Planned Development Amendments and Subdivision Requests Ordinance 5065 - PDA 3-18 Ordinance 5069 - PDA 4-18 Ordinance 5070 - S 3-18 Oak Ridge Meadows City Council June 25, 2019



PROCESS:

Per MMC, Section 17.72.130(C)(6), once the Planning Commission makes a decision to recommend a land-use decision to the City Council, the Council shall:

- A. Based on the material in the record and the findings adopted by the Commission and transmitted to the City Council, adopt an ordinance effecting the proposed change; or
- B. Call for a public hearing on the proposal subject to the notice requirements stated in Section 17.72.120 (D-F).

TONIGHT:

Staff will summarize the material in the record and the findings adopted by the Commission and transmitted to the City Council, and then you can decide if you want to call for a public hearing.

Section 2.36.040 (D) of the MMC





DECISION DEADLINE:

Per ORS 227.178, the City of McMinnville needs to render a decision on these three land-use decisions within 120 days unless the applicant requests an extension.

The applicant has requested an extension to August 13, 2019 extending the processing time to 201 days.

This is done to ensure timeliness in terms of decision-making.

- Public Hearing: July 23rd, 2019
- <u>Decision with 2nd Reading of Ordinance</u>: August 13, 2019

TONIGHT'S PRESENTATION:

Presenting three different land-use applications that are all related to each other, so presentation will cover all three.

Typically we allow for 20 – 25 minutes per land-use application in our presentations in order to describe the project and how we feel that it does or does not meet the decision-making criteria.

Tonight we are prepared to describe the project, how the planning commission felt it met the decision-making criteria, and summarize the public testimony and public record.

TONIGHT'S PRESENTATION:

We anticipate the presentation to be about one hour. And then expect to leave time for questions.

Originally we scheduled two hours for these three agenda items.



EXISTING PLANNED DEVELOPMENT



Oak Ridge P.D.

• Ord. No. 4722 (2000)

Oak Ridge Meadows P.D.

• Ord. No. 4822 (2005)

Development Plans previously approved with each P.D.

 Any new subdivision proposal in compliance with existing PDs would be approved



EXISTING PLANNED DEVELOPMENT



Oak Ridge Phase 4 (2004) 30 lots approved



Oak Ridge Meadows (2005) 99 lots approved

EXISTING VERSUS PROPOSED

DEVELOPMENT COMPONENT	EXISTING	PROPOSED
Number of Residential Lots	129	108
Preservation of Primary Wetlands	Yes	Yes
 Development Impacting Wetland Pinehurst Drive Residential Lots 	Yes	Yes
Baker Creek Riparian Corridor and Floodplain Protection	No, privately owned lots	Yes, public greenway
Open Space and Parks	Νο	Yes, 6.45 acres
Environmentally Sensitive Feature Protection	Νο	Yes, slopes, trees, riparian corridor



PLN. DEV. AMENDMENT 3-18



Oak Ridge Planned Development

- Ord. No. 4722 (2000)
- 30.2 acres

Request:

 Remove 11.47 acres undeveloped, unplatted property from PD

Criteria:

Section 17.74.070
 Applicable criteria met

PLN. DEV. AMENDMENT 4-18



Oak Ridge Meadows PD

- Ord. No. 4822 (2005)
- 24 acres

Request:

- Add 11.47 acres property to PD
- Zoning departures
- Require amenities

Criteria:

- Section 17.74.070
- Applicable criteria met

SUBDIVISION 3-18



Oak Ridge Meadows PD (PDA 4-18)

• 35.47 total acres

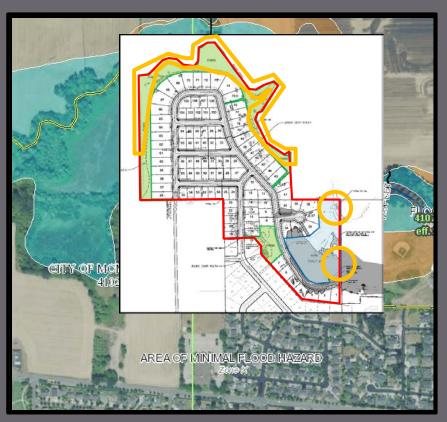
Request:

- 108 lot single-family residential subdivision
- Public & private open space amenities

Criteria:

- Ch. 17.53 Land Division
 Standards
- Applicable criteria met





2010 FEMA Flood Map

North of Baker Creek Rd, South of Baker Creek

FEMA FIRM panels updated in 2010

- 1% Annual Chance Floodplain (100 year) found on site along the banks of Baker Creek
- 0.2% Annual Chance Floodplain (500 year) found on southeastern portion of site



2010 FEMA Flood Insurance Rate Map

FLOOD AREA ZONE, Chapter 17.48 OF MMC

Determined by 1% Annual Chance Floodplain on FEMA FIRM Panels, March 2, 2010

Development not allowed.

0.2% Annual Chance Floodplain is not regulated



East of undeveloped land owned by Stafford Land Company

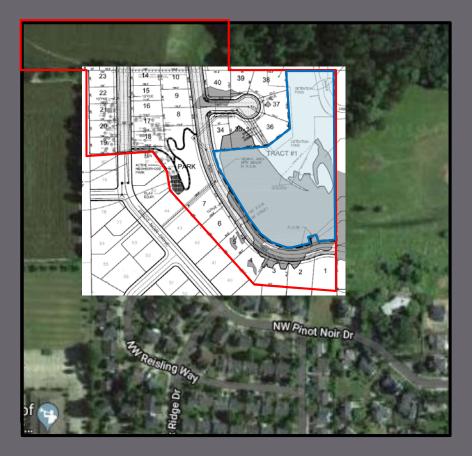
 Baker Creek North: 280 dwelling units

North of Current Developing Land Baker Creek East & West

 Baker Creek East & West: 278 total dwelling units

2010 Transportation System Plan considers full buildout of land based on density allowed

• Street network designed to accommodate traffic



Wetlands found on the 11.47 acre parcel

- 3.09 total acres wetlands
 - 1.06 acres impacted
 - 2.03 acres untouched

McMinnville relies on state and federal agencies for wetland regulation

- Department of State Lands
- Army Corps of Engineers

Planned Development Amendment Ordinance 5065 PDA 3-18





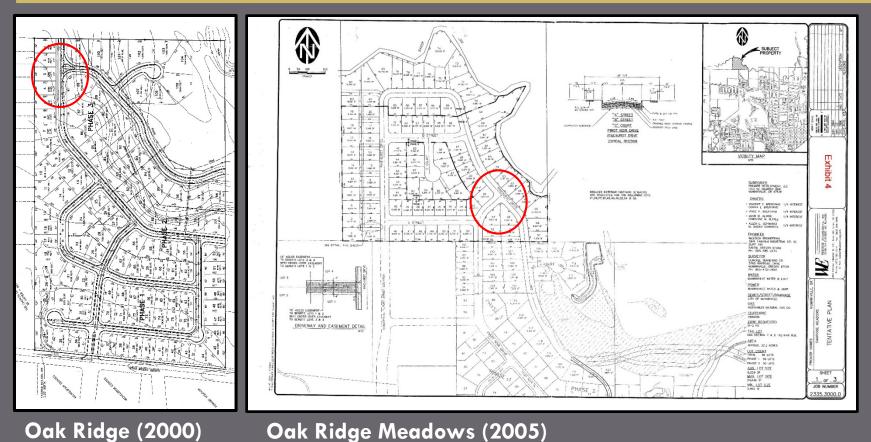
PDA 3-18 ZONING



R-2 PD (Single-family Residential,
Planned Development)
Ordinance 4722 (2000)

- Zoned 30.2 acres R-2 PD
- Approved development plan for 107 lots
- Minor PDAs reallocated 107 lots from 3 phases to 4 phases
- 4th phase (30 lots) remains undeveloped/unplatted

APPROVED SITE PLAN



Oak Ridge Meadows (2005)



PDA 3-18 REQUEST



Oak Ridge Planned Development

 Adopted by Ord. No. 4722 in 2000

Request:

- Remove 11.47 acres of undeveloped property from the Oak Ridge PD
- Parcel would remain in base
 R-2 zone until re-zoned

<u>Section 17.74.070 – Planned Development Amendment –</u> <u>Review Criteria</u>

- 1. Special physical conditions or objectives warrant a departure from the standard regulation requirements.
- 2. Resulting development will not be inconsistent with the Comprehensive Plan.
- 3. The development shall be designed to provide access to and services to adjoining parcels.

- 4. The plan can be completed within a reasonable period of time.
- 5. Streets are adequate to support the anticipated traffic, and the development will not overload the streets outside the planned area.
- 6. Proposed utility and drainage facilities are adequate for the population densities and type of development proposed.
- Noise, air, and water pollutants caused by the development do not have an adverse effect on the area or City.

PDA 3-18 RECOMMENDATION

- In summary, Planning Commission found PDA 3-18 meets the review criteria.
- Planning Commission voted 9-0 to recommend approval of Planned
 Development Amendment with
 Conditions outlined in Decision Document

Planned Development Amendment Ordinance 5069 PDA 4-18





PDA 4-18 REQUEST



Oak Ridge Meadows PD

• Ord. No. 4822 (2005)

Request:

- Add adjacent undeveloped 11.47 acre parcel to PD for a total area of 35.47 acres
- Zoning Departures
- Require amenities

Criteria:

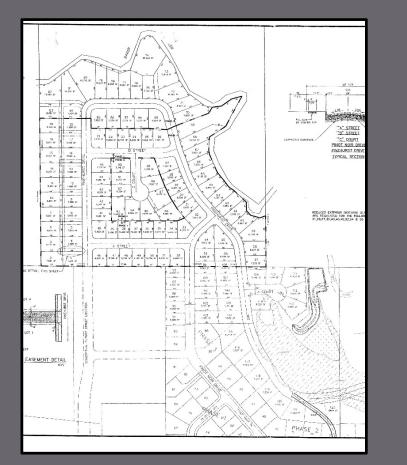
Section 17.74.070



- Average lot size amended from 7,500 sf to 7,770 sf
 - Ave. lot size, not a minimum
- Amended setbacks
 - 5 ft SY, 10 ft Ext SY
- Side Lot Lines
- Max. Block Length of 2,305 ft, max. 800 ft between ped. ways

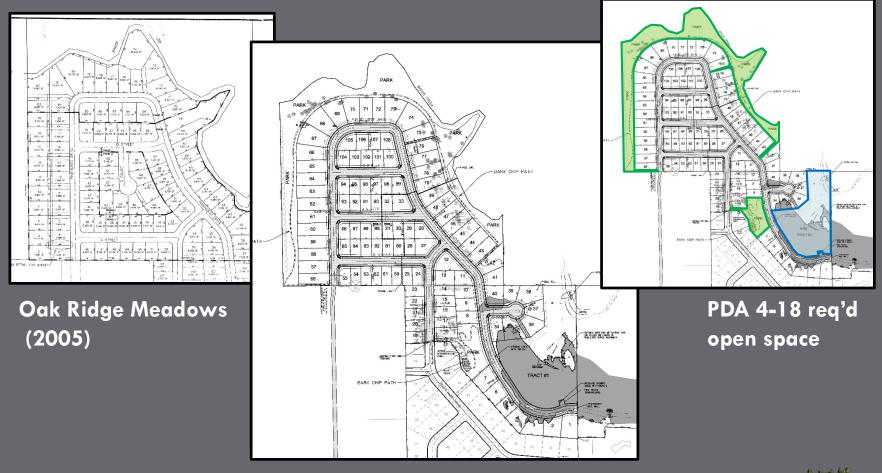


- Max. Lot Depth:Width of 2.75:1
- Minimum 0.85 acre private active neighborhood park be provided
- Minimum 5.6 acre public greenway be dedicated
- Wetland preservation and viewing areas



Oak Ridge Meadows (2005)

- Original Oak Ridge Meadows planned development approval did not include any open space amenities.
- A similar subdivision could be proposed under the current planned development standards.



Oak Ridge Meadows Proposed Subdivision (\$ 3-18)

<u>Purpose of a Planned Development:</u>

- provide greater flexibility and greater freedom of design
- encourage a variety in the development pattern of the community
- encourage mixed uses
- encourage developers to use a creative approach and apply new technology

Purpose of a Planned Development:

- preserve significant man-made and natural features
- facilitate a desirable aesthetic and efficient use of open space
- create public and private common open spaces

<u>Section 17.74.070 – Planned Development Amendment –</u> <u>Review Criteria:</u>

- Special physical conditions or objectives warrant a departure from the standard regulation requirements.
- 2. Resulting development will not be inconsistent with the Comprehensive Plan.
- 3. The development shall be designed to provide access to and services to adjoining parcels.

- 4. The plan can be completed within a reasonable period of time.
- 5. Streets are adequate to support the anticipated traffic, and the development will not overload the streets outside the planned area.
- 6. Proposed utility and drainage facilities are adequate for the population densities and type of development proposed.
- Noise, air, and water pollutants caused by the development do not have an adverse effect on the area or City.

Section 17.74.070-Planned Development Amendment Review Criteria

- There are special physical conditions or objectives of a development which the proposal will satisfy to warrant a departure from the standard regulation requirements.
- Special Physical Conditions
 - Unique site topographical and natural features
- Special Objective
 - Bring adjacent undeveloped parcels together in one planned development to achieve pacing intended by original PD and subdivision approvals
 - Provide additional open space amenities

2. Resulting development will not be inconsistent with the Comprehensive Plan objectives of the area.

Natural Resources (Chapter II)

• Land, Water

Housing and Residential Development (Chapter V)

• Planned Development, Residential Design

Transportation (Chapter VI)

• Streets, Traffic, Pedestrian

<u>Community Facilities (Chapter VII)</u>

• Parks, Utilities, Police & Fire

Citizen Involvement (Chapter X)



3. The development shall be designed so as to provide for adequate access to and efficient provision of services to adjoining parcels.

SE extension of Pinehurst Drive

- Provides future access to land inside the UGB
- Provides maintenance access to existing sewer service

SW extension of Pinehurst Drive

- Provides future access to anticipated Baker Creek North development
- Temporary emergency access easement

- 4. The plan can be completed within a reasonable period of time.
 - Applicant indicates that development would begin immediately following permitting
 - Estimated 5 year plan
 - Phase 1: 2 years
 - Phase 2: 3 subsequent years

- 5. The streets are adequate to support the anticipated traffic, and the development will not overload the streets outside the planned area.
 - 2010 TSP plans for full development within existing zoning.
 - Traffic Impact Analysis
 - Anticipated density of proposed development increases ADT of Pinot Noir Drive to its designed limit of 1200 vehicle trips. Condition of approval caps dwelling units to 108 units until second access of Shadden Drive is developed.
 - Baker Creek Road improvements planned.

- 6. Proposed utility and drainage facilities are adequate for the population densities and type of development proposed.
 - Adequate levels of utilities and drainage facilities can serve the site:
 - Sanitary Sewer
 - Storm Sewer & Drainage Facilities
 - Municipal Water
 - Power

- 7. The noise, air, and water pollutants caused by the development do not have an adverse effect upon surrounding areas, public utilities, or the city as a whole.
 - Noise, air, and water pollutants are not expected to be caused by residential development.
 - 2.03 acres of wetland preserved and protected and will continue to provide ecological and water quality functions.

PDA 4-18 RECOMMENDATION

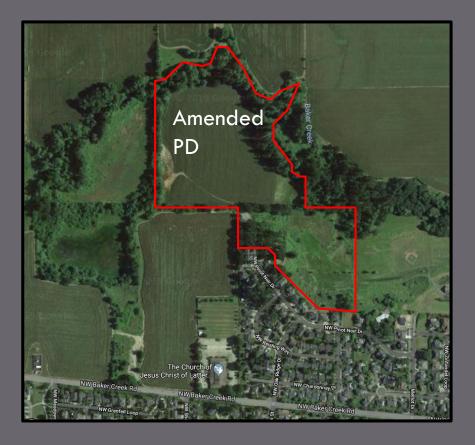
- In summary, Planning Commission found PDA 4-18, with conditions, meets the review criteria.
- Planning Commission voted 8-1 to recommend approval of Planned
 Development Amendment with
 Conditions outlined in Decision Document

Tentative Subdivision Ordinance 5070 S 3-18





S 3-18 REQUEST



Oak Ridge Meadows PD

• PD as amended by PDA 4-18

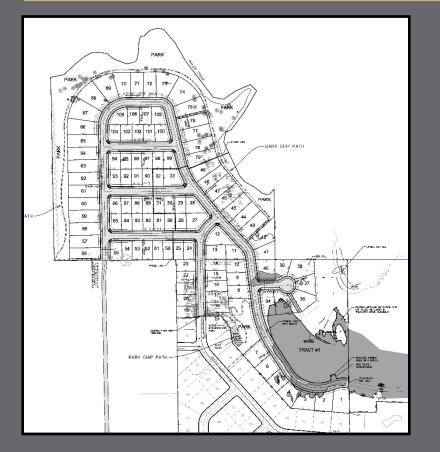
Request:

 108 lot single-family residential subdivision on 35.47 acres

Criteria:

Chapter 17.53 –
 Land Division Standards

S 3-18 REQUEST



Proposed SF Residential Subdivision:

• 108 lots

• 7,770 sf average lot size

- Min: 4,950 sf
- Max: 14,315 sf
- 54 lots < 7,000 sf

Conditioned on approval of Planned Development Amendment



S 3-18 REQUEST



Proposed SF Residential Subdivision:

- Open Space Provided
 - 0.85 acre private park
 - 5.6 acre public greenway
 - 2.03 acres preserved wetland w/ viewing areas

Conditioned on approval of Planned Development Amendment



PDA 4-18 Zoning Standard	S 3-18	PARK
Average Lot Size ~7,770 sf	\checkmark	PARK 69 70 71 72 72-74
Setbacks: FY 20'; SY 5'; Ext SY 10'; RY 20'; Garage 20'	\checkmark	No No<
Non-90° lot side lines only where necessary	✓	AT4
Max Lot Depth:Width 2.75:1	\checkmark	57 66 55 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 52 51 53 55 55 55 55 55 55 55 55 55
Max Block Length: 2,305 ft Ped/Bike Ways @ 800 ft	✓ Condition	
0.85 acre private park	\checkmark	BARK CHP PATH
5.6 acre public greenway	\checkmark	
Wetland preservation & viewing amenities	\checkmark	

CITY COUNCIL. 6.25.19



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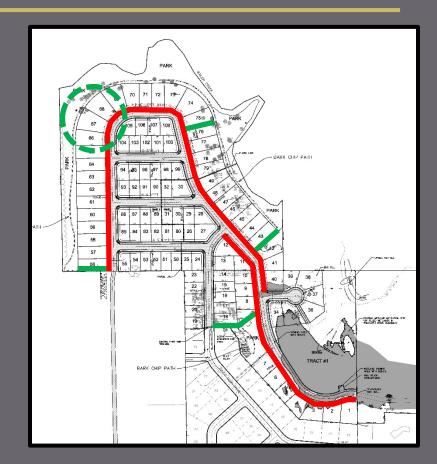
ATTLANE NEWN MEA WITH BENC

BARK CHIP PATH

<u>Approval of Streets and Ways</u> (cont'd)

17.53.103 – Blocks

- Maximum block length established by PDA 4-18, if approved
 - 2,305 ft
 - Ped/Bike ways @ 800 ft, max.



<u>Chapter 17.53 – Land Division Standards</u> <u>Approval of Streets and Ways</u>

17.53.101 - Streets

- Layout and design of streets responds to unique topographic conditions on site
 - Avoid steep slopes
 - Provide access to lots while minimizing impact on wetland

<u>Approval of Streets and Ways (cont'd)</u>

17.53.101 – Streets

- Existing principal streets to be extended
 - Pinot Noir Drive local street
 - Existing terminus of Pinot Noir to be widened to 28'
 - Pinehurst Drive local street
 - Provides future access to adjacent parcels
- All proposed streets to meet City standards for:
 - Width, Alignment, Grade

Approval of Streets and Ways (cont'd)

17.53.101 – Streets

- (1) proposed Cul-de-Sac meets City standards.
 - Length: approximately 200 ft
 - Lots served: 7
- Sidewalks and park strips provided on all streets.

Approval of Streets and Ways (cont'd)

17.53.103(3) – Easements

- Public Utility Easements provided along all ROWs
- Existing drainage facility adjacent to wetland serving Oak Ridge development and Oak Ridge Meadows remains in easement

17.53.103(3) – Pedestrian Ways

• Meets requirements of PDA 4-18 (800 ft. max between ways) with condition

Approval of Streets and Ways (cont'd)

17.53.105 – Lots

- Conform to zoning requirements of PDA 4-18
- Size and shape of lots are appropriate for proposed use, respond to topographic conditions of site
- Street access provided to each proposed lot per City standards

S 3-18 RECOMMENDATION

- In summary, Planning Commission found S 3-18, with conditions, met review criteria.
- Planning Commission voted 7-2 to recommend approval of Tentative Subdivision with Conditions outlined in Decision Document



- 51 written testimonies submitted to the Planning Dept.
- 29 people/organizations
- Additional oral testimony at public hearings
- Largely oppositional

• TRAFFIC IMPACT

- <u>Testimony:</u> Pinot Noir Drive cannot handle increased traffic
- 2010 McMinnville Transportation System Plan (TSP) Local roads designed for 1200 Average Daily Trips (ADT)

	Complete Street Design Standards												
			Arterial		Collector		Neighborhood	Local	A11				
				Major	Minor	Major	Minor	Connector	Residential	Alley			
Streetscape	a		Auto/Truck Amenities (lane widths)	2-4 lanes (12 ft.)	2 lanes (11 ft.)	2 lanes (11 ft.)	2 lanes (10 ft.)	See Street Width	See Street Width	20 ft.			
	, E		Median / Center Turn Lane	14 ft.	12 ft.	12 ft.	10 ft .	None	None	None			
	Street Profile	Bike	Bike Facility 2	2 Lanes (6 ft.)	2 Lanes (6 ft.)	2 Lanes (5 ft.)	2 Lanes (5 ft.) or Shared Lane	Shared Lane	Shared Lane	None			
			Curb-to-curb Street Width ³ <u>On-Street Parkino</u> Two Sides None	na 74 ft.	na 46 ft.	na 44 ft.	30 or 40 ft. 30 or 40 ft.	28 ft.	28 ft.	Not Apply			
		Pedestrian Zone (wth ADA	Pedestrian Amenities ⁴ Sidewalks (both sides)	8 ft. Com	5 ft. Res 10-12 ft. Com	5 ft. Res 10-12 ft. Com	5 ft. Res 10-12 ft. Com	5 ft.	5 ft.	None			
S			Planter Strips		6 ft. Res na Com	6 ft. Res na Com	6 ft. Res na Com	5 ft. Res	5 ft. Res	None			
			Preferred Adjacent Land Use - Intensity	High	Medium to High	Medium	Medium	Medium to Low	Low	Low			
		Traffic Management	Maximum Average Daily Traffic	32,000	20,000	16,000	10,000	1,200 - 3,000	1,200	500			
			Traffic Calming	Not Typical	Not Typical	Not Typical	Permissible/ Not Typical	Permissible/ Not Typical	Typical	Not Typical			
			Managed Speed *	35 mph	30-35 mph	25-30 mph	25 mph	25 mph	15-25 mph	10 mph			
			Through-traffic Connectivity	Primary	Typical	Typical	Typical	Not Typical	Not Permissible	Not Permissible			
			Access Control	Yes	Yes	Some	Some	No	No	No			
			Maximum Grade	6%	6%	10%	10%	12%	12%	12N			
			Right-of-Way:	104 ft.	96 ft.	74 ft.	56 ft. (no bike lane) 66 ft. (bike lane)	50 ft.	50 ft.	20 ft.			



TRAFFIC IMPACT

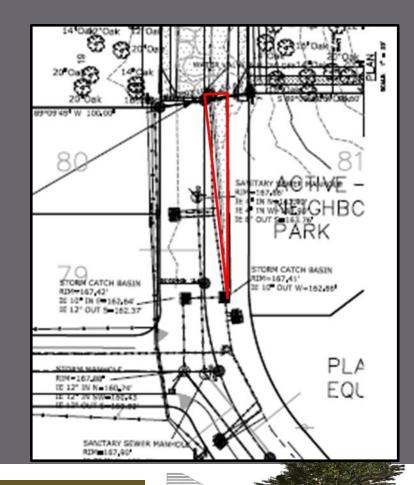
- <u>Testimony</u>: Development should be limited to previous limits found in existing Planned Development Ord. 4822 (76 lots)
- Previous limit placed limits on number of homes allowed prior to the construction of a second emergency vehicle access into Oak Ridge Meadows
- Current proposal provides emergency vehicle access via easement across a neighboring property
- Building permits limited based on TIA/street network capacity

• TRAFFIC IMPACT

- <u>Testimony</u>: Pinehurst Drive should not extend to the SE to the Toth property when it is known that Les Toth will not develop the land
- The Toth property is currently outside City Limits, but inside the Urban Growth Boundary, the expectation is the land will urbanize

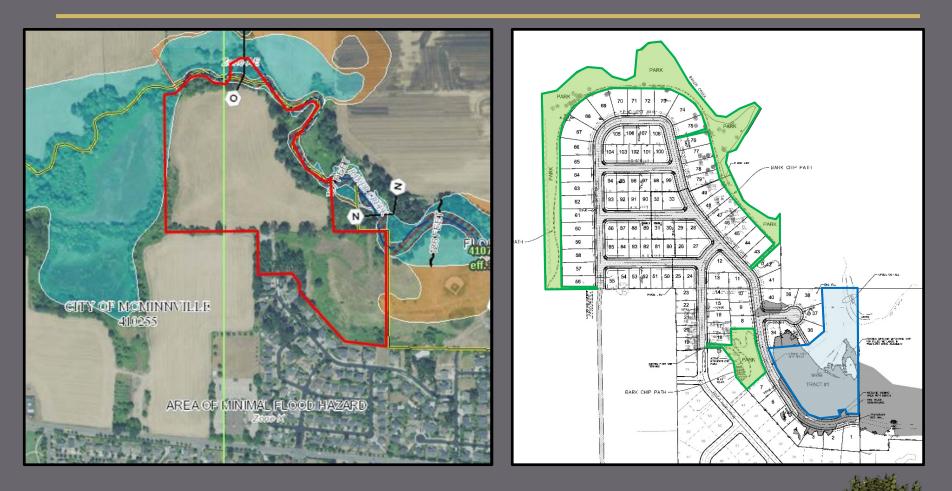
TRAFFIC IMPACT

- <u>Testimony</u>: Northern terminus of Pinot Noir Drive is only 21 feet wide and can't accommodate the proposed development
- Widening of Pinot Noir Drive north of Blake Street to 28' within the existing public rightof-way in the development proposal



• FLOODPLAIN

- <u>Testimony</u>: Development would harm the floodplain
- Flood Area Zone protects the regulatory floodplain by limiting development
 - Regulatory floodplain established by 2010 Flood Insurance Rate Maps per MMC 17.48.010
 - "Goal Post" Rule
- Dedicated greenway park preserves and protects floodplain and riparian corridor





FLOODPLAIN

- <u>Testimony</u>: McMinnville is reliant on outdated FEMA maps and are in need of updating and revision
- Friends of Baker Creek submitted Baker Creek Hydrologic Analysis
 - Baker Creek watershed not well represented by effective SFHA mapping (1% annual chance floodplain)
 - Build out conditions downstream:
 - peak flow increases 0.2%
 - Water surface elevation increases 0.01 feet

DOWNSTREAM FLOODING

The impact of this potential blockage on flood flows compared with the existing condition is shown at this same cross section in Figure 24. The existing peak water surface at the section is 131.80, while the estimated fill condition results in a peak water surface elevation of approximately 132.04.

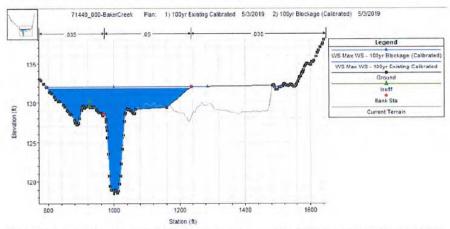


Figure 24: Comparison of Peak Water Surface for Existing and Potential Future Fill Conditions at Oak Ridge Development Lots 61-64 (Cross Section 14879).

Increase in flood level with potential fill at Oak Ridge Meadows (0.24 feet)

This relatively small impact does not appear to propagate downstream, however (Figure 25), where the modeled existing and approximated future condition peak water surface elevations are 127.42 and 127.41, respectively.

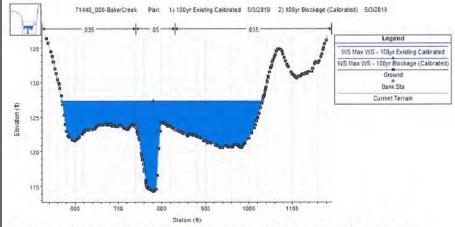


Figure 25: Comparison of Peak Water Surface for Existing and Potential Future Fill (Blockage) Conditions Downstream (Cross Section 11843).

> Increase in flood level downstream (0.01 feet)

City of City of

Baker Creek Hydrologic Analysis

1.5

POTENTIAL FLOODPLAIN EXPANSION

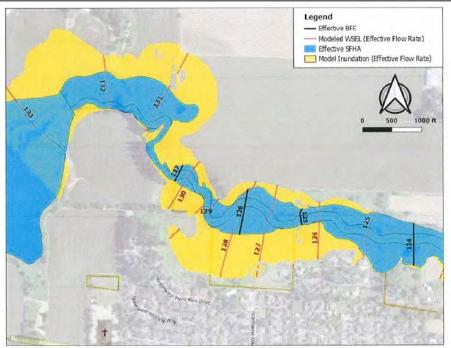


Figure 26: FEMA Effective SFHA and BFEs Overlain on Hydraulic Model Results for the Effective Flow Rate (2,030 cfs).

Friends of Baker Creek

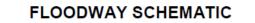
Figure 22: Proposed Condition 100-year Maximum Water Surface Elevation (ft NAVD) Grid Result from RAS Mapper.

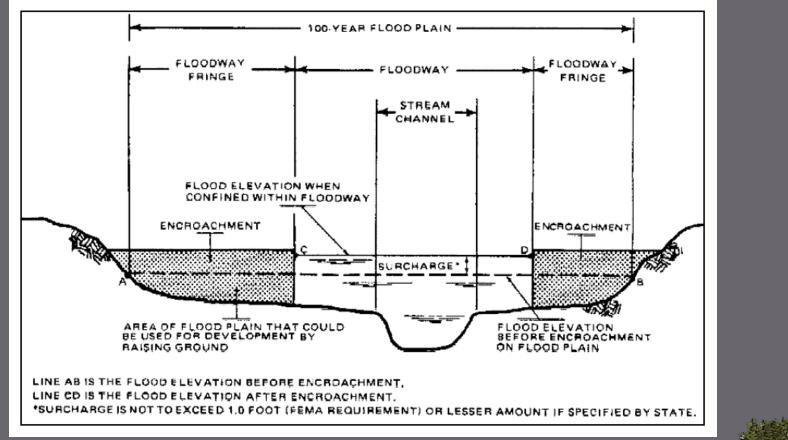
Current mapped floodplain (blue) vs. Modeled floodplain (yellow) Modeled floodplain vs. proposed development



City of McMinnville, OR

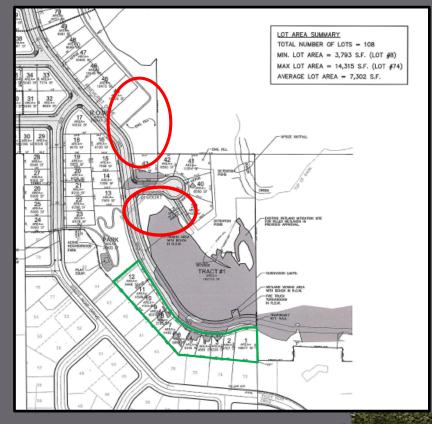
- MITIGATING RISK AND THE GOAL POST RULE:
- 1) Downstream Flooding
- 2) Structural Flooding
 - Cannot change floodplain zone as part of this process.
 - However, can require process that affirms Base Flood Elevations and requires development of first floor to be above the BFE (as allowed by both state and federal regulations).







- Applicant proposed
 alternative subdivision layout
 to accommodate possible
 expansion of floodplain
 - Remove 5 potentially impacted lots
 - Replace with 5 smaller lots elsewhere in subdivision

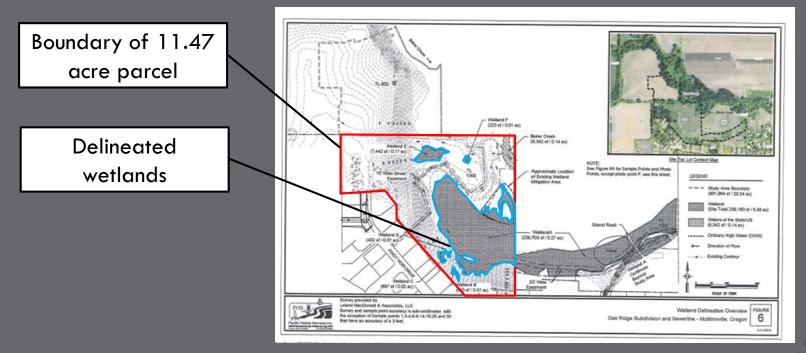




- Suggested condition of approval to establish process on Lots 34, 35, 41, 42, 43 (identified as potential impact in Baker Creek Hydrology Report)
- "The applicant shall submit an engineering certification stating the proposed development on lots 34, 35, 41, 42, and 43, will not impact the pre-project base floodway and base flood elevations. The certification shall be signed and sealed by a professional engineer and be supported by the appropriate technical data and studies which are typically based upon the standard step-backward computer model utilized to develop the 100-year floodplain."

• WETLANDS

• Testimony suggested that proposed development impacted 11.47 acres of wetlands



• WETLANDS

- <u>Testimony:</u> McMinnville should not allow any development that impacts wetlands
- McMinnville defers all wetland permitting and mitigation to Oregon Dept. of State Lands (DSL)



• TREE PRESERVATION

- <u>Testimony</u>: Concern over preservation of trees on the site
- Significant isolated, preservable native oak trees on Lots 1 &
 54 are located outside of building envelopes for those lots
- Condition of Approval requires Planning Director approval of any tree over 9" DBH
- Condition of Approval allows flexibility to adjust setbacks to preserve other isolated, preservable trees

- **REDUCTION IN RESIDENTIAL LOTS**
 - <u>Testimony</u>: Concern over the loss of 21 dwelling units with new proposed plan.





NEXT STEPS

Three Ordinances representing three independent quasi-judicial land-use decisions.

Planning Commission conducted two nights of public hearing:

- <u>Applicant Testimony</u> = 90 minutes (45 minutes on each night, presentation and rebuttal.)
- <u>Public Testimony</u> = 163 minutes, (75 minutes on first night and 88 minutes on second night – limited to 3 minutes each)

NEXT STEPS

Per MMC, Section 17.72.130(C)(6), once the Planning Commission makes a decision to recommend a land-use decision to the City Council, the Council shall:

- A. Consider the Ordinances; or
- B. Call for a public hearing on the proposal subject to the notice requirements stated in Section 17.72.120 (D-F).

Recommended Public Hearing Date: July 23, 2019



QUESTIONS?

