



City of McMinnville
Planning Department
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STAFF REPORT

DATE: September 11, 2018
TO: Mayor and City Councilors
FROM: Chuck Darnell, Senior Planner
SUBJECT: Ordinance No. 5058 - CPA 1-18 (Comprehensive Plan Map Amendment) and ZC 1-18 (Zone Change) at 1601 NE McDaniel Lane

Council Goal:

Promote Sustainable Growth and Development

Report in Brief:

This action is the consideration of Ordinance No. 5058, an ordinance approving a Comprehensive Plan map amendment and zone change request on an existing property.

The property in question is currently designated as Industrial on the Comprehensive Plan Map and zoned M-1 (Light Industrial). The requests are to amend the Comprehensive Plan Map designation to Residential, and to rezone the property to R-4 (Multiple-Family Residential) to allow for development of residential uses that are permitted in the R-4 (Multiple-Family Residential) zone. The subject site is located at 1601 NE McDaniel Lane, and is more specifically described as Tax Lot 7100, Section 16DB, T. 4 S., R. 4 W., W.M.

This land use request was considered in a public hearing by the McMinnville Planning Commission on July 19, 2018 and August 16, 2018. The public hearing was closed on August 16, 2018, following which the Planning Commission deliberated and then voted to recommend that the Council consider and approve the Comprehensive Plan map amendment and zone change request subject to conditions of approval outlined in Ordinance No. 5058.

Background:

The subject site is currently used industrially as a concrete contractor's shop and storage yard with limited improvements on site. The site is developed with one building on the southern portion of the site, and the remaining northern portion of the site is open gravel area used as parking and equipment and material storage. The site is bounded on the east by NE McDaniel Lane and on the south by the Southern Pacific Railroad corridor. To the east across NE McDaniel Lane is a vacant industrially zoned property, and to the south across the railroad corridor is another industrial property that is in the process of being redeveloped into a marijuana processing and production facility. The property to the north is

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zoned R-4 (Multiple-Family Residential) and the existing use is a single story apartment complex. The property to the west is zoned R-2 (Single Family Residential), with existing single family homes immediately adjacent to the subject site in the Montrose Subdivision.

The subject site is identified below:

Site Reference Map



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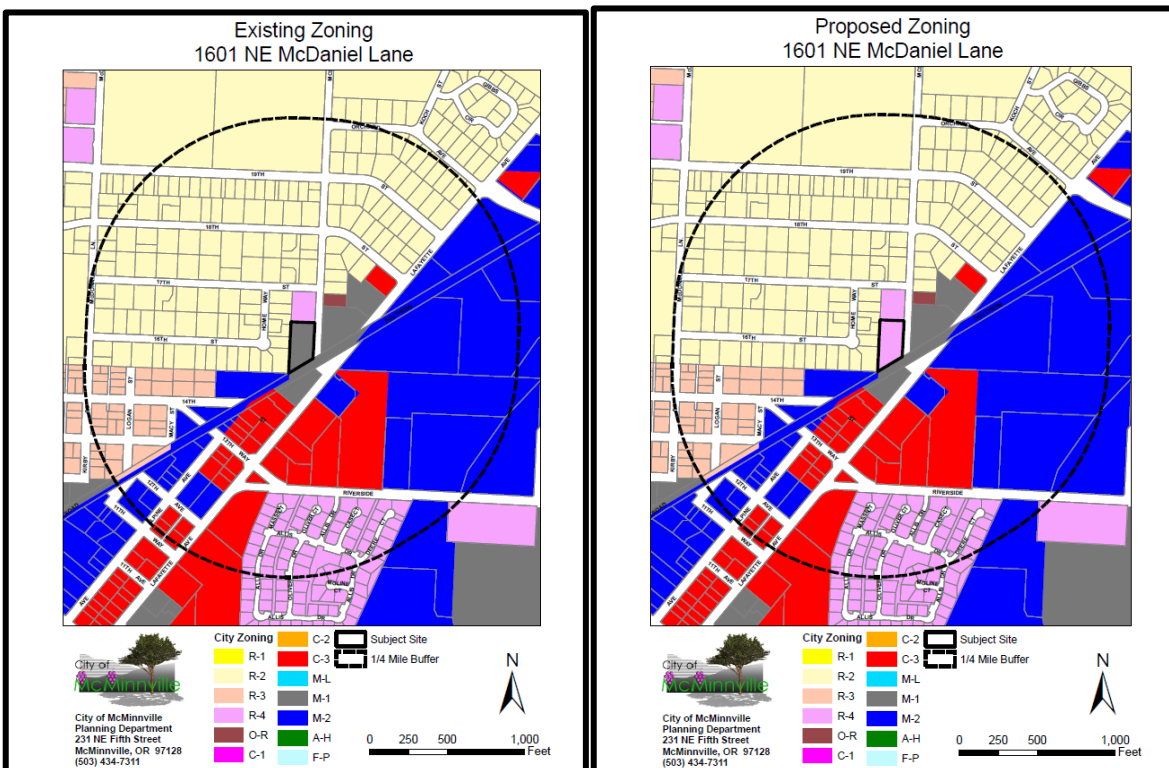
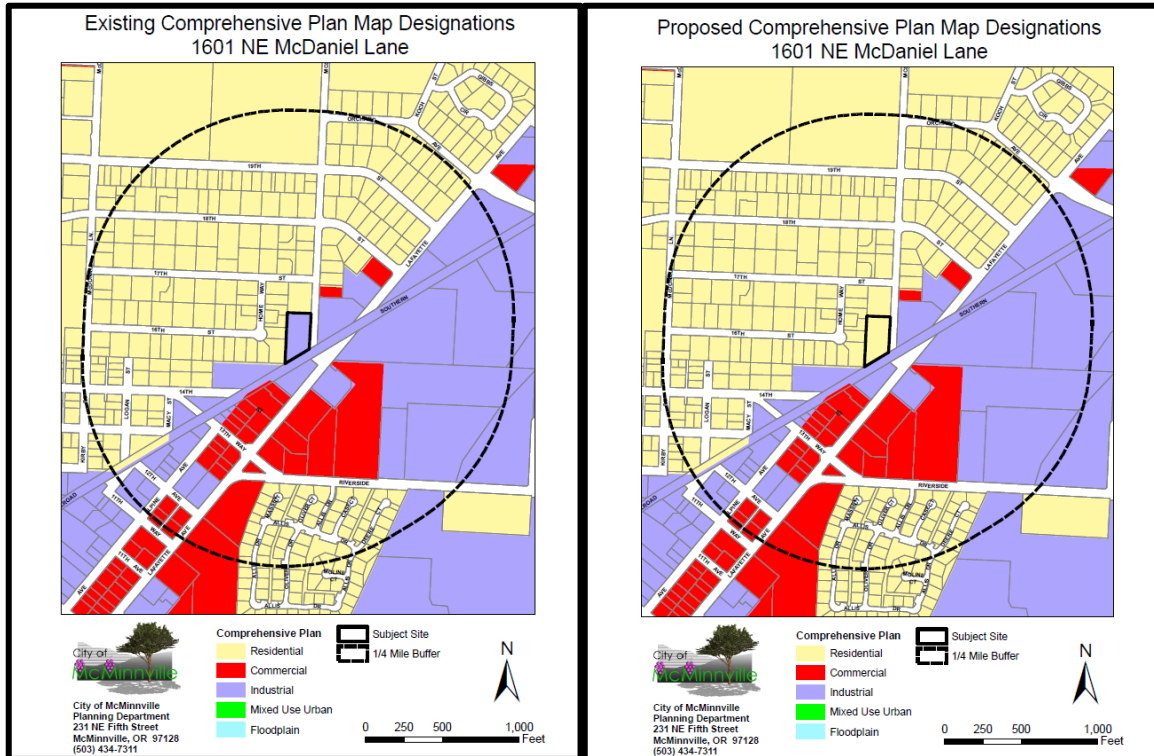
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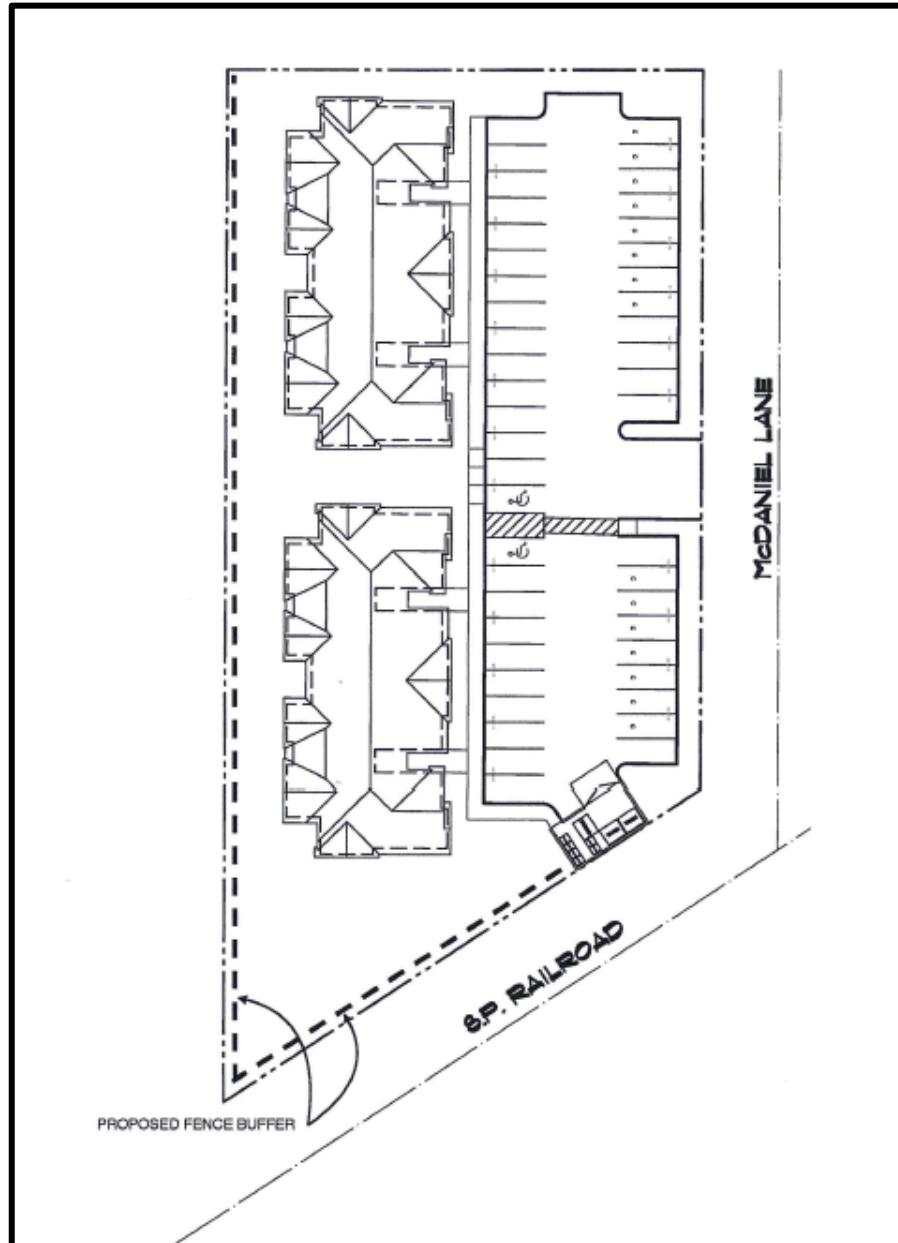
Reference maps showing the existing and proposed Comprehensive Plan Map and zoning designations of the subject site and the surrounding properties are provided below:



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The applicant has submitted a conceptual development plan for the site, which they have specifically requested to not be binding on the site in any way, to depict the potential multiple-family residential uses they anticipate to construct on the site. The concept plan shows the development of 24 dwelling units in a two separate two-story buildings. The concept plan, which again is not proposed to be binding on the site, is identified below:



Comprehensive Plan Map Amendment Request (CPA 1-18)

As discussed above, the applicant is requesting an amendment of the Comprehensive Plan Map designation of the property from Industrial to Residential. The criteria relevant to this request are analyzed below.

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A. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan.

There are numerous Comprehensive Plan Goals and Policies that are applicable to this request. The narrative provided by the applicant identifies those goals and policies in detail, and they have also been identified in the attached decision document.

The Comprehensive Plan goals and policies most applicable to the Comprehensive Plan amendment request are found in Chapter V (Housing and Residential Development). Goals from Chapter V of the Comprehensive Plan promote the development of affordable, quality housing for all city residents, and also promote a land-intensive development pattern. More specifically, there are policies that provide guidance in the provision of opportunities for the development of a variety of housing types and densities (Policy 58.00) and opportunities for multiple-family developments to encourage lower-cost housing (Policy 59.00). The applicant has used these policies to argue for the amendment of the Comprehensive Plan Map designation from Industrial to Residential.

The most recently acknowledged Economic Opportunities Analysis for the City of McMinnville, which was finalized in November 2013, identified a surplus of industrial land within the McMinnville Urban Growth Boundary. The surplus was identified at an amount of 235.9 acres, as shown in Figure 26 from the Economic Opportunities Analysis below:

Figure 26. Comparison of Land Demand to Supply (2013-33)

Acres by Plan Designation				
	Commercial	Industrial	Total	Comments
Vacant Land Demand				Based on 2013-33 jobs forecast
Commercial	164.6	-	164.6	Commercial retail & service need
Industrial	-	145.1	145.1	Manufacturing & related sectors
Institutional	2.2	8.0	10.2	62% of need w/per job method
Totals	166.8	153.2	319.9	Employment land demand
Available Land Supply				Fully & partially vacant sites
2013 BLI Update	130.9	389.1	520.0	Revised per BLI update 7/13
Surplus/(Deficit)	(35.8)	235.9	200.1	As of 2033 forecast year

Notes: All acreage figures are rounded to nearest 1/10th of an acre.
 Source: E. D. Hovee & Company, LLC.

Additionally, the applicant refers to the most recently acknowledged Residential Buildable Lands Inventory, which was prepared in 2001, that identified a need for additional land for housing uses. That inventory, which was titled the McMinnville Buildable Land Needs Analysis and Growth Management Plan, identified a deficit of over 1,000 acres of land for housing in Table B-11 of Appendix B. More specifically, the analysis identified a need of 162 acres of R-4 (higher density) zoned land. The planning horizon in the 2001 McMinnville Buildable Land Needs Analysis and Growth Management Plan was 2020, and since the time of that analysis, approximately 56.2 acres of land have been rezoned to R-4 (Multiple-Family Residential).

The applicant has argued that the Comprehensive Plan Map amendment is justified, given that the slight reduction in industrial land will not impact the surplus of industrial land identified in the 2013 Economic Opportunities Analysis and the additional residential land will result in a reduction in the deficit of

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residential land identified in the 2001 McMinnville Buildable Land Needs Analysis and Growth Management Plan. Therefore, the Comprehensive Plan goals and policies related to the provision of opportunities for the development of a variety of housing types and densities (Policy 58.00) and opportunities for multiple-family developments to encourage lower-cost housing (Policy 59.00) would be satisfied by the proposed Comprehensive Plan Map amendment.

There are additional Comprehensive Plan goals and policies that relate to the designation of high density residential zones, but those are more applicable to the zone change request to R-4 (Multiple-Family Residential) and will be addressed in the analysis of that request below.

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- B. The proposed amendment is orderly and timely, considering the pattern of development in the area, surrounding land uses, and any changes which may have occurred in the neighborhood or community to warrant the proposed amendment.

The development pattern in the surrounding area is widely varying. Both residential and industrial land uses are located adjacent to the subject site. Commercial land uses are also present within one quarter mile of the subject site. The properties that share direct boundaries and are immediately adjacent to the subject site, to the north and west, are all designated as Residential on the Comprehensive Plan Map. Other adjacent properties that are designated as Industrial are separated from the subject site by either public right-of-way (McDaniel Lane) or the Southern Pacific Railroad corridor.

The subject site is located on the fringe of an area that is predominately guided for commercial and industrial land uses on the Comprehensive Plan Map. The commercial and industrial uses in this area are generally bounded on the north and west by the Southern Pacific Railroad corridor. Properties located immediately north of and adjacent to the railroad corridor, as the subject site is, vary in terms of their land use designation. North of the railroad corridor between Hembree Street and 18th Street there are twelve properties that are designated as Industrial on the Comprehensive Plan Map. There are also groups of properties on the north side of the railroad corridor that are designated as Residential. These exist in the vicinity of both the southern terminus of Hembree Street and Logan Street. Therefore, the proposed designation of the subject site as Residential is not inconsistent with the development pattern in the surrounding area where residential uses are located immediately adjacent to the railroad corridor.

Given the surrounding land uses and development pattern, the proposed amendment of the Comprehensive Plan Map designation from Industrial to Residential is orderly and timely. The residential land use will be more compatible with the other immediately adjacent residential lands than an industrial land use. The use of the subject site as a residential use will also provide additional buffering and separation between existing residential land uses to the north and west from the higher concentration of industrial and commercial land uses to the south across the Southern Pacific Railroad corridor.

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- C. Utilities and services can be efficiently provided to serve the proposed uses or other potential uses in the proposed zoning district.

Utility and Service Provision: This area is well served by existing sanitary and storm sewer systems as well as other public utilities. The Engineering Department has reviewed this proposal and has offered no concerns with providing adequate services to this site to support residential development density at the subject site. The adopted Wastewater Conveyance System Master Plan anticipated an industrial flow contribution of 12 dwelling unit equivalents (EDU's) from the subject site. Based on the size of the

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site at 43,557 square feet and assuming that the highest density residential zone (R-4) was approved, the maximum allowable density would be 29 multifamily dwelling units (based on the lot size requirement of 1,500 square feet per dwelling unit). However, the applicant is anticipating the development of 24 dwelling units, given other site improvements that would be required for a multiple family development project. The Engineering Department has stated that the 12 additional dwelling units, for a total of 24 units, would not significantly impact the City's wastewater system.

Street System: The applicant has provided a traffic impact analysis that concluded that the surrounding street network has the capacity to accommodate the number of trips that would result from the applicant's request to amend the Comprehensive Plan Map designation and complete a zone change to allow the development of 24 dwelling units on site. The traffic analysis showed that no increase in delay would occur at three of the four intersections included in the analysis. The only increase in delay occurred at the intersection of McDaniel and Lafayette, and was only an increase of 0.1 seconds per vehicle during the AM peak hour and an increase of 0.3 seconds per vehicle during the PM peak hour. The minimal increase in delay at that intersection and the trips introduced to the surrounding street system by the proposed development did not have any impact on the overall level of service of any intersection within the study area. The new access to the site on McDaniel was also shown to operate at a level of service of "B" in both the 2018 AM and PM peak hours.

The Engineering Department has reviewed the traffic impact analysis, and does not have any concerns with the analysis or the findings. As noted in more detail above, the maximum allowable density of the subject site would be 29 multifamily dwelling units. The traffic impact analysis did not account for this maximum allowable density, as it assumed only the 24 dwelling units that the applicant anticipates constructing on the site. This could limit the development potential of the site, and will be addressed in more detail in the analysis of the zone change request below.

Zone Change Request (ZC 1-18)

As discussed above, the applicant is requesting an amendment of the Comprehensive Plan Map designation of the property from Industrial to Residential. Should that Comprehensive Plan Map amendment be recommended for approval, the applicant is also requesting that the property be rezoned from M-1 (Light Industrial) to R-4 (Multiple-Family Residential) to allow for the development of residential uses permitted in the R-4 zone.

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There are numerous Comprehensive Plan Goals and Policies that are applicable to this request. The narrative provided by the applicant identifies those goals and policies in detail, and they have also been identified in the decision document attached to the Ordinance.

General Comprehensive Plan Goals & Policies

The Comprehensive Plan goals and policies most applicable to the zone change request are found in Chapter V (Housing and Residential Development). Goal V 1 is to "promote development of affordable, quality housing for all city residents" and Goal V 2 is to "promote a residential development pattern that is land intensive and energy-efficient that provides for an urban level of public and private services". Policies to support these goals include providing opportunities for the development of a variety of housing types and densities (Policy 58.00), encouraging a compact form of urban development by directing residential growth to areas where services are available (Policy 68.00), and designating specific

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lands in the urban growth boundary as residential to meet future projected housing needs (Policy 71.00). These broader goals and policies can be satisfied by the arguments that the most recently acknowledged Economic Opportunities Analysis and Buildable Land Needs Analysis identify a surplus of industrial land and a deficit of residential land for housing uses. The industrial land surplus was identified at an amount of 235.9 acres, as shown in Figure 26 from the Economic Opportunities Analysis. The residential land deficit was identified at over 1,000 acres in Table B-11 of Appendix B, with a specific deficit of 162 acres of R-4 (higher density) zoned land. The planning horizon in the 2001 McMinnville Buildable Land Needs Analysis and Growth Management Plan was 2020, and since the time of that analysis, approximately 56.2 acres of land have been rezoned to R-4 (Multiple-Family Residential). The zone change, along with the accompanying Comprehensive Plan Map amendment, would result in a reduction of the residential land deficit to 104.8 acres without significantly impacting the industrial land surplus.

While the request satisfies multiple Comprehensive Plan goals and policies by providing for additional R-4 zoned land that is identified as a needed land type, there are more specific policies to apply to the zone change request to determine whether the specific subject site is appropriate for higher density development. Those policies provide specific factors to be considered in the designation of areas for medium and high-density residential development (Policy 71.09 and 71.13) and also specific multiple-family development policies that must be achieved with the development of multiple-family uses on the subject site (Policy 86.00 through 92.02).

Locational Comprehensive Plan Policies

Comprehensive Plan Policy 71.09 provides the following factors for the consideration of medium density residential development, as follows:

1. Areas that are not committed to low density development;
2. Areas that have direct access from collector or arterial streets;
3. Areas that are not subject to development limitations such as topography, flooding, or poor drainage;
4. Areas where the existing facilities have the capacity for additional development;
5. Areas within one-quarter mile of existing or planned public transportation; and,
6. Areas that can be buffered from low density residential areas in order to maximize the privacy of established low density residential areas.

The subject site meets many of the factors described in Policy 71.09. The site is not committed to low density development, as it is currently designated and zoned for industrial use. There are not any major development limitations with the subject site, and the Engineering Department has not identified any issues with providing services and infrastructure to the subject site to support higher density residential development.

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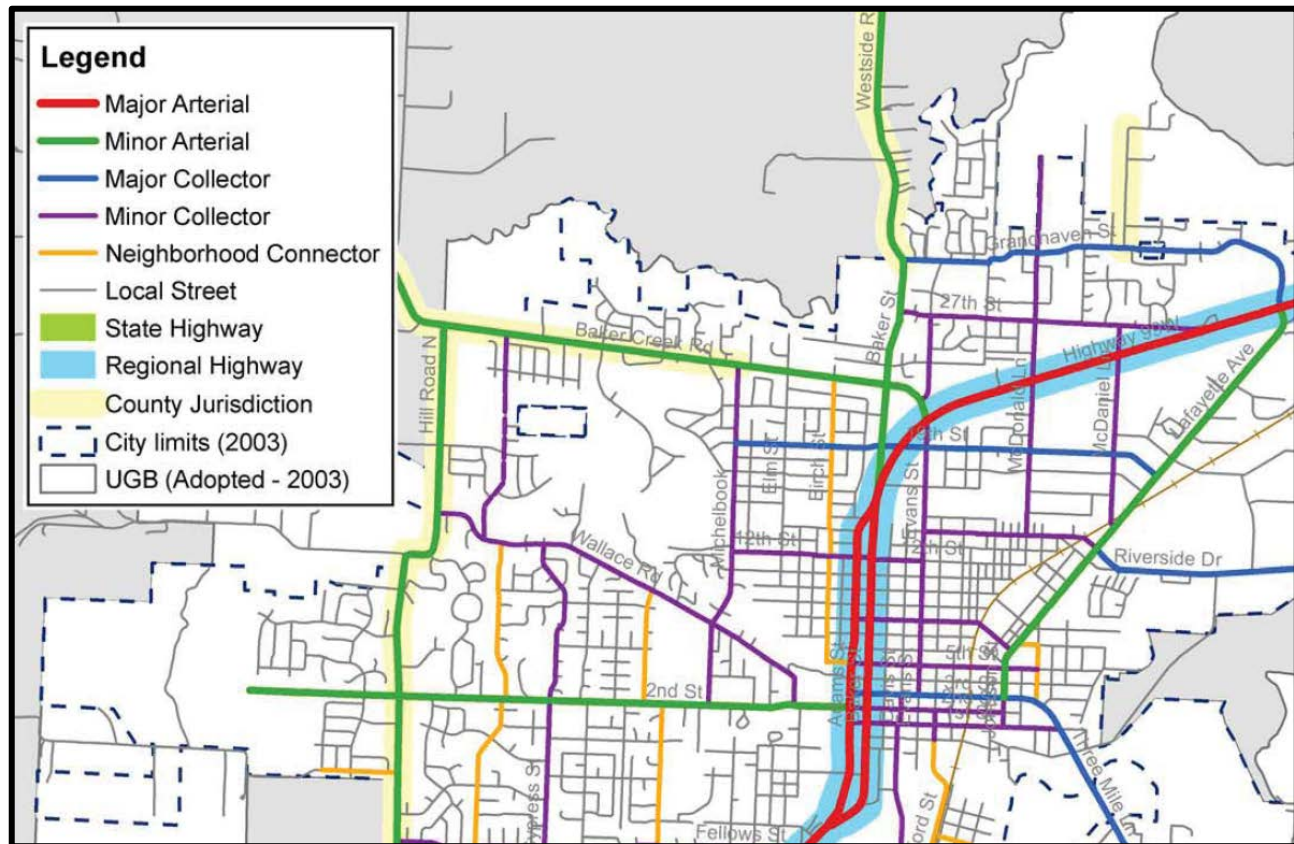
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The site is accessed from McDaniel Lane, which is classified as a minor collector street in the City of McMinnville Transportation System Plan. The street functional classification system can be seen below:



The site is also located in close proximity to existing public transportation. Routes 33 and 44 run on Lafayette Avenue, with identified stops on the route schedules at both Riverside Drive and Orchard Avenue. The intersection of Lafayette Avenue and Riverside Drive is located well within one-quarter mile of the subject site, and the intersection of Lafayette Avenue and Orchard Avenue is just slightly over one-quarter mile of the subject site. While Routes 33 and 44 are both commuter-type routes that run from McMinnville to Hillsboro and Tigard, the routes do run in both directions throughout the day. This would allow a transit rider to board the westbound bus and connect to other local, hourly-service routes at the McMinnville Transit Center. Routes 33 and 44 do not provide consistent hourly service throughout the day, but have more frequent service in the morning and evening hours and periodic service (between one and two and a half hours) mid-day.

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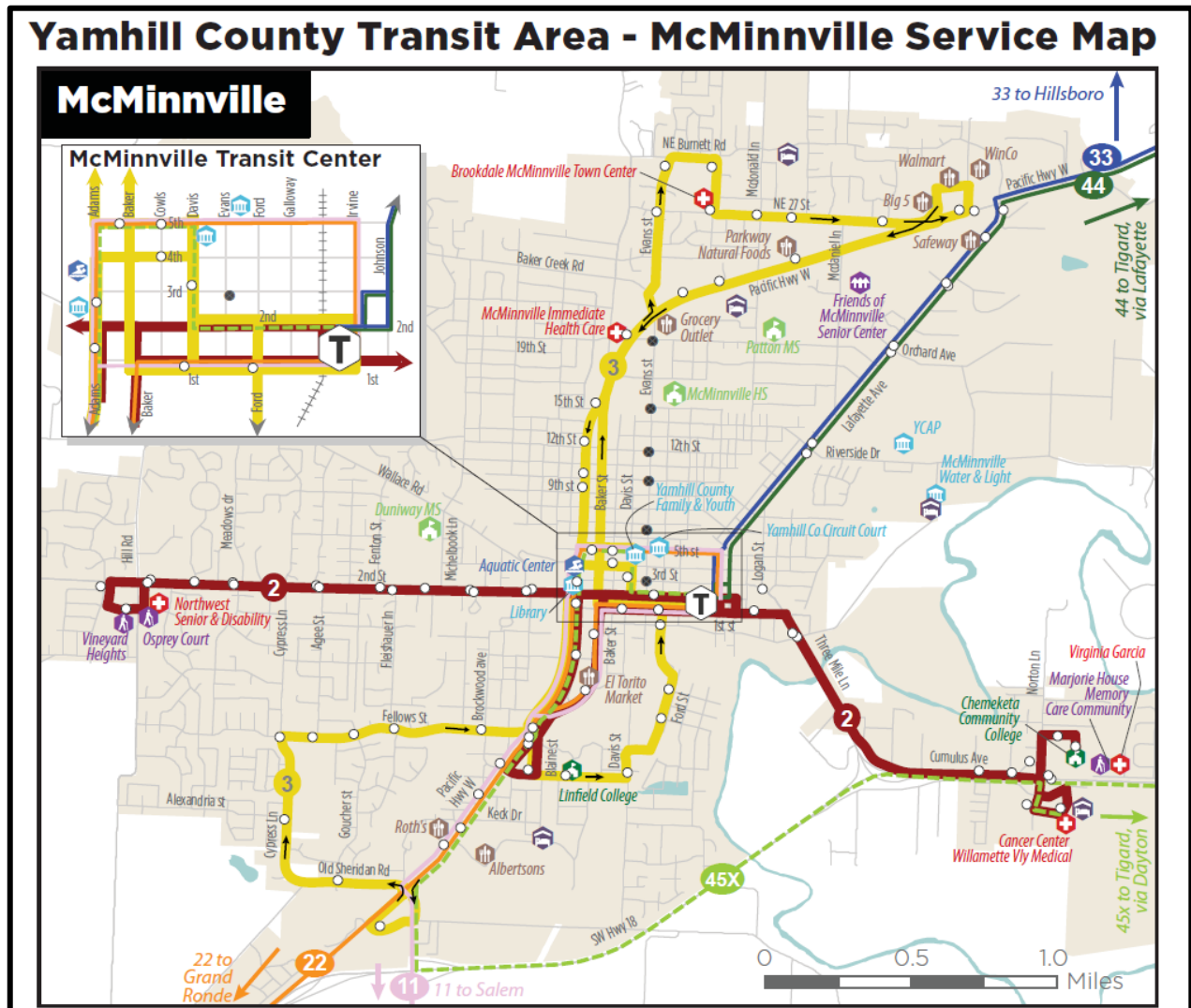
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A view of the McMinnville transit map, which identifies Routes 33 and 44 on Lafayette Avenue, is provided below:



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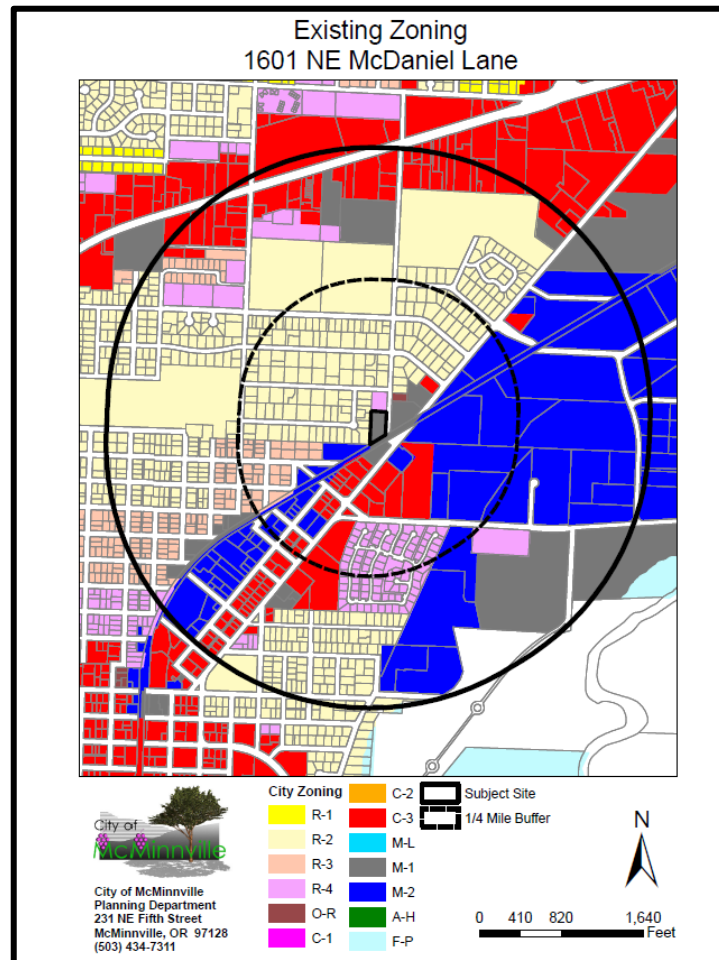
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A map showing buffers of the subject site at both one-quarter and one-half miles is also provided below. The intersection of Riverside Drive is within the one-quarter mile buffer of the subject site.



The final factor to be considered in the designation of an area for medium density residential use is that the site can be buffered from low density residential areas in order to maximize the privacy of established low density residential areas. The areas immediately adjacent to the subject site to the west are established low density, single family residential areas. Based on the orientation of the subject site and its access onto McDaniel Lane, the front yard of the site would be along the east property line. This would result in the west property line being treated as the rear yard. The rear yard setback in the R-4 zone is 20 feet. While this will provide space between the adjacent single family uses and the multiple-family residential uses that would be allowed on the site, there still could be adverse impacts of multiple-family development on the adjacent single family uses. One of those impacts could be additional vehicular traffic, noise, and headlight glare, as drive aisles and parking spaces do not require any specific setback in the R-4 zone.

To mitigate this, and to meet the Comprehensive Plan policy that requires buffering from low density residential areas, the Planning Commission is suggesting a condition of approval be included to require a dedicated 10 foot landscaped area along the entire west property line. The landscaped area should include sight-obscuring fencing along the property line and dense evergreen trees and shrubs within the

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10 foot landscaped area to provide adequate buffering between the adjacent single family uses and the multiple-family development site.

In addition, a condition of approval is being recommended to increase required setbacks if the maximum building height normally allowed in lower density residential zones is exceeded to better buffer the multiple-family development site from the adjacent low density residential areas. Currently the R-4 (Multiple Family Residential) zone states all yards shall be increased over the requirements of the R-4 section by one (1) foot for each two (2) feet of building height over 35 (thirty-five) feet (Section 17.21.040). Since the subject site is adjacent to existing single family residential development, it is recommended that the language for increasing the yard setbacks relative to building height over 35 (thirty-five) feet be increased to one (1) foot for each one (1) foot of building height over 35 (thirty-five) feet (which is the maximum building height in the adjacent R-2 zone).

Comprehensive Plan Policy 71.13 continues with additional factors that should serve as criteria in determining areas appropriate for high-density residential development, which is what the applicant is proposing with the request to rezone the property to R-4 (Multiple-Family Residential):

1. Areas which are not committed to low or medium density development;
2. Areas which can be buffered by topography, landscaping, collector or arterial streets, or intervening land uses from low density residential areas in order to maximize the privacy of established low density residential areas;
3. Areas which have direct access from a major collector or arterial street;
4. Areas which are not subject to development limitations;
5. Areas where the existing facilities have the capacity for additional development;
6. Areas within a one-half mile wide corridor centered on existing or planned public transit routes;
7. Areas within one-quarter mile from neighborhood and general commercial shopping centers; and
8. Areas adjacent to either private or public permanent open space.

As discussed in more detail above, the subject site is not committed to low or medium density development, does not have development limitations, and has no issues with the provision of utilities and services to serve higher density residential development. The condition of approval noted above related to the landscaped buffer area along the entire west property line would provide for the buffering from low density residential areas required of high density residential development areas.

The site does not have direct access to a major collector or arterial street. As shown in the Transportation System Plan street functional classification system map above, McDaniel Lane is classified only as a minor collector. However, the applicant has argued that the site is in close proximity to Lafayette Avenue, which is designated as a minor arterial on the street functional classification system map. The applicant has also submitted a traffic impact analysis that shows that the zone change and subsequent construction of a multiple-family development on the subject site would not have any significant or adverse impacts on the surrounding street system. Comprehensive Plan Policy 91.00 provide some additional flexibility in the type of street that a multiple-family residential development should be accessed from. Specifically, Policy 91.00 states that "Multiple-family housing developments shall be required to access off of arterials or collectors or streets determined by the City to have sufficient carrying capacities to accommodate the proposed development." Given the findings of the traffic impact analysis, it can be found that the site has appropriate access for higher density development.

Also as discussed in more detail above, existing transit service is located in close proximity to the site. Routes along Lafayette Avenue include stops within one-quarter mile of the subject site. However, the

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high density factors require that the area designated for high density development be located within a one-half mile corridor centered on transit routes. The site is clearly within a one-half mile corridor of the existing transit routes on Lafayette Avenue, but with this expanded allowance, the site is also within a one-half mile corridor of the existing, higher frequency transit route on Highway 99W (Route 3 which runs hourly).

The subject site is located within one-quarter mile of commercially zoned property. The McMinnville Municipal Code does not have any definition of neighborhood or general commercial shopping centers, so the commercial designation of property needs to be used in analyzing this Comprehensive Plan policy and high density locational factor. The commercially zoned property within one-quarter mile of the subject site is zoned to allow general retail, service, and shopping type uses.

The subject site is not located adjacent to private or public open space. There is only one public park within one-quarter mile of the subject site, but that is the Riverside Drive Dog Park and is designed specifically for a subset of the population that would be seeking recreational space for their pets. The next closest public open space would be Wortman Park, which is located slightly over one-quarter mile from the subject site. There is some school property within one-quarter mile of the site, but this is private property and is not necessarily readily available for use by the general public. The factor for high density residential development calls for open space to be adjacent to the site, not within a certain distance. While there are some opportunities for access to open space within one-half mile of the subject site, there is not any usable open space adjacent to the site. Therefore, the Planning Commission is recommending a condition of approval to require that, if the site is developed with multiple-family residential uses, an area equivalent to 7 percent of the gross size of the site shall be reserved for usable open space for residents of the multiple-family development site. The condition of approval should clarify that the usable open space area will be in addition to the required landscape areas along the west and south property lines. The condition of approval should also state that the usable open space area shall be a contiguous area with each dimension being at least 15 feet in length, shall be located outside of the front yard setback area, and may be counted towards the minimum 25 percent of the site area that must be landscaped.

For reference, a map showing the locations of amenities surrounding the subject site is provided below:

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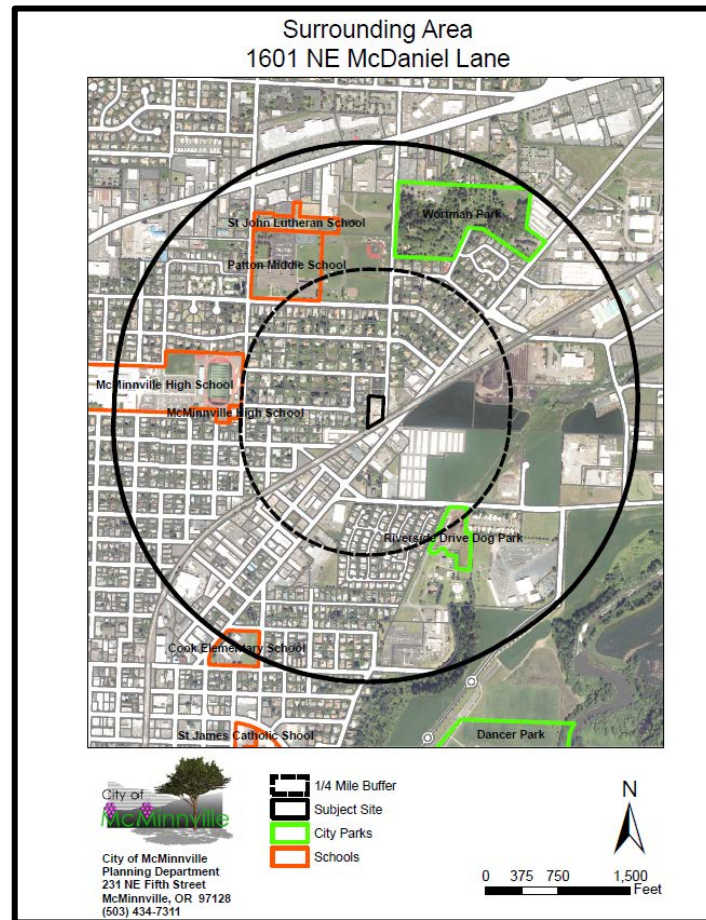
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Multiple-Family Development Comprehensive Plan Policies

The Comprehensive Plan includes specific policies that must be achieved with the development of multiple-family uses on any particular site. Some of these are similar to the locational factors in Policies 71.09 and 71.13, including the street access to the site, and the site's proximity to transit routes and general commercial shopping centers. One policy in particular (Policy 92.02) requires higher density housing to be located within a "reasonable walking distance" to shopping, schools, parks and public transportation. This distance is not specifically defined, but a typical distance used for a reasonable walking distance is one-quarter mile. As discussed in more detail above, the site is within one-quarter mile of schools, areas that could be developed with general commercial shopping uses, and public transportation. There is also one park (Riverside Drive Dog Park) within one-quarter mile of the site, and one larger park (Wortman Park) just over one-quarter mile from the site.

One additional multiple-family development policy that is applicable to the subject site is Policy 92.01, which states that "high-density housing shall not be located in undesirable places such as near railroad lines, heavy industrial uses, or other potential nuisance areas unless design factors are included to buffer the development from the incompatible use". The subject site is located immediately adjacent to an active railroad corridor, which bounds the subject site on the south. As railroad lines are listed as a specific "incompatible use" in the Comprehensive Plan policy, the use of the subject site for higher density housing must include design factors that buffer the development from the "incompatible" railroad corridor. Therefore, the Planning Commission is suggesting a condition of approval be included to

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require a dedicated 20 foot landscaped area along the entire south property line. The landscaped area should include sight-obscuring fencing along the property line and dense evergreen trees and shrubs within the 20 foot landscaped area to provide adequate buffering between the multiple-family residential uses and the adjacent railroad corridor.

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- B. The proposed amendment is orderly and timely, considering the pattern of development in the area, surrounding land uses, and any changes which may have occurred in the neighborhood or community to warrant the proposed amendment.

The development pattern in the surrounding area is widely varying. Both residential and industrial uses and zones are located adjacent to the subject site. Commercially zoned lands are also present within one-quarter mile of the subject site. The properties that share direct boundaries and are immediately adjacent to the subject site, to the north and west, are all zoned residential. The properties immediately to the west are a lower density residential (R-2 – Single Family Residential), and the property immediately to the north is higher density residential (R-4 – Multiple-Family Residential). Other adjacent properties that are zone M-1 (Light Industrial) are separated from the subject site by either public right-of-way (McDaniel Lane) or the Southern Pacific Railroad corridor.

The subject site is located on the fringe of an area that is predominately guided for commercial and industrial land uses on the Comprehensive Plan Map and zoned as a mixture of industrial and commercial. The commercial and industrial uses in this area are generally bounded on the north and west by the Southern Pacific Railroad corridor. Just to the southwest of the subject site is also the northern boundary of the Northeast Gateway Planned Development Overlay District, which is a mixed use district that allows for a variety of housing, commercial, and light industrial uses. Properties located immediately north of and adjacent to the railroad corridor, as the subject site is, vary in terms of their zoning classifications. North of the railroad corridor between Hembree Street and 18th Street there are twelve properties that are zoned either M-1 (Light Industrial) or M-2 (General Industrial). There are also groups of properties on the north side of the railroad corridor that are zoned residentially. Most of these residential areas are lower density zones (R-2 – Single Family Residential), and these exist in the vicinity of both the southern terminus of Hembree Street and Logan Street. However, immediately adjacent to the subject site to the north is an existing higher density zoned (R-4 – Multiple-Family Residential) property. Given the variety of zoning classifications in the areas along the railroad corridor and the presence of R-4 (Multiple-Family Residential) zoned land immediately adjacent to the subject site, the proposed zone change to R-4 (Multiple-Family Residential) is not inconsistent with the development pattern in the surrounding area.

The proposed residential land use will also be more compatible with the other immediately adjacent residential lands than an industrial land use. The use of the subject site as a residential use will also provide additional buffering and separation between existing residential land uses to the north and west from the higher concentration of industrial and commercial land uses to the south across the Southern Pacific Railroad corridor. However, the proposed zone change would result in a higher density residential use than most of the adjacent residential properties to the west of the subject site. The conditions of approval suggested by staff above would mitigate any potential impact to surrounding land uses and result in a development more compatible with the surrounding area. The conditions of approval would also result in a multiple-family development site that is more functional for the eventual residents of site. As a summary, those conditions of approval include dense landscaped buffers along the west and south portions of the site, an increase in yard setbacks if building heights exceed the height allowed in the lower density residential zones, and the provision of usable open space within the site.

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Section 17.74.020

C. Utilities and services can be efficiently provided to serve the proposed uses or other potential uses in the proposed zoning district.

Utility and Service Provision: This area is well served by existing sanitary and storm sewer systems as well as other public utilities. The Engineering Department has reviewed this proposal and has offered no concerns with providing adequate services to this site to support residential development density at the subject site. The adopted Wastewater Conveyance System Master Plan anticipated an industrial flow contribution of 12 dwelling unit equivalents (EDU's) from the subject site. Based on the size of the site at 43,557 square feet and assuming that the highest density residential zone (R-4) was approved, the maximum allowable density would be 29 multifamily dwelling units (based on the lot size requirement of 1,500 square feet per dwelling unit). However, the applicant is anticipating the development of 24 dwelling units, given other site improvements that would be required for a multiple family development project. The Engineering Department has stated that the 12 additional dwelling units, for a total of 24 units, would not significantly impact the City's wastewater system.

Street System: The applicant has provided a traffic impact analysis that concluded that the surrounding street network has the capacity to accommodate the number of trips that would result from the applicant's request to amend the Comprehensive Plan Map designation and complete a zone change to allow the development of 24 dwelling units on site. The traffic analysis showed that no increase in delay would occur at three of the four intersections included in the analysis. The only increase in delay occurred at the intersection of McDaniel and Lafayette, and was only an increase of 0.1 seconds per vehicle during the AM peak hour and an increase of 0.3 seconds per vehicle during the PM peak hour. The minimal increase in delay at that intersection and the trips introduced to the surrounding street system by the proposed development did not have any impact on the overall level of service of any intersection within the study area. The new access to the site on McDaniel was also shown to operate at a level of service of "B" in both the 2018 AM and PM peak hours.

The Engineering Department has reviewed the traffic impact analysis, and does not have any concerns with the analysis or the findings. Specific tables showing the projected intersection functionality, both currently and after the incorporation of the trips that could result from the proposed zone change, are provided below:

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	McDaniel at 19th St	All-way stop	HCM 6th Edition	SB Thru	0.274	9.0	A
2	McDaniel at 18th St	Two-way stop	HCM 6th Edition	EB Thru	0.026	11.5	B
3	McDaniel at 17th St	Two-way stop	HCM 6th Edition	EB Left	0.018	10.6	B
4	McDaniel at Lafayette	Two-way stop	HCM 6th Edition	SEB Left	0.005	15.1	C

Existing AM Peak Hour Summary

Attachments:

Ordinance No. 5058 including:

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2	McDaniel at 18th St	Two-way stop	HCM 6th Edition	EB Thru	0.026	11.5	B
3	McDaniel at 17th St	Two-way stop	HCM 6th Edition	EB Left	0.018	10.6	B
4	McDaniel at Lafayette	Two-way stop	HCM 6th Edition	SEB Left	0.005	15.2	C
5	McDaniel at Site Access	Two-way stop	HCM 6th Edition	EB Left	0.006	10.6	B

2018 AM Peak Hour Summary with McDaniel St Apts

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	McDaniel at 19th St	All-way stop	HCM 6th Edition	NB Thru	0.240	8.9	A
2	McDaniel at 18th St	Two-way stop	HCM 6th Edition	WB Thru	0.025	11.8	B
3	McDaniel at 17th St	Two-way stop	HCM 6th Edition	EB Left	0.016	10.9	B
4	McDaniel at Lafayette	Two-way stop	HCM 6th Edition	SEB Left	0.007	22.2	C

Existing PM Peak Hour Summary

ID	Intersection Name	Control Type	Method	Worst Mvmt	V/C	Delay (s/veh)	LOS
1	McDaniel at 19th St	All-way stop	HCM 6th Edition	NB Thru	0.243	8.9	A
2	McDaniel at 18th St	Two-way stop	HCM 6th Edition	WB Thru	0.025	11.8	B
3	McDaniel at 17th St	Two-way stop	HCM 6th Edition	EB Left	0.016	10.9	B
4	McDaniel at Lafayette	Two-way stop	HCM 6th Edition	SEB Left	0.008	22.5	C
5	McDaniel at Site Access	Two-way stop	HCM 6th Edition	EB Left	0.003	10.7	B

2018 PM Peak Hour Summary with McDaniel St Apts

The traffic impact analysis was also accompanied by a Transportation Planning Rule memo (dated June 22, 2018) that provided an analysis and comparison of uses allowed in both the existing industrial zone and the proposed multiple-family residential zone. Using some assumptions as to the developable area of the site for different types of industrial uses, the analysis determined that the proposed development of the site with 24 apartment units would result in less trips than another use (small office building) that would be permitted under the site’s current zoning.

One issue with the traffic impact analysis was that it did not account for the maximum allowable density of the subject site if the proposed zone change was approved. As noted in more detail above, the maximum allowable density of the subject site would be 29 multifamily dwelling units. The traffic impact

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analysis did not account for this maximum allowable density, as it assumed only the 24 dwelling units that the applicant anticipates constructing on the site. Because the traffic impact analysis does not provide an analysis of the impacts of the maximum level of development of the subject site if the zone change to R-4 (Multiple-Family Residential) was approved, the Planning Commission is suggesting a condition of approval be included to incorporate a trip cap on the future proposed multiple-family development. This trip cap would be based on the figures provided in the Transportation Planning Rule memo (dated June 22, 2018) that accompanied the traffic impact analysis report. That memo cited the Institute of Traffic Engineers (ITE) Trip Generation Manual and the number of trips that would be generated by each individual apartment unit. The average daily trips for an apartment unit is 7.32 trips per apartment (ITE 220). As the traffic impact analysis and the accompanying Transportation Planning Rule memo assumed the development of only 24 dwelling units on the subject site, the analysis assumed 176 average daily trips (24 times 7.32 trips) generated by the development of the subject site. Therefore, the condition of approval will limit the development of the site to a residential density that generates no more than 176 average daily trips as referenced in the Transportation Planning Rule memo (dated June 22, 2018), unless a subsequent traffic impact analysis is submitted by the applicant and found to be acceptable to the City.

Discussion:

The Planning Commission held a public hearing at their regular meetings on July 19, 2018 and August 16, 2018. The public hearing was opened at the July 19, 2018 Planning Commission meeting. During the initial portion of the public hearing, a staff report, applicant testimony, and public testimony were received by the Planning Commission. However, since there were some concerns about how the public hearing was noticed, the Planning Commission decided to continue the public hearing to the August 16, 2018 meeting to allow for notification of the public hearing in the News Register on Tuesday, August 7, 2018, to ensure that the general public had the opportunity to learn about the land-use request and participate in the public hearing if they chose to do so. The public hearing was re-opened on August 16, 2018, where a staff report, applicant testimony, and public testimony were again received by the Planning Commission.

One resident provided written testimony prior to the July 19, 2018 portion of the public hearing. One resident provided oral testimony during the July 19, 2018 portion of the public hearing, and two residents provided oral testimony during the August 16, 2018 portion of the public hearing.

The testimony provided was oppositional, and focused on the following elements:

- Loss of privacy with the addition of an apartment complex
- Increased traffic in the surrounding area
- Concerns of building height with the future development of an apartment complex

The conditions of approval suggested by staff and now recommended by the Planning Commission address items of testimony and areas of concern. Specifically, the conditions of approval will require dense landscaped buffers along the west and south portions of the site, an increase in yard setbacks if building heights exceed the height allowed in the lower density residential zones, and the provision of usable open space within the site. These conditions will help to provide additional space and buffering between the multiple family site and the surrounding and adjacent lower density residential areas. Specifically, the condition related to increased setbacks if building heights exceed the height allowed in the lower density residential areas addresses the most common item of testimony provided during the public hearings, which was a concern with future building height. Staff would also note that the existing

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M-1 (Light Industrial) zone would allow for building heights up to 80 feet, while the proposed R-4 (Multiple-Family Residential) zone allows for only up to 60 feet.

The public hearing was closed on August 16, 2018, following which the Planning Commission deliberated and then voted to recommend that the Council consider and approve the Comprehensive Plan map amendment and zone change requests subject to conditions of approval described above and also outlined in detail in Ordinance No. 5058.

Fiscal Impact:

None

Alternative Courses of Action:

1. **ADOPT** Ordinance No. 5058, approving CPA 1-18 and ZC 1-18 and adopting the Decision, Conditions of Approval, Findings of Fact and Conclusionary Findings.
2. **ELECT TO HOLD A PUBLIC HEARING** date specific to a future City Council meeting.
3. **DO NOT ADOPT** Ordinance No. 5058, providing findings of fact based upon specific code criteria to deny the application in the motion to not approve Ordinance No. 5058.

Recommendation/Suggested Motion:

Staff recommends that the Council adopt Ordinance No. 5058 which would approve CPA 1-18 and ZC 1-18 subject to conditions of approval as recommended by the Planning Commission.

“THAT BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, AND THE MATERIALS SUBMITTED BY THE APPLICANT, I MOVE TO ADOPT ORDINANCE NO. 5058.”

CD:sjs

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