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Topic: DRAFT Technical Memo #9: Revised Policy Framework and Code Amendments

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 Basecamp

Technical Memo #9: Revised Policy Framework and Code Amendments

This memorandum builds on work completed in Technical Memorandum #8 which identified a preliminary set of amendments to the John Day Comprehensive Plan along with a set of potential options and recommendations for implementing the Innovation Gateway Plan through amendments to the City’s Development Code. This memo repeats the proposed amendments to the Comprehensive Plan identified in Tech Memo #8 and provides a detailed set of proposed amendments to the Development Code in the form of a proposed John Day Innovation Gateway (IG) Overlay Zone.

SECTION 1 Comprehensive Plan Policy Amendments

Following is a list of existing relevant Comprehensive Plan policies which already support the John Day Innovation Gateway (JDIG) Plan or which are recommended to be revised or added to further support the Plan.

General Land Use Policies

The following policies generally support the JDIG Plan.

1. *All new developments should recognize and respect the particular character of established areas in which they locate.*
2. *Innovations in concepts and flexibility in design should be encouraged in new developments in those more undeveloped sections of the planning area where no particular urban character has been sufficiently established.*

These following revision to Policy #5 is recommended to further support the Plan.

5. *To continue participation in the District OEDP Program and other state and regional economic partnerships to insure maximum opportunity for economic development assistance and financing.*

Economic Element Policies

Many of the existing Comprehensive Plan policies generally apply to and are consistent with and supportive of the Innovation Gateway Plan. The following additional policies are recommended to further support the Gateway Plan and to incorporate guidance from the Grant County Economic Opportunities Analysis project.

- XX. To support continued development of the Innovation Gateway Area as a community destination and attraction that focuses on rural innovation, agri-tourism, and value creation.*
- XX. To support investments in public and private infrastructure that will complement city-wide goals, as well as those for specific areas such as the Downtown and Innovation Gateway Area.*
- XX. To adopt and regularly update a short list of clear, achievable economic development actions as a Community Investment Strategy that will further the economic goals of the community.*
- XX. To support and participate in achieving the goals of the Grant County Digital Network Coalition.*
- XX. To support facilities and programs for new home construction and urban renewal as the John Day Urban Renewal Agency.*

Public Facilities Element Policies

The following new policy is recommended to be added to this section of the Comp Plan:

- 11. Conservation, reclamation and re-use of water shall be a goal of the City and shall be incorporated in future planning for public and private development.*

SECTION 2

Proposed Comprehensive Plan Text Amendments

In addition to amending the Comprehensive Plan to update or add selected policy statements, the Comprehensive Plan also should be revised to refer to the JDIG Plan as an ancillary document that provides additional information relevant to future planning for the area. The following text is recommended to be added to the narrative section of the *Urbanization* chapter of the Plan:

JOHN DAY INNOVATION GATEWAY AREA

In 2018-2019, the City worked with a team of consultants to prepare the John Day Innovation Gateway (JDIG) Plan. This Plan articulates a vision for the area of the City north and south of the John Day River, between approximately Patterson Bridge Road and the Downtown area. Key objectives of the JDIG Plan include:

- Integrated system of parks, trails and natural areas
- New facilities and amenities for community members and visitors, including redevelopment of the former mill site and re-use of selected structures there

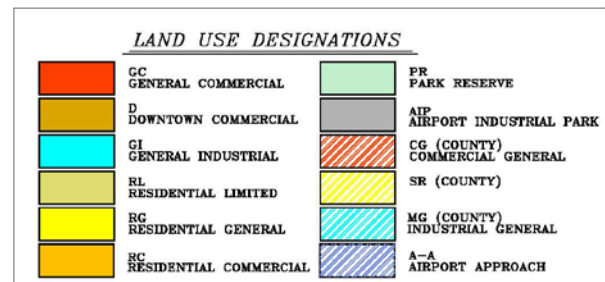
- Re-use of water from a proposed new state-of-the-art wastewater treatment plant for a new water garden and hydroponic greenhouses
- Roads and trails providing access and circulation within the area and to other parts of the community
- Redesign and relocation of the City’s wastewater treatment plant

The JDIG Plan has been adopted as a supporting element of this Comprehensive Plan and provides further information about future plans for this area.

SECTION 3 Proposed Development Code Amendments

The study area is entirely within the city limits of John Day. A significant portion of the study area (primarily north of the John Day River) is zoned for industrial use. The majority of the project area south of the river, including a portion of the area recently annexed into the City, is zoned for general commercial use. The area southeast of the confluence of the John Day River and Canyon Creek (planned for future river recreation access) was recently rezoned to the City’s Park Reserve zone to ensure consistency with current use and future plans for the property. Existing zoning designations are shown in Figure 1.

Figure 1. Project Area Zoning



Key elements of the JDIG Plan include:

- Integrated system of parks, trails and natural areas, including:
 - Natural areas along both sides of the river for the length of the project area

- Integration with new or existing developed park facilities on both sides, including Davis Creek Park, Hill Family Park, and others
- New facilities and amenities for community members and visitors, including:
 - Former mill structures will be renovated to host events such as farmers markets, classes, events as well as communicate the history and identity of John Day.
 - Use of water sourced from the new state-of-the-art wastewater treatment plant for a new water garden and hydroponic greenhouses.
 - Potential future office development, vendors in the Planer Shed Pavilion, greenhouse employees, and public works facilities
- Roads and trails providing access and circulation within the area and to other parts of the community
- Redesign and relocation of the City’s wastewater treatment plant

Most of the City’s existing Development Code provisions support implementation of these objectives. However, a number of needed code provisions are either lacking or potentially in conflict with these goals, including following, which are described in more detail in Technical Memo #8.

- Land uses. Some specific uses allowed and/or prohibited in the base zones are not consistent with the uses envisioned in the JDIG area.
- Site development standards. Most existing base zone standards appear to be reasonable and do not appear to represent a barrier to the types of uses and development proposed within the planning area. However, several specific standards are recommended to be applied differently in the project area, including building size, lot coverage, and landscaping coverage.
- Block layout, orientation and architectural design standards. Some of the standards applied in the City’s commercial base zones are not appropriate for the JDIG area. Existing standards are oriented towards traditional commercial areas with a typical downtown or commercial area block layout and orientation of buildings and businesses to adjacent streets and sidewalks. The layout of these areas is expected to be based on a typical grid street layout similar to existing residential and commercial areas south of the river in John Day. However, the Innovation Gateway area will consist of a number of individual buildings or uses within a park-like setting. Similarly, existing architectural design standards also are generally oriented to a traditional commercial area, including standards related to building entrances, windows and other features. It may be challenging for some of the specific buildings or uses proposed for the Innovation Gateway to meet these standards.
- Other standards. Some additional standards are desired to address specific objectives in the JDIG area, including those related to lighting and landscaping.

Tech Memo #8 identified several options to address these goals along with a recommended or preferred option related to each topic. In each case, use of an overlay zone to establish standards specific to the JDIG area was recommended. The remainder of this memo includes the proposed text of a proposed Innovation Gateway (IG) overlay zone.

Section 5-2.11. John Day Innovation Gateway (IG) Overlay Zone

5-2.11. Innovation Gateway (IG) Overlay Sections:

5-2.11.010 Scope and Purpose of Regulations

5-2.11.020 Subdistricts

5-2.11.030 Allowed Uses

5-2.11.040 Limitations on Uses

5-2.11.050 Development Standards

5-2.11.060 Site Layout and Design

5-2.11.070 Architectural Design Standards

5-2.11.080 Pedestrian Amenities

5-2.11.090 Special Use Standards

5-2.11.010 Purpose

The Innovation Gateway (IG) Overlay applies to the area planned and evaluated as part of the John Day Innovation Gateway Plan and as designated on the Zoning Map. In any zone which is a GW overlay zone, the requirements and standards of this Chapter shall apply in addition to those of the underlying zone; provided, that if a conflict in regulations or standards occurs, the provisions of this Chapter shall govern. The purpose of the IG overlay zone is to implement the recommendations of the Innovation Gateway Plan, including to create welcoming, attractive, active area on both sides of the John Day River; support establishment of a system of integrated parks and trails within and adjacent to the area; allow for an appropriate mix of commercial, industrial and institutional uses; support the City's goals associated with water reclamation and re-use; and promote use of a variety of modes of transportation to travel to, from and within the area.

5-2.11.020 Subdistricts

The IG zone includes three sub-districts, the Northeast, Northwest and South sub-districts as depicted in Figure 5-2.11-1. Use permitted outright or as conditional uses vary within the sub-districts as described in Sections 5-2.11.030 and 5-2.11.040 of this chapter.

[Insert map of Overlay district, subdistricts, base zones, and other overlay zones or explanatory text here.]

5-2.11.030 Allowed Land Uses

Permitted uses are those allowed outright in the underlying base zones, with the exceptions summarized in Table 5-2.11.030.

Use	South Sub-District	Northwest Sub-District	Northeast Sub-District
Residential uses			
- New dwelling built in conjunction with a permitted commercial or industrial use located above the ground floor	P	N	N
- All other residential uses	--	--	--
Commercial Categories			
Drive-up/Drive-in/Drive-through	N	N	N
Hotels and Motels	P	N	N
Office	--	--	--
Quick Vehicle Servicing or Vehicle Repair	N	S	S
Retail Sales and Commercial Uses	Y	S	S
Self-Service Storage	N	S	N
All Other Commercial Uses	--	--	--
Industrial Categories			
Industrial Service			
- Fully enclosed	N	P	P
- Not enclosed	N	N	N
Manufacturing and Production			
- Fully enclosed	S	P	P
- Not enclosed	N	P	P
Warehouse and Freight Movement	N	--	--
Waste Related	--	N	N
Wholesale Sales			
- fully enclosed, less than 20,000 square feet of floor area	N	P	P
- fully enclosed, equal to or greater than 20,000 square feet of floor area	N	N	N
- not enclosed	N	N	N
Institutional Categories			
Basic Utilities	--	--	--
Community Service, except as otherwise allowed by Public Facilities Overlay zone	--	--	--
Daycare	--	--	--
Parks and Open Space			
- Consistent with the John Day Innovation Gateway Area Plan	P	P	P
- Other parks and open space uses	CU	CU	CU
Religious institutions/churches	--	--	--
Schools	--	--	--
Other Categories			

Accessory Structures (with a permitted use)	--	--	--
Agriculture – Greenhouses and similar horticulture	P	P	P
Buildings and Structures Exceeding the Height Limits in Table 5-2.3.030	--	--	--
Radio Frequency Transmission Facilities, including building-mounted facilities, that project above roofline	--	--	--
Utility Corridors	--	--	--
Temporary Uses (limited to “P” and “CU” uses), per Section 5-4.9.010.	--	--	--
Transportation Facilities (operation, maintenance, preservation, and construction in accordance with the City’s Transportation System Plan)	--	--	--

Notes: P = Permitted; C = Permitted as a conditional use; N = No permitted; -- = Refer to base zone for use status

5-2.11.040 Limitations on Uses

Discussion Question: Are any limitations needed that are not already addressed in the Greenway or Floodplain Overlay districts or the Base Zones?

5-2.11.050 Development Standards

Development standards are summarized in Table 5-2.11.050.

Use	South Sub-District	Northwest Sub-District	Northeast Sub-District
Minimum Lot Area			
- New dwelling built in conjunction with a permitted commercial or industrial use located above the ground floor	None	--	--
- All other residential uses	None	--	--
Minimum Lot Width (feet)	20	--	--
Minimum Lot Depth (feet)	None	--	--
Maximum Building/Structure Height (feet)	--	--	--
Maximum Building Size, Retail Commercial Uses (square feet)	--	5,000	5,000
Lot Coverage , maximum building coverage (Foundation plane as % of site area)	85%	85%	85%
Landscape Area (% site area). Landscape area may include a combination of plant beds, planters, and plaza space	15%	15%	15%
Minimum Setbacks (feet):	--	--	--

- Front, Street, Side, and Rear property lines, except garage or carport	--	NA	NA
- Garage/Carport Entry, setback from street or vehicle accessway	--	NA	NA
- Alley			
Build-to-Line (feet) ¹	20	--	--

Notes:

-- = Same as indicated in base zone.

1. Build-to line is measured from the edge of any adjacent public or private path or roadway providing primary access to the front of the proposed use.

Discussion Question: Maximum building height in the CG zone is 45 feet. Do we want the same maximum in this portion of the JDIG area? A 35’ height would help preserve views of the river and mountains from Hwy 26. Do we think that is a good reason for maintaining a lower height in this area or is it more important to provide flexibility for certain types of development that might want to be 45’ high (e.g., hotels, etc.)?

5-2.11.060 Site Layout and Design, Building Orientation and Commercial Block Layout

A. Site layout and design standards for thee Northwest and Northeast Subdistricts are as described for the General Industrial base zone in section 5-2.4.060 of this code.

B. Building Orientation and Commercial Block Layout standards described in section 5-2.3.060 do not apply to the South Sub-District. Instead, the following standards are applicable to projects that are subject to Site Design Review in the South Sub-District.

1. Building Orientation Standards

a. Compliance with the setback and build-to line standards in Section 5-2.11.040, where applicable. The build-to line may be setback to provide pedestrian amenities between a building and its adjoining street or vehicular accessway.

b. All buildings shall have at least one prominent entrance oriented to the nearest pedestrian walkway or pedestrian plaza that is intended to be used for pedestrian access to the building. The primary entrance shall not be more than 40 feet from the nearest pedestrian walkway, except to provide pedestrian amenities; a walkway shall connect the primary entrance to the sidewalk in this case.

c. Parking areas shall not be located between a proposed building and a trail adjacent to the John Day River.

2. Block Layout Standards

a. Block length and perimeter standards shall be consistent with those standards identified in Section ___ of this code.

b. Walkways shall connect the street right-of-way to building entrances and the interior parking courts located between or adjacent to buildings, as necessary to ensure reasonably safe, direct, and convenient access to building entrances and off-street parking.

Discussion Question: Does the City have any typical block length or perimeter standards that should be referenced here. The development code includes block length and perimeter standards for the CG zone that probably aren't particularly appropriate for the JDIG area. If there are no other standards (I didn't see any in the Local Street Network Plan), do we need to identify any specific block length or perimeter standards here?

5-2.11.070 Architectural Design Standards

Discussion Question: We've included a subset of requirements here from Section 5-2.3.070 (commercial design standards) that seem to be consistent and/or not in conflict with the JDIG Area Plan.

- Are these appropriate?
- Are any other standards needed?
- Should any of these standards apply to the area north of the river?

A. Purpose and Applicability. Section 5-2.11.070 is intended to provide detailed, human-scale design that is characteristic of the City of John Day while affording flexibility to use a variety of architectural building styles. The standards also are intended to address the unique nature of the John Day Innovation Gateway Area and the objectives of the John Day Innovation Gateway Area Plan. All new buildings and major remodels within the South Sub-District shall meet the standards of subsections 5-2.11.070.B-C., which are applied through Site Design Review. The applicant demonstrates that the standards are met by complying with the criteria under each standard.

B. Pedestrian-Orientation. The design of all buildings on a site shall support a safe and attractive pedestrian environment. This standard is met when the approval body finds that all of the criteria in 1-3, below, are met. Alternatively, the approval body may approve a different design upon finding that the design contains an equally good or superior way of achieving the above standard.

1. The building orientation standards under Section 5-2.11.060 are met; and
2. Primary building entrances shall open directly to the outside and, if not abutting a street, shall have walkways connecting them to a street sidewalk or other pedestrian walkway; every building shall have at least one primary entrance that does not require passage through a parking lot or garage to gain access; and
3. Primary building entrance(s) are designed with weather protection, such as awnings, canopies, overhangs, or similar features.

C. Human Scale. The design of all buildings shall be to a human-scale. This standard is met when the approval body finds that all of the criteria in 1-8, below, are met. Alternatively, the approval body may approve a different design upon finding that the design contains an equally good or superior way of

achieving the above standard. Figure 5-2.3.080D contrasts examples of building elevations that are consistent/inconsistent with human scale criteria.

1. Regularly spaced and similarly shaped windows are provided on all building stories;
2. Ground floor retail spaces have tall ceilings (i.e., 12-16 feet) with display windows on the ground-floor;
3. Display windows are trimmed, recessed, or otherwise defined by wainscoting, sills, water tables, or similar architectural features;
4. Ground floor windows for commercial or institutional uses must allow views into ground floor working areas or lobbies, pedestrian entrances, or display areas.
5. On multi-story buildings, ground floors are defined and separated from upper stories by appropriate architectural features (e.g., cornices, trim, awnings, canopies, arbors, trellises, overhangs, or other features) that visually identifies the transition from ground floor to upper story; such features should be compatible with the surrounding architecture;
6. The tops of flat roofs are treated with appropriate detailing (i.e., cornice, pediment, flashing, trim, or other detailing) that is compatible with the surrounding architecture;
7. Pitched roofs have eaves, brackets, gables with decorative vents, or other detailing that is consistent with the surrounding architecture;
8. Where buildings with greater than 20,000 square feet of enclosed ground-floor space are proposed, they shall provide articulated facades on all elevations facing a street or primary vehicle or pedestrian accessway. This criterion is met when an elevation contains at least one of the following features for every 40 feet of building (horizontal length): windows; primary entrances; weather protection (awnings, canopies, arbors, trellises), building offsets; projections; changes in elevation or horizontal direction; sheltering roofs; terraces; a distinct pattern of divisions in surface materials; ornamentation; screening trees; small-scale lighting (e.g., wall-mounted lighting, or up-lighting); and/or similar features as generally shown in Figure 5- 2.3.080.D. Note: Figure 5-2.3.080.D should not be interpreted as a required architectural style.

[Insert figures from 5-2.3.080.D or just include references to that section.]

Discussion Question: These provisions generally represent standards for human-scale architectural design and seem reasonable to apply to future new development in the JDIG area. Do any of these seem to conflict with design objectives?

5-2.11.080 Pedestrian Amenities

- A. Applicability. Standards for Pedestrian Amenities found in Section 2-2.3.090 are applicable to new developments and major remodels in all sub-districts in the John Day Innovation Gateway Area.

5-2.11.090 Special Use Standards or Other Requirements

Discussion Question: We've included some basic standards related to landscaping and exterior lighting. Do we want/need any additional requirements similar to other standards in Hood River's Waterfront Zone (see subsection F.4 and H-K of section 17.03.110 here: <http://ci.hood-river.or.us/pageview.aspx?id=20524#17.03.130%20WOZ>) or elsewhere (e.g., screening of mechanical equipment or storage, fencing, or others?)

A. Landscaping. All landscaping standards found in Section 5-3.2.030 of this Code are applicable to development within the overlay zone. The following additional landscaping standards also apply.

1. Landscaping within the portion of the overlay zone that lies within the Floodplain Overlay zone will be species of plants that are flood-resistant. For the purposes of this requirement, "flood-resistant" means trees and shrubs that have a high or medium flood tolerance rating as determined by the Oregon State University Extension Service.
2. Landscaping and open areas shall emphasize the use of native trees, shrubs, or other plants adapted for survival or growth in this area. Shrubs and/or living groundcover shall be planted to assure fifty percent (50%) coverage within one (1) year and ninety percent (90%) coverage within five (5) years.

Discussion Question: The code provisions require us of flood resistant vegetation within the Floodplain Overlay zone. You'll find a list of flood tolerant trees and shrubs here from the OSU Extension Service: <https://extension.oregonstate.edu/gardening/flowers-shrubs-trees/trees-shrubs-flood-tolerance>. Existing landscaping requirements in section 5-3.2.030 seem to address other comments and objectives to date.

B. Exterior Lighting. Exterior lighting facilities throughout the overlay zone should improve night-time public safety and security, promote energy efficiency, and avoid detrimental impacts to the environment or to public use and enjoyment of public and private property. The following standards apply to all areas:

1. Light fixtures shall be full-cutoff. When installed, a full-cutoff fixture gives no emission of light above a horizontal plane.
2. Pole-mounted lighting shall not exceed a height of 20 feet.
3. Façade lighting shall be limited to illumination from building-mounted fixtures. Up-lighting is not permitted. When installed, up-lighting emits light above a horizontal plane.
4. Pedestrian scale lighting is required for the public walkways, plazas, and courtyards within areas that are open to the public after dark.

Discussion Question: We've limited the lighting requirements to areas open to the public after dark; is any more specificity regarding locations needed?