

CITY of BOARDMAN

Community Development

STAFF REPORT

DATE: November 12, 2020

TO: Boardman Planning Commission and all interested parties

FROM: Barry C. Beyeler, Community Development Director

SUBJECT: Columbia Development Zone Change and property subdivision - PAPA 01-2020

On August 28, 2020, David Jones, on behalf of Columbia River Development, submitted an application for a zone change for tax lot #1600 of Morrow County tax map 4N 25 9CC. This property is currently zoned Tourist Commercial and is a parcel of 9.24 acres. The existing zones The proposed request would create 7.41 acres of Manufactured Home Park Sub-District zoned land and 2.00 acres of Light Industrial zoned land.

This application had been previously had one separate public notice go out on July 30, 2020. DLCD did not accept the notice without additional information, including preliminary Findings. As such no hearing has taken place.

With this request requiring a change of the Zoning and Comprehensive Plan Map, it will be as a Type IV – Legislative Procedure requiring a Public Hearing at the Planning Commission level, and a Public Hearing at the City Council level, in accordance with Boardman Development Code (BDC) Chapter 4.1, § 4.1.600. The sub-division of the acreage will be in accordance to Chapter 4.3 – Land Divisions and Lot Line Adjustments, of the BDC. With this decision being a Type IV procedure, it must also be in compliance with Chapter 4.7 – Land Use District Map and Text, of the BDC.

Other relevant Chapters of the BDC which are reviewed during this decision process include Chapter 2.1 – Residential District, Chapter 2.2 – Commercial District, Chapter 2.4 – Light Industrial District, 3.1 – Access and Circulation, Chapter 3.2 – Landscaping, Street Trees, Fences and Walls, Chapter 3.3 – Vehicle and Bicycle Parking, Chapter 3.4 – Public Facilities Standards, and Chapter 4.10 - Traffic Impact Study. This staff report will be the review of the relevant portions of these BDC Chapters to this particular request. This report will highlight in **green** areas where the application can, or will, meet BDC criteria. It will highlight in **yellow** areas of subjective decisions for the Commission based on the evidence presented. It will highlight in **red** any places the application would be in violation of BDC criteria.

CHAPTER 2.1 – MANUFACTURED HOME PARK SUBDISTRICT

The Manufactured Home Park Sub-district is found in §2.1.500 of the BDC. The layout of a park and building criteria are, by State of Oregon Statutes and Administrative Rules, subject to the Oregon Manufactured Dwelling and Park Specialty Code concerning size of lots and public services for each lot. As there is no current application for a Manufactured Home Park, this

zoning will be available for a Manufactured Home Park in a Buildable Lands Inventory. It will be the only property zoned as such. *There are currently only 5.97 acres and 2.0 acres on the property associated with PAPA 2-2020. There is a need for additional acreage somewhere in the Residential District or Sub-Districts.* There has not been a Manufactured Home Park built in the area since the mid 1970's. Additionally, Manufactured Homes can be placed on single family lots should they meet certain criteria in the Residential Zone.

This Application could allow 7.41 acres for a Manufactured Home Park if approved by the Commission and City Council.

CHAPTER 2.2 – COMMERCIAL DISTRICT

Chapter 2.2 of the BDC, §2.2.180 – Tourist Commercial Sub District in particular, contain the criterion for the Tourist Commercial. This Sub District is intended to provide services to the public traveling I-84. Uses such as restaurants, gas stations, retail markets, motels and similar uses are allowed outright. This 4.8 acres would be part of the Buildable Lands Inventory for uses, such as listed above.

This Application would remove 7.41 acres of Tourist Commercial zoned property from the Buildable Lands Inventory. This would represent 19.6% of the total of 37.78 acres TC today.

CHAPTER 2.4 – LIGHT INDUSTRIAL DISTRICT

Chapter 2.4 of the BDC is intended for dealing with heavy commercial and light industrial uses such as warehousing, distribution, outdoor sales and storage, repair services and similar uses.

This application would remove 1.83 acres of Tourist Commercial zoned property from the Buildable Lands Inventory. This would represent 4.8% of the 377.78 acres of TC today.

CHAPTER 3.1 – ACCESS AND CIRCULATION

Chapter 3.1 of the BDC deals with transportation planning, providing both access and circulation patterns for traffic for vehicles, bicycles and pedestrians. As there is no development associated with this application request, this is moot as Chapter 3.1 would be applied at the time of development.

This application will be required to adhere to the provisions of this BDC Chapter before any construction would be allowed.

CHAPTER 3.2 – LANDSCAPING, STREET TREES, FENCES AND WALLS

Chapter 3.2 of the BDC entails the regulation of landscaping required, planting of street trees where necessary, and the construction of walls or fences for an Industrial development. As there is no development associated with this application request, this is moot as Chapter 3.2 would be applied at the time of development.

This application will be required to meet Chapter 10 of the Oregon Manufactured Dwelling and Park Specialty Code 2002 Edition.

CHAPTER 3.3 – VEHICLE AND BICYCLE PARKING

Chapter 3.3 of the BDC provides required parking for a development and the methodology for computing these requirements. As there is no development associated with this application request, this is moot as Chapter 3.3 would be applied at the time of development.

This application will be required to meet Chapter 10 of the Oregon Manufactured Dwelling and Park Specialty Code 2002 Edition.

CHAPTER 3.4 – PUBLIC FACILITIES STANDARDS

Chapter 3.4 of the BDC is the requirements for connection to city services, such as water, wastewater, stormwater, and the coordination with other utilities. As there is no development associated with this application request, this is moot as Chapter 3.4 would be applied at the time of development.

This application will be required to meet the provisions of this Chapter prior to any construction commencing.

CHAPTER 4.10 – TRAFFIC IMPACT STUDY

Chapter 4.10 provides the conditions and methodology for when a traffic impact study must be performed to service a development. As there is no development associated with this application request, this is moot as Chapter 4.10 would be applied at the time of development.

This application will be required to meet the provisions of this Chapter prior to any construction commencing.

COMPREHENSIVE PLAN GOALS

GOAL 1 – CITIZEN INVOLVEMENT

The City of Boardman has posted the property, published in the East Oregonian, and mailed to all required and interested parties, public notice on this request on three separate occasions. First Notice April 11, 2018, after posting notice the applicant requested an extension. Second Notice May 16, 2018, after posting the applicant requested an extension. Third Notice June 28, 2018, for which this staff report is being prepared for hearing on July 18, 2018.

This application has met all of the policies in Chapter 1 of the Comprehensive Plan.

GOAL 2 – LAND USE PLANNING

This application is within the policies of Chapter 2 of the Comprehensive Plan.

GOAL 3 – AGRICULTURAL LANDS

This Chapter does not apply to the City of Boardman.

GOAL 4 – FOREST LANDS

This Chapter does apply to the City of Boardman.

GOAL 5 – NATURAL RESOURCES, SCENIC AND HISTORICAL AREAS, AND OPEN SPACES

This application is within the policies of Chapter 5 of the Comprehensive Plan.

GOAL 6 - AIR, WATER AND LAND RESOURCES QUALITY

This application is within the policies of Chapter 6 of the Comprehensive Plan.

GOAL 7 - AREAS SUBJECT TO NATURAL HAZARDS

There are no identified natural hazards or policies within the City of Boardman.

GOAL 8 – RECREATIONAL NEEDS

This application is within the policies of Chapter 8 of the Comprehensive Plan.

GOAL 9 – ECONOMIC DEVELOPMENT

After thorough review of the application and Chapter 9 of the Boardman Comprehensive Plan, and in particular Economic Policy #2, which states "Encourage tourist commercial activity near Interstate 84.", this application would not be within the policy.

In review, staff has looked into relative land values of the proposed use, Manufactured Home Park Sub-District (MH) and 1.83 acres of Light Industrial District (LI), the current zoning, Tourist Commercial Sub-District (TC). For this review, staff assembled Morrow County Tax valuations for two Manufactured Home Parks, and for a retail services triplex, a Motel, and a Truck Stop all fitting the TC code parameters.

The MH district range of valuation of \$85,576.55/Acre - \$182,247.22/Acre.

The LI district a value range of \$45,447.55/Acre - \$414,720.00/Acre

The TC district a range of \$760,597.00/Acre - \$2,406,906.00/Acre.

GOAL 10 – HOUSING

This application could provide an additional single-family housing alternative should it be approved through the hearings and approval.

Review of Chapter 10 Housing Policies #11 states, "The City shall encourage residential development within the city limits in areas which are appropriate for urban development." The requested MH district is residential, which is usually located in the Residential District. *The City has in excess of 200 acres of Residentially zoned land and nearly 200 acres of Future Urban Zoned land which Residential is the underlying preferred use.*

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GOAL 11 – PUBLIC FACILITIES AND SERVICES

This application is within the policies of Chapter 11 of the Comprehensive Plan.

GOAL 12 - TRANSPORTATION

This application will be subject to traffic studies and is projected to trigger actions in the Interchange Area Management Plan. Estimated number of trip ends at buildout is approximately 880 trip ends per day. This application will be subject to the Interchange Area Management Plan provision for connector streets to provide adequate access/egress alternate to SW Front St. This request will also be subject to the Transportation Planning Rules of the State. The valuations listed in the Goal 9 section of this report indicate the revenues of the requested MH and LI districts would fall short of meeting the required mitigations of streets needed.

GOAL 13 – ENERGY CONSERVATION

This application is within the policies of Chapter 13 of the Comprehensive Plan.

GOAL 14 - URBANIZATION

This application is well aligned with the policies in Chapter 14 of the Comprehensive Plan.

GOAL 15-19

Goals 15-19 do not apply to the City of Boardman.

FINDINGS OF FACT

- 1) Public Notice was posted, published in the East Oregonian and mailed to all required and interested parties on July 30, 2020, for an August 19, 2020, Public Hearing.
- 2) DLCD rejected notice as incomplete. No hearing was held.
- 3) The application is consistent with relevant criteria to Manufactured Home Park Sub-District, §2.1.500 of the Boardman Development Code.
- 4) This application is consistent with and will be subject to Chapter 3.1 – Access and Circulation upon development.
- 5) This application is consistent with and will be subject to Chapter 3.3 – Vehicle and Bicycle Parking upon development.
- 6) This application is consistent with and will be subject to Chapter 4.10 – Traffic Impact Study upon development.
- 7) This application is consistent with Chapter 1 of the Boardman Comprehensive Plan.
- 8) This application is consistent with Chapter 2 of the Boardman Comprehensive Plan.
- 9) Chapter 3 of the Boardman Comprehensive Plan is not applicable.

- 10) Chapter 4 of the Boardman Comprehensive Plan is not applicable.
- 11) This application is consistent with Chapter 5 of the Boardman Comprehensive Plan.
- 12) This application is consistent with Chapter 6 of the Boardman Comprehensive Plan.
- 13) There are no identified Natural Hazards in Chapter 7 of the Boardman Comprehensive Plan.
- 14) This application is consistent with Chapter 8 of the Boardman Comprehensive Plan.
- 15) This application is **not** consistent with Chapter 9 of the Boardman Comprehensive Plan.
- 16) This application is **not** consistent with Chapter 10 of the Boardman Comprehensive Plan.
- 17) This application is consistent with Chapter 11 of the Boardman Comprehensive Plan.
- 18) This application is **not** consistent with Chapter 12 of the Boardman Comprehensive Plan.
- 19) This application is consistent with Chapter 13 of the Boardman Comprehensive Plan.
- 20) This application is consistent with Chapter 14 of the Boardman Comprehensive Plan.
- 21) Chapters 15-19 are not applicable to the City of Boardman.
- 22) DLCD notice of alteration to proposed change received posted to PAPA Online at DLCD website on September 16, 2020.
- 23) Public Notice was sent on October 1, 2020, to all affected property owners and agencies.
- 24) Property was posted with public notice on October 1, 2020.
- 25) Public Notice was posted in 4 public reader boards on October 1, 2020.
- 26) Public Noticed was posted on the City of Boardman website on October 1, 2020.
- 27) Public Notice was published in the East Oregonian October 6, 2020.
- 28) Staff Report Posted on City of Boardman Website on October 14, 2020.

Preliminary Findings: Columbia River Development Application Filed July 28, 2020.

- 1) Columbia River Development filed an application to change the zoning of Tax Lot #1600 of Morrow County Tax Map 4N 25E 09CC, a 9.24-acre parcel currently zoned Tourist Commercial
- 2) The request is to change the Northern most 1.83 acres is requested to be zoned Light Industrial and balance of 7.41 acres to be Manufactured Home Park Sub-district.

- 3) The City currently has a total of 51.29 acres of available Tourist Commercial zoned land and request 9.24 acres would represent 18% of this zoning.
- 4) The City currently has a total of 38.55 acres of available Light Industrial zoned land and the request would 1.83 acres for a total of 40.38 acres.
- 5) The City currently has a total of 5.97 acres of available Manufactured Home Park Sub-district zoned land and request would add 7.41 acres bringing a total of 13.38 acres.
- 6) The proposed use of 55 manufactured homes would produce 550 trip ends for a weekday of occupied dwelling unit, as per Boardman Development Code Chapter 410, specifically §4.10.100 (B). This amount of trip ends will require a traffic study to be performed as per Boardman Development Code § 4.10.200 (A)(1)(a), and (A)(2)(a).
- 7) The proposed use of mini-storage units would produce 330 trip ends according to the Boardman Development Code § 4.10.100 (B), for a weekday per 1,000 Sq. Feet Gross Floor Area.
- 8) Between the two proposed uses, with the trip ends at 880 combined the Interchange Area Management Plan standards would be triggered and the applicant would be required to participate in the funding of the corrective actions laid out in the IAMP.
- 9) Chapter 10 of the Oregon Manufactured Dwelling and Park Specialty Code 2002 Edition shall govern park criterion.
- 10) Site Team Review will be required prior to Park approval.

SUMMARY

This application is for a zone change and subdivision of a 9.24 acre parcel into a 7.41 acre parcel from Tourist Commercial to Manufactured Home Park, and a 1.83 acre parcel from Tourist Commercial to Light Industrial. No development application is pending at this time. Any development plan which comes forward will be held to the relevant Boardman Development Code Chapters and standards at the time of application.

This application has several areas of subjective decision making for the Planning Commission to consider. Most of the areas are associated with policies found in the Boardman Comprehensive Plan, Chapters 9, 10, and 12.

LIST OF ATTACHMENTS

Initial Application
Narrative in Support of Land Use Application and Exhibits
Public Notices Posted and Published
Tax Lot Map
Natural Resources Map