



CITY COUNCIL PUBLIC HEARING
Wednesday, March 07, 2018
265 Strand Street, St. Helens, OR 97051
www.ci.st-helens.or.us

Welcome!

All persons planning to address the Council, please sign-in at the back of the room. When invited to provide comment regarding items not on tonight's agenda, please raise your hand to be recognized, walk to the podium in the front of the room to the right, and state your name only. You are not required to give your address when speaking to the City Council. If you wish to address a specific item on the agenda, you should make your request known to the Mayor as soon as possible before the item comes up. The Council has the authority to grant or deny your request. Agenda times and order of items are estimated and are subject to change without notice.

1. **Open Public Hearing - 6:30 p.m.**
2. **Topic**
 - 2.A. Annexation of 2130 Gable Road
[A.2.17 Council Staff Report](#)
3. **Close Public Hearing**

The St. Helens City Council Chambers are handicapped accessible. If you wish to participate or attend the meeting and need special accommodation, please contact City Hall at 503-397-6272 in advance of the meeting.

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CITY OF ST. HELENS PLANNING DEPARTMENT
STAFF REPORT
Annexation A.2.17

DATE: February 14, 2018
TO: City Council
FROM: Jacob A. Graichen, AICP, City Planner
Jennifer Dimsho, Assistant Planner
APPLICANT: JLJ Earthmovers LLC
OWNERS: Ronald & Tamara Schlumpberger
James & Laura Ives
JLJ Earthmovers, LLC
ZONING: Columbia County's Light Manufacturing, M-2 zoning
LOCATION: 4N1W-9BB-200
PROPOSAL: The property owner filed consent to annex to connect to City water services

The 120-day rule (ORS 227.178) for final action for this land use decision is n/a [Clark v. City of Albany, 142 Or App 207, 921 P2d 406 (1996)].

SITE INFORMATION / BACKGROUND

The subject property is about 2.25 acres located off Gable Road. It is accessed from Gable Road. Gable Road lacks right-of-way frontage improvements (sidewalk, landscape strip, curb) in front of the subject property. Through Columbia County's Land Development Services, the site was approved for equipment storage and an office (DR 17-05). During review of this annexation, another Site Design Review application (DR 18-04) was submitted to the County for review and as of the date of this report, has been approved with conditions. The proposal includes the development of an approximately 8,000 square foot truck maintenance building and administrative offices.

PUBLIC HEARING & NOTICE

Hearing dates are as follows: February 13, 2018 before the Planning Commission and March 7, 2018 before the City Council.

At their Feb. 13th meeting, the Planning Commission unanimously recommended approval of this proposal per staff recommendation.

Notice of this proposal was sent to surrounding property owners within 300 feet of the subject property(ies) on January 8, 2018 via first class mail. Notice was sent to agencies by mail or e-mail on the same date. Notice was published in the The Chronicle on January 31, 2018. Notice was sent to the Oregon Department of Land Conservation and Development on December 19, 2017 via e-mail.

AGENCY REFERRALS & COMMENTS

The **Columbia County Road Department** had no comment because the adjacent road (Gable Road) is under City jurisdiction.

APPLICABLE CRITERIA, ANALYSIS & FINDINGS

SHMC 17.08.040 (1) – Quasi-judicial amendment and standards criteria

- (a) A recommendation or a decision to approve, approve with conditions, or to deny an application for a quasi-judicial amendment shall be based on all of the following standards:
 - (i) The applicable comprehensive plan policies and map designation; and that the change will not adversely affect the health, safety, and welfare of the community; and
 - (ii) The applicable Oregon Statewide Planning Goals adopted under ORS Chapter 197, until acknowledgment of the comprehensive plan and ordinances; and
 - (iii) The standards applicable of any provision of this code or other applicable implementing ordinance.
- (b) Consideration may also be given to:
 - (i) Any applicable evidence of change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or zoning map as it relates to the property which is the subject of the development application.

Discussion: (a)(i) The Comprehensive Plan designation for the subject property is Unincorporated Light Industrial (ULI). Applicable designation and zoning district for annexation are discussed later.

There is no known conflict with the general Comprehensive Plan policies identified in Chapter 19.08 SHMC. Note that SHMC 19.08.030 discusses public services and facilities and includes utility provisions (e.g., water and sewer) as well as services such as police and library. In sum, all services are intertwined; the consent to annexation allows connection to City sewer to support existing and future development on the subject property, and, once annexed, all other City services/facilities. By this process, the proposal complies with this aspect of the Comprehensive Plan.

There is no known conflict with the specific Comprehensive Plan policies identified in Chapter 19.12 SHMC.

There is no known conflict with the addendums to the Comprehensive Plan which includes Economic Opportunities Analysis (Ord. No. 3101), Waterfront Prioritization Plan (Ord. No. 3148), the Transportation Systems Plan (Ord. No. 3150), the Corridor Master Plan (Ord. No. 3181), and the Parks & Trails Master Plan (Ord. No. 3191).

Finally, there is no evidence that this proposal will be contrary to the health, safety and welfare of the community.

(a)(ii) The City's Comprehensive Plan has been adopted by the State, thus, the applicable Oregon Statewide Planning Goals adopted under ORS Chapter 197 do not need to be analyzed per this section.

(a)(iii) In addition, Section 3 of the City’s Charter states that “annexation, delayed or otherwise, to the City of St. Helens, may only be approved by a prior majority vote among the electorate.” However, during the 2016 Legislative Assembly, Senate Bill 1578 was passed. It states that a City shall annex the territory without submitting the proposal to the electors if certain criteria are met:

1. Property is within the UGB
2. Property will be subject to the City’s Comprehensive Plan
3. Property is contiguous to the City limits or is separated by only a public right of way or body of water
4. Property conforms to all other City requirements

As this proposal meets these criteria, this property will not be subject to a majority vote among the electorate.

Other provisions applicable to this proposal are discussed elsewhere herein.

(b) There is no evidence of a change in neighborhood, or mistake or inconstancy in the Comprehensive Plan or Zoning Map.

Finding: The quasi-judicial amendment and standards criteria are met.

SHMC 17.08.060 – Transportation planning rule compliance

- (1) Review of Applications for Effect on Transportation Facilities. A proposed comprehensive plan amendment, zone change or land use regulation change, whether initiated by the city or by a private interest, shall be reviewed to determine whether it significantly affects a transportation facility, in accordance with OAR 660-012-0060 (the Transportation Planning Rule (“TPR”)). “Significant” means the proposal would:
 - (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
 - (b) Change standards implementing a functional classification system; or
 - (c) As measured at the end of the planning period identified in the adopted transportation system plan:
 - (i) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
 - (ii) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP; or
 - (iii) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.
- (2) Amendments That Affect Transportation Facilities. Comprehensive plan amendments, zone changes or land use regulations that significantly affect a transportation facility shall ensure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the TSP. This shall be accomplished by one or a combination of the following:
 - (a) Adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.
 - (b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of OAR 660-012-0060.

- (c) Altering land use designations, densities, or design requirements to reduce demand for vehicle travel and meet travel needs through other modes of transportation.
 - (d) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
- (3) Traffic Impact Analysis. A traffic impact analysis shall be submitted with a plan amendment or zone change application, as applicable, pursuant to Chapter 17.156 SHMC.

Discussion: This section reflects State law regarding the Transportation Planning Rule (TPR): Transportation Planning Rule (TPR), OAR 660, Division 12. The TPR requires that where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures to assure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility. **Current zoning of the property is Columbia County's Light Manufacturing, M-2 and the City zoning option given annexation is Light Industrial, LI.**

Generally, when comparing potential land use impact on transportation facilities, the *reasonable worst case scenario* for the existing and proposed designation/zone are considered. The potential land uses are very similar for both the City and County. The City's zoning is comparable to the County with regards to the possible intensity of uses allowed and potential vehicular trips generated. Thus, this proposal will not affect an existing or planned transportation facility.

Finding: No transportation facility will be significantly affected by this proposal. No traffic impact analysis is warranted.

SHMC 17.28.030 (1) – Annexation criteria

- (a) Adequate public facilities are available to the area and have sufficient capacity to provide service for the proposed annexation area; and
- (b) Comply with comprehensive plan amendment standards and zoning ordinance amendment standards and not be in conflict with applicable comprehensive plan policies and implementing ordinances; and
- (c) Complies with state laws; and
- (d) Abutting roads must meet city standards or property owner will be required to sign and record an irrevocable consent to local improvement district; and
- (e) Property exceeding 10 acres in gross size must show a need on the part of the city for such land if it is designated residential (e.g., less than five years' supply of like designated lands in current city limits).

Discussion: (a) Since filing this consent to annex on December 6, 2017, the property has connected to City water. The City's current water capacity is 6 million gallons/day and the peak flow, usually in the summer, is 3 to 4 million gallons/day. Additionally, the City has the capacity of approximately 10 million gallons to meet future demands. Any additional uses that occur on the subject property can be accommodated by the City's municipal water system as infrastructure has substantial capacity available.

The closest City sewer line is approximately 940 feet away in the Old Portland Rd. right-of-way, just north of Port Ave. Through the land use application process with Columbia County (DR 17-

05), a 3,000 gallon holding tank with contracted pumping services was approved for the proposed uses on the site.

However, should the property owner wish to connect the property to City sewer in the future, the City's waste water treatment plant currently has the capacity (physically and as permitted by DEQ) to handle 50,000 pounds of Biochemical Oxygen Demand (BOD), which is the "loading" or potency of the wastewater received by the plant. The average daily BOD is well below this at only 1,500 pounds. Thus, any potential uses that occur on the subject property can be accommodated by the City's sanitary sewer system as infrastructure is in place or can be upgraded and there is substantial capacity available.

As described above, this proposal poses no significant affect on a transportation facility.

Adequate public facilities are available to the area and have sufficient capacity to provide service for the proposed annexation area.

(b) Per DR 17-05, under the County's approval process, the site has been approved to be developed as an outdoor storage facility with an office use. The City provided recommended conditions of approval to ensure it met the City's standards. During review of this annexation request, an additional land use application (DR 18-04) has been reviewed and approved by the County. This includes conditions that predominately address the City's requiremnets for street improvements.

There are no known conflicts with the Comprehensive Plan and implementing ordinances.

(c) With regards to Oregon Revised Statutes (ORS), city annexations of territory must be undertaken consistent with ORS 222.111 to 222.183.

Pursuant to ORS 222.111(1), a City may only annex territory that is not within another City, and the territory must either be contiguous to the annexing City or be separated from the City only by a body of water or public right-of-way. The subject property is not within another City's jurisdiction and City of St. Helens corporate limits lies on two sides of the subject property.

Although undertaking an annexation is authorized by state law, the manner in which a city proceeds with annexation is also dictated in the city charter. ORS 222.111(1) references a city's charter as well as other ORS. St. Helens' Charter requirements pertaining to annexations are noted above.

Per ORS 222.111(2) an annexation may be initiated by the owner of real property or the city council. This annexation request was initiated by the property owners. Further, ORS 222.125 requires that that all property owners of the subject property to be annexed and at least half of the electors residing on the property consent in writing to the annexation. These documents were submitted with the annexation application.

ORS 197.175(1) suggests that all annexations are subject to the statewide planning goals. The statewide planning goals that could technically apply or relate to this proposal are Goals 1, 2, 11 and 12.

- ***Statewide Planning Goal 1: Citizen Involvement.***

Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.

Generally, Goal 1 is satisfied when a local government follows the public involvement procedures set out in the statutes and in its acknowledged comprehensive plan and land use regulations.

The City's Development Code is consistent with State law with regards to notification requirements. Pursuant to SHMC 17.20.080 at least one public hearing before the Planning Commission and City Council is required. Legal notice in a newspaper of general circulation is also required. The City has met these requirements and notified DLCD of the proposal.

- ***Statewide Planning Goal 2: Land Use Planning.***

This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.

Generally, Goal 2 requires that actions related to land use be consistent with acknowledged Comprehensive Plans and coordination with affected governments and agencies and be based on an adequate factual base. The City has an adopted Comprehensive Plan, compliance of this proposal which is addressed herein. Moreover, explanation and proof of coordination with affected agencies and factual base are described herein, as well, including inventory, needs, etc.

- ***Statewide Planning Goal 11: Public Facilities and Services.***

Goal 11 requires cities and counties 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. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

City water and sewer capacities are adequate to serve the subject property. This is explained above. Moreover, there is no evidence that adequate infrastructure cannot be made available to serve the annexed area if redeveloped. The existing development is adequately served.

- **Statewide Planning Goal 12: Transportation.**

Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a “safe, convenient and economic transportation system.” This is accomplished through development of Transportation System Plans based on inventories of local, regional and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule (“TPR”). The TPR contains numerous requirements governing transportation planning and project development.

Traffic impacts and the City’s provisions that address the TPR are explained above. This proposal will not significantly affect an existing or planned transportation facility.

(d) The subject property abuts Gable Road, which is a City road at this location.

The City’s Transportation Systems Plan designates Gable Road as a Minor Arterial and is subject to Minor Arterial standards. The existing right-of-way widths for Gable Road is sufficient for this classification of street. Therefore, right-of-way dedication is not necessary.

Along the subject property, Gable Road is improved (asphalt) but lacks frontage improvements such as sidewalk and curb, along the subject property’s frontage. City standards require such improvements. Development land use review provides the legal nexus and proportionality to require such improvements. During review of this annexation, an application was submitted and is under review with the County (County file DR 18-04). The City is recommending that frontage improvements be completed as a condition of that proposal, given its cost and scale. This shall also be a condition of this annexation.

(e) The subject property is not designated residential. Thus a needs analysis is not necessary.

Finding: The annexation approval criteria are met for this proposal.

SHMC 17.28.030 (2) – Annexation criteria

The plan designation and the zoning designation placed on the property shall be the city’s zoning district which most closely implements the city’s comprehensive plan map designation.

Discussion: The Comprehensive Plan designation is currently Unincorporated Light Industrial (ULI). Upon annexation, the Comprehensive Plan designation would thus be Light Industrial (Incorporated). The zoning would be Light Industrial, LI.

Finding: The subject property shall be designated Light Industrial (Incorporated), LI and zoned Light Industrial, LI upon annexation.

SHMC 17.112.020 – Established & Developed Area Classification criteria

(1) Established Area.

- (a) An “established area” is an area where the land is not classified as buildable land under OAR 660-08-0005;
 - (b) An established area may include some small tracts of vacant land (tracts less than an acre in size) provided the tracts are surrounded by land which is not classified as buildable land; and
 - (c) An area shown on a zone map or overlay map as an established area.
- (2) Developing Area. A “developing area” is an area which is included in the city’s buildable land inventory under the provisions of OAR except as provided by subsection (1)(b) of this section.

Discussion: OAR 660-008-0005 generally defines “Buildable Land” as vacant residential property not constrained by natural hazards or resources, and typically not publicly owned. The subject property is not zoned residential. This provision does not apply.

Finding: This provision is not applicable.

CONCLUSION & RECOMMENDATION

Based upon the facts and findings herein, staff recommends approval of this annexation and that upon annexation, the subject property have a Comprehensive Plan designation of Light Industrial (incorporated), be zoned Light Industrial, with the following condition:

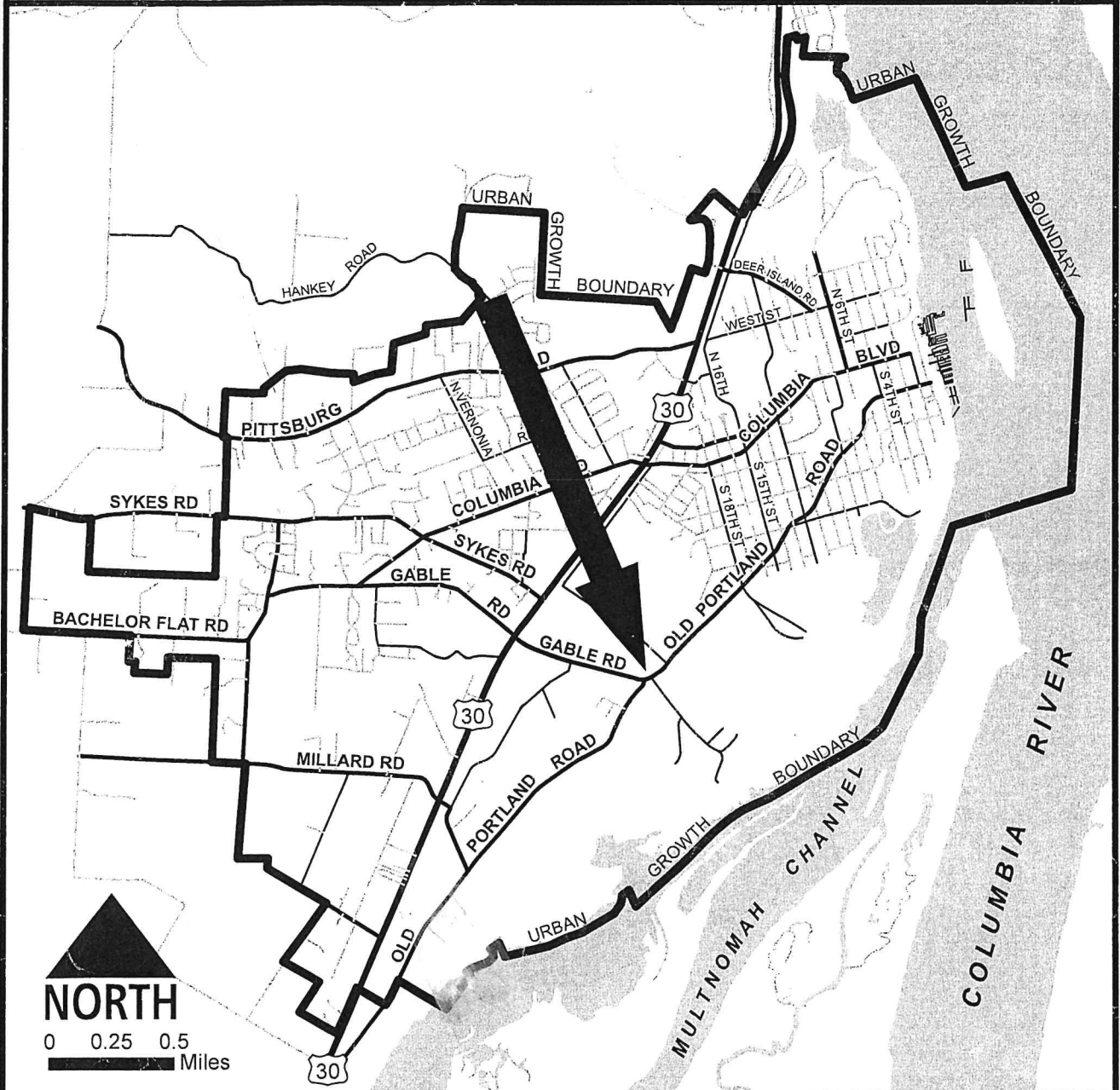
Given the proposal addressed in County file DR 18-04, Gabe Road frontage improvements shall be completed along the entire subject property’s street frontage per City standards and City approved engineering/construction plans. *The improvements are not completed until they have been approved by the City.*

*This annexation will **not** be subject to voter approval subsequent to this land use process.*

Attachments: *General Area Map*
Aerial Map
Taxlot Map
Legal Description
Columbia County Land Use File DR 18-04 Final Order (2 pgs.)

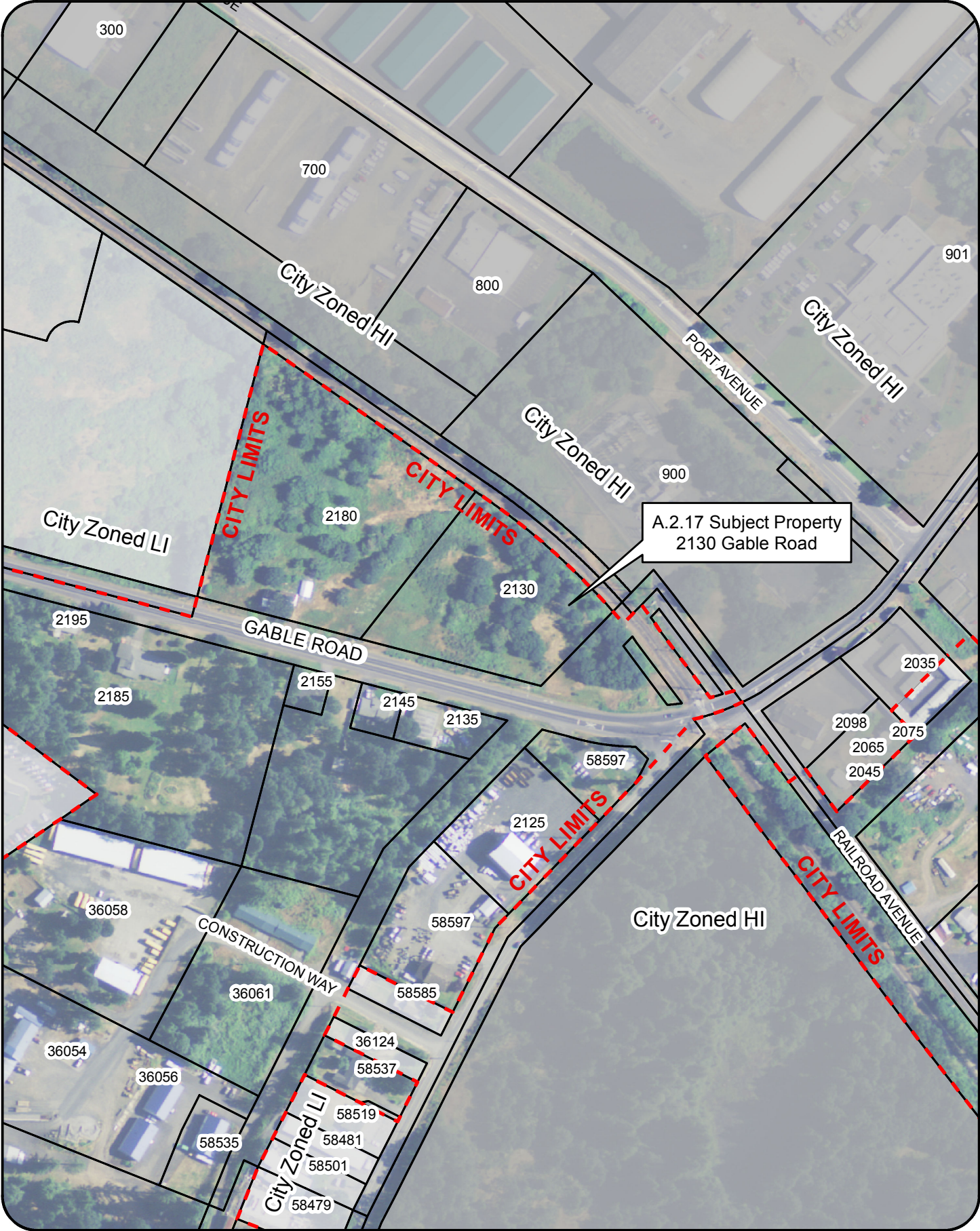
SUBJECT PROPERTY

~ Approximate Location ~



City of St. Helens Urban Growth Boundary Area Vicinity

Annexation A.2.17 Aerial Map



Legal Description

A parcel of land located in the SW $\frac{1}{4}$ of the NW $\frac{1}{4}$ of Section 9, Township 4 N., Range 1 W., Willamette Meridian, Columbia County, Oregon, most specifically described as follows:

Beginning at a point, the **True Point of Beginning**, where the Northerly right-of-way line of Gable Road and the Northwesterly right-of-way line of 9th Street as depicted on the Plat of South St. Helens intersect;

Thence North 77°18'49" West, along the Northerly right-of-way line of Gable Road, a distance of 358.42 feet;

Thence North 36°12'25" East a distance of 364.24 feet to a point on the Southerly right-of-way line of the Portland and Southwestern Railroad Spur;

Thence Southeasterly, along said Southerly right-of-way line, to a point on the Northwesterly right-of-way line of 9th Street as depicted on the Plat of South St. Helens;

Thence South 42°05'03" West, along said Northwesterly right-of-way, a distance of 203.80' to the **True Point of Beginning**.

**NOTE: GABLE IS A CITY ROAD AT THIS LOCATION*

**BEFORE THE
COLUMBIA COUNTY PLANNING COMMISSION
ST. HELENS, OREGON**

COPY

In the Matter of the Application of John L. Jersey)
for JLJ Earthmovers, LLC to construct an 8,072)
square foot building to be used for truck)
maintenance and administrative offices provided for)
in Section 922.13 of the Columbia County Zoning)
Ordinance)

FINAL ORDER DR 18-04

This matter came before the Columbia County Planning Commission on the application of JLJ Earthmovers, LLC for a Type II Design Review to construct an 8,072 square foot maintenance and office structure as provided in Section 922.13 of the Zoning Ordinance. The subject property is addressed at 2130 Gable Road in St. Helens, Oregon and is associated with Map Identification Number 4109-022-00200 according to the County Assessors Records.

Notice of the land use application was provided to the City of St. Helens, affected agencies and surrounding property owners on December 6, 2017. A public hearing was held on February 5, 2018 where the Planning Commission heard testimony from the applicant and interested parties, and considered written materials including the Staff Report dated December 29, 2017 and City of St. Helens comments dated December 15, 2017. After due consideration, the Columbia County Planning Commission **APPROVED** the application for **DR 18-04** as presented in the Staff Report, subject to the following conditions:

CONDITIONS OF APPROVAL:

1. This permit shall become void 2 years from the date of the final decision if development has not been initiated on the property. Extensions of time may be granted by the Planning Director if requested in writing before the expiration date and if the applicant was not responsible for the failure to develop.
2. The proposed structures shall be sited as presented in the applicant's submitted site plans and specifications reviewed and approved by the Planning Commission.
3. Any changes to approved plan(s) and/or elevations shall be reviewed and approved by the County prior to implementation. All work shall accurately reflect County approved plans.
4. The applicant shall consult with the City of St. Helens prior to installing any parking area, driveway and/or access improvements to ensure all infrastructure complies with the city's standards and specifications for projects located within their Urban Growth Boundary.
5. Prior to commencing any activity within the Gable Road right-of-way necessary for DR 18-04, the applicant shall obtain written authorization from the City of St. Helens.
6. The applicant shall take appropriate measures to maximize sediment control and reduce the amount of erosion that is transported off site. These measures can be found in the "Erosion Prevention and Sediment Control Plans" which is an attachment to the Columbia County Stormwater and Erosion Control Ordinance.

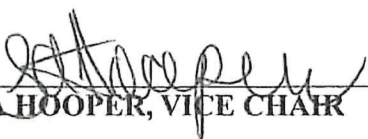
7. **Prior to the Building Permit issuance**, the following conditions shall be met:

- W.910
- FROM CITY COMMENTS
- a. Engineering/construction plans shall be submitted to the City for review and approval for Gable Road frontage improvements along the entire property street frontage. In addition to meeting the City's specifications, plans shall address the following:
 - i. City of St. Helens Minor Arterial street standards
 - ii. The existing asphalt in the right-of-way at the driveway access and along the full length of the existing bike lane as delineated by the bike lane striping shall be cored or otherwise tested to verify that the minimum base section exists. If the minimum section is not present, the asphalt shall be removed and proper base material will need to be installed, inspected, and tested, and then repaved in accordance with the City's standards for minor arterial streets.
 - iii. Install a concrete pad around the base of the fire hydrant in accordance with the Fire Marshal's requirements.
 - iv. Street trees species shall be identified and shall be "small" per the City's Development Code.
 - b. The applicant shall show an appropriate method of collecting and directing waste and wash waters in and around the building that may be exposed to petroleum products/spills to the wastewater collection area.

8. **Prior to final inspection or Certificate of Occupancy issuance for this proposal**, the following conditions shall be met:

- a. All improvements per approved plans shall be installed.
- b. The applicant shall complete the Gable Road street frontage improvements and be approved by the City of St. Helens.
- c. The designated parking area shall include at least one (1) signed and marked ADA accessible parking space per the requirements in 1415 of the Zoning Ordinance.
- d. The on-site parking area shall be marked and the existing landscaping shall be retained.

COLUMBIA COUNTY PLANNING COMMISSION


 LINDA HOOPER, VICE CHAIR

2-12-18
 DATE