yards adjacent to residentian sight-obscuring fence, wall, or hand		
SI	ECTION 2.3	- GEN	ERAL DEVELOPMENT STAN	IDARDS	
	ection 2.302 302.04		EET STANDARDS ral Right-of-Way and Improvem	nent Widths	Corrected number referencing Subsection 2.302.05
	The following standards are general criteria for public streets in the City of Donald. These standards shall be the minimum requirements for all streets, except where modifications are permitted under Subsection 2.2302.05.				
<u>2.</u>	2.302.09 Fee In Lieu of Street Improvements A. Purpose. If street frontage improvements are required, the City will require construction of the improvements at the time of development. However, the applicant may request to pay a fee in lieu of constructing (FILOC) the required street improvements. This section provides			 Recommended COG amendment- add a fee in lieu option for street improvements Are there any organizations/ neighborhood associations that the City will want to coordinate with when identifying street 	

Recommended Ame	endment	Notes/ Explanation
<u>Underline</u> format = new	language Strikethrough format = deleted language	
	criteria for making FILOC determinations and administering the FILOC program.	improvements funded by the FILOC?
<u>B.</u>	 Criteria. The City may accept a fee in lieu of construction of required street improvements if one or more of the following conditions exist: Required improvements are not feasible due to the inability to achieve proper design standards. Required improvements would create a safety hazard. Required improvements are part of a larger approved capital improvement project that is listed as a funded project in the City's Capital Improvement Program (CIP). Required improvements would create a situation that would not comply with City standards without extensive additional offsite improvements. 	
<u>C.</u>	Findings. The City of Donald shall determine and make written findings as to whether an applicant is eligible to deposit a fee in lieu of construction, which decision is final.	
<u>D.</u>	Fees. If determined by the City of Donald that required street improvements are eligible for FILOC, the applicant shall pay a fee to the City as established on the City of Donald Fee Schedule. The amount of the fee shall be determined by resolution of the City Council. All fees shall be paid to the City prior to the issuance of any development or building permits. 1. If previous development(s) on the subject property have resulted in the full construction of street improvements or payment of FILOC fees and the proposed development has additional impacts, the City may only assess additional FILOC fees when there has been a change to the City's design standards.	

Recommende	ed Amendment	Notes/ Explanation
<u>Underline</u> forma	t = new language Strikethrough format = deleted language	
	2. If previous development(s) on the subject property have resulted in the partial construction of facility improvements or payment of FILOC fees and the proposed development has additional impacts, the City may assess additional FILOC fees for the balance of the improvements to bring the facilities into compliance with the City's current design standards.	
	E. Administration. Fees collected by the City may be used to construct street improvements or to leverage additional grant money for larger street improvement projects. An accounting of fees collected and expended will be made available by the City to the public on an annual basis at the end of the fiscal year. Fees shall be used for construction of street improvement projects are on the subject property frontage from which the fees were collected.	
	F. Refunds. Fees collected by the City may be paid or refunded to the original payee or a third party upon written request to the Engineering Director, provided that FILOC funds are available. Fees refunded in this manner may only be used for the construction of the specified improvements for which they were received, including, but not limited to, surveying, engineering, design, and construction. In no event shall the refund exceed the original amount paid. Requests for FILOC refunds shall be approved by the Engineering Director and will be issued in accordance with an "Improvement Agreement" approved by the City of Donald and executed by the original FILOC payee or third party requesting the refund.	
Section 2.310 2.310.04	SIGNS Signs Generally Permitted J. On-site directional signs that do not exceed 8 square feet in area.	 Recommended COG amendment- Adjust sign code to allow small on-site directional signs, slightly different than incidental signs (E.g. Wilco & HGO signage directing trucks within their property).
2.310.07	Commercial and Industrial Signs	Recommended COG amendment- Adjust

Recommend	ded Amo	endment	Notes/ Explanation		
<u>Underline</u> form	nat = new 1	anguage Strikethrough format = deleted language			
	A.	Total allowed area. Total allowed area of 40 square feet per sign, except freestanding signs, which may be 60 square feet per sign. Where the building exceeds 100,000 square feet, sign area up to 100 square feet is allowed.	sign code to accommodate signage for large and/or multi-tenant buildings (E.g. Wilco & HGO).		
	В.	Type, and maximum number and size of signs. One freestanding or projecting sign per street frontage, and a total of no more than two wall or canopy signs. Multi-tenant buildings may have one wall sign or canopy sign per permitted tenant space.			
	1 - APPI	LICATION REQUIREMENTS AND REVIEW PROCEDURES			
3.102 3.102.06	An apywhich use bo courts a period made of	CRAL PROVISIONS Lof an application plication which has been denied or an application which was denied and on appeal has not been reversed by a higher authority, including the land ard of appeals, the land conservation and development commission or the may not be resubmitted for the same or a substantially similar action for od of at least twelve (12) months from the date the final city action is denying the application unless consent for resubmission is approved by anning Commission or the City Council.	 Recommended COG amendment- Add language for denial of application. May consider placing as new section under 3.209 instead. 		
3.105.06	A. B.	Survey. Within 1 year of the final decision approving a preliminary plat, a final survey of the approved plat shall be recorded. Final Approval. The City shall sign the final plat if the plat substantially conforms with the approved preliminary plat, and if the conditions of approval are satisfied. Recording of Approved Plat. No building permit shall be issued until the final approved Plat has been recorded with the County Recorder. The applicant shall be responsible for all recording fees.	 Recommended COG amendment- Require improvements to be constructed prior to final plat approval rather than occupancy. 		

Recommende	ed Ame	endment	Notes/ Explanation
<u>Underline</u> forma	t = new	language Strikethrough format = deleted language	
	D.	Improvements/Bonding. Prior to issuance of an occupancy permit City approval of the final plat, all improvements required by the conditions of approval shall be constructed or the construction shall be guaranteed through a performance bond or other instrument acceptable to the City Attorney.	
Section 3.106 3.106.05	Submit The for	DEVELOPMENT REVIEW ittal Requirements ollowing information shall be submitted as part of a complete application the Development Review: Proposed trash and recycling areas, including proposed methods for screening of waste storage areas. The expected development schedule.	Recommended COG amendment- Add "trash & recycling" to items required to be identified & screened on a site plan
3.109.06	Final A. A. B.	Plat Review of Subdivisions Final Review. The final subdivision plat shall be submitted to the City staff for review. Staff shall review the plat to assure compliance with the approved preliminary plat and with the conditions of approval. The City Manager, or designee, shall signify staff approval of the final plat by signing the document. Filing Final Plat. The final subdivision plat shall be filed with the	Recommended COG amendment- Require improvements to be constructed prior to final plat approval.
	<u>C.</u>	Marion County Clerk's Office. Improvements/Bonding. Prior to City approval of the final plat, all improvements required by the conditions of approval shall be constructed or the construction shall be guaranteed through a performance bond or other instrument acceptable to the City Attorney.	