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Site Design Review (Type III) SDR-20-04

STAFF REPORT

Date Submitted: November 4th, 2020

Agenda Date Requested: November 18th, 2020

To: John Day Planning Commission

From: Daisy Goebel
John Day City Planner

Subject: Site Design Review for Hill Family Park (Type III Quasi-Judicial)

Location: NW termination of NW Canton St.
Map: 13S31E23CB Tax Lot: 1400

Type of Action Requested:

<input type="checkbox"/>	Resolution	<input type="checkbox"/>	Ordinance
<input checked="" type="checkbox"/>	Formal Action	<input type="checkbox"/>	Report Only

1. BACKGROUND

The City of John Day has applied for a site design review for a proposed park located along the John Day River at the northwest termination of NW Canton Street (Map Number: 13S31E23CB Tax Lot: 1400.) The preliminary park plans include picnic and recreation areas, parking, pedestrian pathways, landscaping, lighting, river access, a pedestrian bridge, and a public restroom. This proposal conforms with the standards of the Park Reserve Zone and is permitted outright. Proposed property line adjustments are included on the site design but this portion of the plan will be processed by staff as a Type I review after the Site Design is approved. The City has elected to hold a public hearing before the planning commission in order to solicit public feedback on the project and encourage residents to comment on the design early in the planning process.

2. APPLICABLE CRITERIA

The City of John Day Development Code (the Code) governs the procedure for Site Design Reviews. All land use and development permit applications and approvals, except building

permits, shall be decided by using the procedures contained in Chapter 5-4 of the Code. The procedure “type” assigned to each application governs the decision-making process for that permit or approval.

Site Design Reviews are processed as Type II procedures except when they exceed the standards of section 5-4.2.040. In this case, the project involves more than one acre of total site area and staff has determined that a public hearing is the most effective way to solicit public input in reviewing the design.

Staff has reviewed the application pursuant to the applicable code requirements. The application was deemed technically complete (ready for review) on October 30, 2020. The City must make a final decision, including a final city council decision on any appeal, within 120 days, or by February 27, 2021.

3. PUBLIC NOTIFICATION

The City of John Day mailed public hearing notices to the applicant and property owners within 100-feet of the subject site 20 days before the hearing date on October 27, 2020. Notice of the hearing was printed in The Blue Mountain Eagle on October 28, 2020.

4. BURDEN OF PROOF

The applicant has the burden of demonstrating that the proposal meets all applicable Code requirements. The applicant is also responsible for complying with building code requirements and applicable state or federal requirements. It is the Planning Commission’s responsibility to interpret the Code based on findings of fact.

5. PLANNING COMMISSION CONSIDERATIONS

The Planning Commission’s review must focus on the relevant code criteria and follow the public hearing requirements for a Type III procedure under section 5-4.1.040. Minor modifications to this approval may be approved by staff as Type I or II procedures taking into consideration any recommendations the planning commission suggests in the course of this review. This approval, if granted, is effective for a period of one year unless an extension is granted. Construction in violation of the approved plan will void the approval.

6. STAFF RECOMMENDATION

Staff recommends that the Planning Commission **approve the request for Site Design Review SDR-20-04, subject to review and consideration of applicable public comments.** It is the applicant’s responsibility to demonstrate compliance with the conditions of approval.

7. APPROVAL CRITERIA AND FINDINGS

John Day Development Code Section 5-4.2.060 Land Use Review and Site Design Review—Approval Criteria contains the applicable approval criteria for the Site Design Review. The Planning Commission’s evaluation of the project must focus on the relevant code criteria under Section 5-4.2 and follow the public hearing procedures for Type III (quasi-judicial) review under Section 5-4.1.040.

The applicable code criteria are provided below in *italics* typeface; staff's findings follow each code provision in regular typeface. The findings, which are based on information submitted by the applicant, are preliminary. The plans, exhibits, and narrative submitted by the applicant and used in making the findings are attached to this report and include:

- Application (Exhibit A)
- Conceptual Property Line Adjustments (Exhibit B)
- Site Analysis Map (Exhibit C)
- Proposed Signage (Exhibit D)

All of the above documents are hereby incorporated and made part of the public record.

The application and staff report findings may be modified based on factual information entered into the public hearing record before the close of the record. Members of the public who have questions about the proposal or who would like to submit oral or written testimony are encouraged to appear at the public hearing or provide written testimony before the close of the hearing. Testimony should respond directly to the following criteria.

5-4.2.050 Site Design Review—Application Submission Requirements

- A. ***General Submission Requirements.*** *An application for Site Design Review shall contain all of the information required for a Type II or Type III review, as applicable, under Sections 5-4.1.030-040, and provide:*
- 1. Public Facilities and Services Impact Study. The impact study shall quantify and assess the effect of the development on public facilities and services. The City shall advise as to the scope of the study during the required pre-application conference (Section 54.1.060C). The study shall address, at a minimum, the transportation system, including required improvements for vehicles and pedestrians, the drainage system, the parks system, the water system, and the sewer system. For each public facility system and type of impact, the study shall propose improvements necessary to meet City standards;*
 - 2. Traffic Impact Analysis, if required by the City or other road authority. Traffic Impact Analysis shall conform to the standards and procedures in Section 5-4.1.090; and*
 - 3. In situations where this Code requires the dedication of real property to the City, the City shall either (1) include in the written decision evidence that shows that the required property dedication is directly related to and roughly proportional to the projected impacts of the development on public facilities and services, or (2) not require the dedication as a condition of approval.*

Findings: The proposal complies with standards for public facilities and has been developed with consultation from the public works director, DKS Associates (transportation engineer) and Sisul Engineering (civil engineer).

Traffic Impact Analysis. DKS Associates completed a Traffic Impact Analysis (TIA) for the Innovation Gateway, which included traffic counts at the intersection of NW 7th Avenue and Bridge Street in anticipation of future developments associated with the Integrated Park System, including the Hill Family Park and proposed Central Grant County Aquatics Center. The count data indicates that approximately 1,266 vehicles use NW Bridge Street to cross the John Day

River during an average weekday. The highest number of vehicle crossings occurred during the p.m. peak hour at 4:00 p.m., with 123 crossings at NW Bridge Street.

Public Facilities and Services Impact Study. An inventory of existing pedestrian and bicycle facilities was also conducted for the John Day Innovation Gateway Area plan adopted in November 2019, which summarized current pedestrian and bike facilities within the project area. The Gateway plan and TIA noted both pedestrian and bicycle amenities were lacking throughout the project area, and due to the rural nature of the abutting land uses and historic development patterns, many streets in the project area have not been improved to urban standards and generally lack accommodation for pedestrian and bicycle users. As a result, the City improved the cul-de-sac at the NW terminus of Canton Street in 2020, bringing it up to city standards, and created a new parking lot at the west end of the 7th Street Sports Complex in partnership with the John Day/Canyon City Parks and Recreation District. The parking lot project included an elevated bike/ped crosswalk to slow traffic approaching the parking lot and trail system connecting to the Hill Family Park. This proposal further addresses the lack of bike/ped amenities at the intersection of NW Bridge Street and 7th Street by allowing these users to use a dedicated bike/ped bridge crossing and trail between the Hill Family Park from NW Canton and from the 7th Street Sports Complex from Bridge Street. Public restrooms accessible year-round from the Hill Family Park and in the future from the 7th Street Sports Complex are also included in the design proposal.

Real Property Dedication. The City is coordinating with the Culley family and Watterson's to complete two proposed property line adjustments. The Culley PLA will be a land exchange, with the City obtaining an area wide enough for the trail in exchange for an adjoining city-owned parcel. The Wattersons will be a PLA to dedicated the remaining city-owned property to the west of their backyard (between the house and the trail) to the Watterson's for maintenance and to preserve access to their property from the new 7th Street Extension road (Exhibit B). These proposed PLAs may be processed as a Type I or Type II application, but must go through a public hearing process and be approved by the city council as they require the sale/exchange of city-owned land.

*B. **Site Design Review Information.** In addition to the general submission requirements for a Type III review (Section 5-4.1.040) an applicant for Site Design Review shall provide the following additional information, as deemed applicable by the City Planning Official. The Planning Official may deem applicable any information that he or she needs to review the request and prepare a complete staff report and recommendation to the approval body:*

- 1. **Site analysis map.** At a minimum the site analysis map shall contain the following:
 - a. The applicant's entire property and the surrounding property to a distance sufficient to determine the location of the development in the City, and the relationship between the proposed development site and adjacent property and development. The property boundaries, dimensions and gross area shall be identified;**

Findings: Site Analysis Map (Exhibit C) is compliant (Cover Sheet and Sheets 1, 2, & 3)

- b. Topographic contour lines at 2-foot intervals for slopes, except where the Public Works Director determines that larger intervals will be adequate for steeper slopes;*

Findings: Site Analysis Map is compliant (Sheets 1, 2, & 3)

- c. *Identification of slopes greater than fifteen (15) percent, with slope categories identified in 5 percent increments (e.g., 0%-5%, >5%-10%, >10%-15%, >15%-20%, and so on.);*

Findings: The Site Analysis Map identifies slopes greater than fifteen percent on the banks of the John Day River as well as the stockpiled materials (to be removed) that are located north of the river.

- d. *The location and width of all public and private streets, drives, sidewalks, pathways, rights-of-way, and easements on the site and adjoining the site;*

Findings: Site Analysis Map is compliant (Sheets 1, 2, & 3)

- e. *Potential natural hazard areas, including, as applicable, the base flood elevation identified on FEMA Flood Insurance Rate Maps or as otherwise determined through site specific survey, areas subject to high water table, and areas designated by the City, County, or State as having a potential for geologic hazards;*

Findings: Base Flood Elevation is shown on the Site Analysis Map (Sheets 1, 2, &3). No other potential geologic hazards are designated by the City, County, or State.

- f. *Resource areas, including marsh and wetland areas, streams, and wildlife habitat identified by the City or any natural resource regulatory agencies as requiring protection;*

Findings: The John Day River is identified as a resource area.

- g. *Site features, including existing structures, pavement, large rock outcroppings, areas having unique views, and drainage ways, canals and ditches;*

Findings: Site Analysis Map is compliant (Sheets 1, 2, & 3)

- h. *Locally or federally designated historic and cultural resources on the site and adjacent parcels or lots;*

Findings: No known historic or cultural resources exist on this site.

- i. *The location, size and species of trees and other vegetation having a caliper (diameter) of six (6) inches or greater at four feet above grade;*

Findings: Estimated locations of large mature trees can be seen on the site map (Sheets 1, 2, & 3). Diameters are not shown. The proposal does not include a plan to remove any mature vegetation from the site.

- j. *North arrow, scale, names and addresses of all persons listed as owners of the subject property on the most recently recorded deed;*

Findings: Site Analysis Map is compliant

- k. *Name and address of project designer, engineer, surveyor, and/or planner, if applicable.*

Findings: Site Analysis Map is compliant (Cover Sheet)

2. *Proposed Site Plan. The site plan shall contain the following information:*
 - a. *The proposed development site, including boundaries, dimensions, and gross area;*

Findings: Site Plan is compliant (Sheets 4, 5, & 6)

- b. *Features identified on the existing site analysis maps that are proposed to remain on the site;*

Findings: Site Plan is compliant (Sheets 4, 5, & 6)

- c. *Features identified on the existing site map, if any, which are proposed to be removed or modified by the development;*

Findings: Site Plan is compliant (Sheets 4, 5, & 6)

- d. *The location and dimensions of all proposed public and private streets, drives, rights-of-way, and easements;*

Findings: Site Plan is compliant (Sheets 4, 5, & 6)

- e. *The location and dimensions of all existing and proposed structures, utilities, pavement and other improvements on the site. Setback dimensions for all existing and proposed buildings shall be provided on the site plan;*

Findings: Site Plan is compliant. Only one building is proposed and setbacks are compliant with Code requirements.

- f. *The location and dimensions of entrances and exits to the site for vehicular, pedestrian, and bicycle access;*

Findings: Site Plan is compliant (Sheets 4, 5, & 6)

- g. *The location and dimensions of all parking and vehicle circulation areas (show striping for parking stalls and wheel stops);*

Findings: Site Plan is compliant (Sheet 4). Parking and circulation are sufficient for the proposed use.

- h. *Pedestrian and bicycle circulation areas, including sidewalks, internal pathways, pathway connections to adjacent properties, and any bicycle lanes or trails;*

Findings: Site Plan is compliant (Sheets 4, 5, & 6)

- i. *Loading and service areas for waste disposal, loading and delivery;*

Findings: Loading and service areas are not required for the proposed use. Trash cans will be emptied by city staff.

- j. Outdoor recreation spaces, common areas, plazas, outdoor seating, street furniture, and similar improvements;*

Findings: Currently planned improvements are shown on sheets 4, 5, & 6. Future seating, recreation amenities, beautification, and other developments that are permitted outright in the Park Reserve (PR) zone may be approved as type I decisions at a later date. Improvements involving a conditional use or otherwise exceeding the standards of section 5-4.2.040 will be processed as a type III decision and reviewed by the planning commission at that time.

- k. Location, type, and height of outdoor lighting;*

Findings: Site Plan is compliant (Sheets 4 & 5). Proposed lighting will match street lights along Main Street. Street lights and lighted bollards will be approved by staff in accordance with the lighting requirements of the city nuisance code.

- l. Location of mail boxes, if known;*

Findings: Not Applicable

- m. Name and address of project designer, if applicable;*

Findings: Site Plan is compliant (Cover Sheet)

- n. Locations of bus stops and other public or private transportation facilities;*

Findings: There are no designated bus stops or transportation facilities proposed at this site. The people mover may request a bus stop at this site after development is complete.

- o. Locations, sizes, and types of signs;*

Findings: Site Plan is compliant (Sheets 4 & 5). ADA signs will meet ADA requirements. Entrance sign and miscellaneous directional signs will coordinate in size and design with the signs located at Davis Creek park. Final design will be approved by staff as a type I decision, but will take into consideration any recommendations of the planning commission.

- 3. Architectural Drawings; Architectural drawings showing one or all of the following shall be required for new commercial, commercial/residential, industrial and multifamily buildings, and major remodels of the same:*
 - a. Building elevations (as determined by the City Planning Official) with building height and width dimensions;*

Findings: Site plan is compliant (Sheet 8). Pre-fabricated restroom is permitted outright in the underlying zone. The building is in compliance with floodplain development standards and a floodplain development permit shall be completed for NFIP records prior to beginning construction.

- b. Building materials, colors and type;*

Findings: Restroom will be constructed of concrete with barnwood texture on exterior walls. The color scheme is neutral earth tones with a cedar shake roof.

c. The name of the architect or designer

Findings: Not applicable, building is pre-fabricated.

4. *Preliminary Grading Plan. A preliminary grading plan prepared by a registered engineer shall be required for development sites one-half (1/2) acre or larger. The preliminary grading plan shall show the location and extent to which grading will take place, indicating general changes to contour lines, slope ratios, slope stabilization proposals, and location and height of retaining walls, if proposed. Surface water detention and treatment plans may also be required, in accordance with Section 53.4.040.*

Findings: Site plan is compliant (Sheet 3). Grading, slopes, and storm water drainage plan are included.

5. *Where a landscape plan is required, it shall show the following:*
a. The location and height of existing and proposed fences, buffering or screening materials;

Findings: Existing barbed wire fences are shown located at the north east corner of the site. A barbed wire fence is proposed along the new (proposed) Northern property line to match the existing fence. A 6' privacy fence along the new (proposed) South side of the property between the trail and the homeowner.

b. The location of existing and proposed terraces, retaining walls, decks, patios, shelters, and play areas;

Findings: Proposed picnic area is shown on Sheet 4.

c. The location, size, and species of the existing and proposed plant materials (at time of planting);

Findings: Existing tree species along the river include cottonwoods and elms. There is no plan to remove any currently existing vegetation. New trees will be planted in the new parking access area (see Sheet 3). The spacing and species of these trees will be approved by the city taking into consideration any suggestions recommended by the public and/or the planning commissioners.

d. Existing and proposed building and pavement outlines;

Findings: There is no existing pavement on the site, the existing building will remain on the site. The proposed pavements, building (restroom), and bridge are shown on Sheets 4, 5, & 6.

e. Specifications for soil at time of planting, irrigation if plantings are not droughttolerant (may be automatic or other approved method of irrigation) and anticipated planting schedule;

Findings: Specific soil and planting schedule is not available- landscaping plan is not final. Current soil condition for much of the site is rocky and stockpiles of material are present on the site (plan includes their removal).

6. *Deed Restrictions. Copies of all existing and proposed restrictions or covenants, including those for access control.*

Findings: No deed restrictions exist.

7. *Narrative. Letter or narrative report documenting compliance with the applicable approval criteria contained in Section 5-4.2.060 Approval Criteria.*

Findings: Narrative is sufficient and applicable information has been incorporated into this staff report.

8. *Traffic Impact Analysis, when required, shall be prepared in accordance with the road authority's requirements. See Section 5-4.1.090, and Section 5-3.4.010 for relevant standards.*

Findings: TIA has been completed and approved. See section A of this report.

9. *Other Information. Determined by the City Planning Official. The City may require studies or exhibits prepared by qualified professionals to address specific site features or project impacts (e.g., traffic, noise, environmental features, natural hazards, etc.), in conformance with this Code.*

Findings: No additional information is required by city staff.

5-4.2.060 Site Design Review - Approval Criteria; Adjustments

- A. **Approval Criteria.** *An application for Site Design Review shall be approved if the proposal meets all of the following criteria. The City decision making body may, in approving the application may impose reasonable conditions of approval, consistent with the applicable criteria:*

1. *The application is complete, as determined in accordance with Chapter 5-4.1 - Types of Applications and Section 5-4.2.050, above.*

Findings: Application was deemed complete on November 3rd, 2020

2. *The application complies with all of the applicable provisions of the underlying Land Use District (Article 5-2), including: building and yard setbacks, lot area and dimensions, density and floor area, lot coverage, building height, building orientation, architecture, and other applicable standards;*

Findings: Proposed building and site uses are compliant with the standards of the underlying Park Reserve Zone.

3. *The applicant shall be required to upgrade any existing development that does not comply with the applicable land use district standards, in conformance with Chapter 5.2, Non-Conforming Uses and Development;*

Findings: The site is currently undeveloped and is not a nonconforming lot.

4. *The proposal complies with all of the Design Standards in Article 5-3:*
 - a. *Chapter 5-3.1 - Access and Circulation;*

Findings: Park access will be adjacent to the new cul-de-sac on Canton street. The existing sidewalk on Canton will be extended past the park driveway access. The new sidewalk will match the existing width and materials. The sidewalk at the park site will be 6' wide concrete to meet the minimum width for nonresidential projects. The multi-use path will vary from 8'-10' wide depending on terrain and accessibility and be constructed in asphalt. The pedestrian bridge will be 10' wide. The asphalt will continue over the bridge to ensure a uniform running surface. Vehicle access to the site will be via a 24' wide driveway/access point off NW Canton St. and after a 70' entryway looping back towards Canton St., the road will transition into a one-way street with a minimum clear travel lane of 20' for emergency vehicles. The radius of the loop does not meet fire code standards, so an emergency gravel turn-around is proposed (Sheet 5). This proposal has been approved by the City of John Day fire chief, who stated that this would work for larger trucks but smaller trucks would likely be deployed to the area in the event of a brushfire, and those trucks are capable of making this turn.

- b. *Chapter 5-3.2 - Landscaping, Significant Vegetation, Street Trees, Fences and Walls;*

Findings: This proposal will limit the removal of significant vegetation by restricting parking and vehicle access to only the south portion of the property. Proposed landscaping will be approved by the city of John Day upon consideration of any planning commission recommendations. Landscaping and tree installation will be done by the City of John Day public works department.

- c. *Chapter 5-3.3 - Parking and Loading, for automobiles and bicycles;*

Findings: The proposal includes 9 parking stalls including one ADA accessible parking stall. This is based on projected demand and may be increased at the discretion of the planning commission during this review. The minimum dimensions listed on Table 5-3.3.030F will be met and the required 8 bicycle spaces will be provided.

- d. *Chapter 5-3.4 - Public Facilities and Franchise Utilities;*

Findings: Public water and sewer will extend from existing stubs that are already in Canton St. and extend approximately 270 ft. The sewer is 6" and will end in a manhole. The water is 8" and will end in a temporary blow off. Both will provide sufficient service to the proposed public restroom. Power will also be run along the south property line and end at a transformer before heading to the restroom and lights in the parking and trail areas. The site will be graded so that storm water will be directed to an infiltration area located in the center of the vehicle access. In the future, reclaimed water and a new wastewater influent line (city main collector) will likely be installed to the site across the new bridge to provide an alternate path for influent to the new

treatment plant (currently in design) and to provide a source of non-potable irrigation water to the park for landscaping. Utilities and restroom can be seen on Sheet 4.

e. Chapter 5-3.5 - Signs;

Findings: A monument sign is proposed at the entrance of the project on Canton Street. The sign is proposed to match the style of the Davis Creek Trail signage and to be consistent with other signage proposed along the John Day River trail (Exhibit D). Final design will be approved by the city. Proper ADA signage will be installed for the ADA parking area. Miscellaneous directional signage will be used throughout the site consistent in design with the entryway sign.

f. Chapter 5-3.6 - Other Standards.

Findings: No other standards apply to this proposal.

5. *Adverse impacts to adjacent properties, such as light, glare, noise, odor, vibration, smoke, dust, or visual impact are avoided; or where impacts cannot be avoided, they are minimized.*

Findings: No adverse impacts are currently anticipated. Adjacent property owners were invited to submit public testimony on the proposal and no comments were received. The park will be primarily day-use and after dark use is expected to be minimal and similar to that of other city walkways.

6. *Existing conditions of approval required as part of a prior land use decision, if any, are be met.*

Findings: This property is not subject to any conditions from prior land use decisions.

8. PLANNING COMMISSION MOTION

After hearing the applicant's presentation and any public testimony, the Planning Commission must allow the applicant an opportunity to rebut any opposing testimony. Then the Commission will close the hearing and deliberate. The following motion is suggested:

"I move to approve Site Design Review SDR-20-04 based on the findings and subject to the conditions of approval contained in the staff report."

The staff report may be amended during the course of the hearing.

Respectfully submitted this 11th day of November, 2020



Daisy Goebel, Associate City Planner
City of John Day

Attachments:

- Application (Exhibit A)
- Conceptual Property Line Adjustments (Exhibit B)
- Site Analysis Map (Exhibit C)
- Proposed Signage (Exhibit D)