

CHAPTER 2 GOAL 2: LAND USE PLANNING

SECTION 2.0 LAND USE PLANNING GOAL

To provide a process and basis for decisions and actions related to the existing and future uses of the land, and insure the orderly development of the City of Umatilla.

SECTION 2.1 LAND USE PLANNING BACKGROUND AND DISCUSSION

The city's land use pattern is one of the most important physical aspects of a community. The land use pattern describes what types of activities take place, where those activities are located, and how they fit together to define the form and structure of the city. Land use planning is essential to proper growth and development of the city. It allows the community to insure that an adequate land supply is provided for future needs. Land use planning also enables a city to control growth and development and assure that an efficient, orderly and compatible land use pattern is created. *(Ord. 688)*

The land use plan is an outgrowth of analyzing the various physical aspects of the area and forecasting community needs. From this analysis, it can be seen that the physical features and rivers greatly influence community form. Additionally, the federal land ownerships east of Interstate 82 create a large open space area between the central area of Umatilla and the McNary area. The land use plan incorporates these features into the physical design considerations. *(Ord 688)*

One of the design considerations of the plan is the development of identifiable neighborhood areas within the community. By promoting natural buffers along waterways and linear open spaces/parks along utility easements and federal lands, this concept can be realized. As a result of carrying out this concept, three general neighborhood areas are emerging: McNary, Power City, and the "South Hill" along Powerline Road south of the Umatilla River. *(Ord. 688)*

The City identifies a need for three types of commercial area: a Downtown Commercial District that is the focal point for the community as well as a location for goods and services for the residential areas adjacent to the downtown; a Neighborhood Commercial District that serves a relatively small market area; and a General Commercial District that accommodates uses that need a large land area and provide goods and services to the region.

The City wants to support the downtown by encouraging residential development at higher densities within easy walking distance of businesses and services. The City intends to pursue additional planning efforts to identify the location of the downtown core area and specific measures that will create a downtown that is pedestrian friendly and supportive of existing and new businesses.

Based on information from the 1999 Buildable Lands Analysis and Future Lands Needs Analysis (BLA), there are 5,224.4 acres within the Urban Growth Boundary, excluding land held by the Bureau of Land Management (BLM), according to Umatilla County records. A total of 1,211.4

acres designated for non-residential uses and 1,389.5 acres designated for residential uses are identified as vacant within the UGB, for a total of 2,600.9 acres. Of this, 807.4 acres (203.2 non-residential and 604.1 residential acres) or 31 percent is located within the city limits. Projected land needs are based upon estimates of population and employment through 2016.

The City will utilize a single map, a “Plan Map,” as both the Comprehensive Plan Map and Zoning Map for the City. Within the City limits, the map identifies both plan and zoning designations. Outside the City limits, but within the Urban Growth Boundary, the map identifies only plan designations because the City has no regulatory authority beyond the city limits. The land use pattern within the City limits is well established and the plan designations will provide specific regulations for development. Outside of the City limits, within the Urban Growth Boundary, the land use pattern is not well established and may change as properties are annexed. Therefore, outside of the City limits, designations will be general and not establish regulation of property use.

The following plan districts shall be the City’s land use classifications:

Residential (R) - This Comprehensive Plan designation will only apply outside of the City limits, within the Urban Growth Boundary. It is intended to identify land that is suitable for future residential development at urban densities upon annexation to the City. It is hoped that the zoning designations applied by Umatilla County will maintain in single ownership parcels of land that are large enough to reasonably develop for future urban uses and densities upon annexation. The appropriate City residential designation will be established when a property is proposed for annexation, based upon factors such as community needs, location with relation to adjacent streets and classification of adjacent streets, and site suitability. The BLA recommends a lot size of 10 acres. At present this designation does not establish regulation of property use.

Single-Family Residential (R-1) - This district will allow residential development on lots with a minimum area of 8,000 square feet when public facilities and services are available. The district applies within the City limits and outside of the City limits only where small lots already have been created.

Medium Density Residential (R-2) - This district allows single-family attached and detached residences on smaller lots and multi-family development at a density of one dwelling for each 3,500 square feet. Manufactured home parks are also allowed.

Multi-Family Residential (R-3) - This district provides for multi-family development at a density of 2,000 square feet per dwelling. It is appropriate adjacent to the downtown commercial area or in similar locations where commercial uses and services are within walking distance and the public transportation system is able to accommodate higher levels of trip generation.

Commercial - This designation will be applied to land intended for future commercial use outside of the city limits and within the Urban Growth Boundary. The appropriate commercial designation will be established when a site is annexed. Generally, land located along Highway 395 will be designated General Commercial. Other areas may be suitable for future Neighborhood Commercial centers.

Downtown Commercial (DC) – This district is the City’s civic, commercial, and service center that is intended to be the focus of community activities. Commercial and service uses should support a pedestrian friendly environment. Downtown developments should incorporate pedestrian friendly features such as street level windows and parking designed to minimize conflicts with pedestrians.

Neighborhood Commercial (NC) – This district is intended to provide convenience goods and services within a small cluster of stores adjacent to residential neighborhoods. Neighborhood centers should incorporate pedestrian friendly features such as street level windows, parking designed to minimize conflicts with pedestrians, and landscaping to promote an attractive and inviting site.

General Commercial (GC) – This district provides areas for a full range of commercial uses which require large sites and high visibility. Due to the uses allowed and high number of people served, these areas should be located along major travel routes and at major intersections.

McNary Center Mixed Use Commercial (MC) – The purpose of the McNary Center Mixed Use Commercial (MC) Zone is to allow for a mix of residential, and small- to medium-scale commercial retail, service and professional developments intended to provide convenient shopping, access to needed services, professional office space, and recreational opportunities within reasonable walking distance from all neighborhoods in McNary and which are at a scale appropriate for the McNary area.

Industrial – This designation will be applied to land intended for future industrial use outside of the city limits and within the Urban Growth Boundary. The appropriate industrial designation will be established when a site is annexed, based upon site suitability and location, including classification of adjacent streets. Generally, land located in the Port of Umatilla Industrial Park will be designated Heavy Industrial.

Light Industrial (M-1) – This district is intended to accommodate uses that create no objectionable odors or vibrations and generate few heavy truck trips.

Heavy Industrial (M-2) – This district is intended for any industrial use, but particularly as a location for uses that create objectionable impacts and generate heavier vehicle trips. Generally, this district should not be located immediately adjacent to residential developments and should have direct access to major streets or streets that primarily carry non-residential traffic.

Flood Plain (FP) – The Flood Plain district corresponds to the boundaries of the 100-year flood plain as identified on maps of the Federal Emergency Management Agency (FEMA). Uses are limited within the Flood Plain District to minimize hazard to life and property that may occur during a regulatory flood.

Natural Resource (NR) – This district applies outside of the city limits, within the Urban Growth Boundary, to areas that contain high-quality aggregate and basalt. The district is intended to identify the general location of aggregate deposits and to protect the aggregate and basalt supply for future needs. It is not intended to restrict current land use, which is subject to Umatilla County Zoning, and presently includes a variety of industrial and residential uses. The “NR” areas should be reviewed to determine if the Comprehensive Plan designation remains

appropriate.

Public Facilities (PF) – This designation identifies land that is occupied by public facilities such as power lines or generation and related facilities. The land is generally held in government agency ownership.

Recreation/Open Space (R/OS) – This district applies to publicly owned land that is available for recreational use or which, due to its ownership, is unlikely to be developed. (*Ord. 688*)

SECTION 2.2 IMPLEMENTATION

To be effective, the Comprehensive Plan must not only be adopted, but must be regarded by the Planning Commission and City Council as expressing their views on the future growth and development of the community. The first step in achieving plan effectuation will be adoption by the City Council. After adoption, plan effectuation will be achieved through several implementing measures and legal controls.

2.2.100 IMPLEMENTATION MEASURES

2.2.110 City of Umatilla Plan Map

The City has determined that a single map will be sufficient to identify both the future land uses, for the area outside of the City limits and within the Urban Growth Boundary, and current land uses within the City limits. The single map, which will be called the “City of Umatilla Plan Map,” identifies the locations of various land uses. It is established as the official land use control “for the public interest, health, comfort, convenience, preservation of the peace, safety, morals, order and public welfare,” as provided by ORS 227.220. It represents one means of carrying out the policies set forth in the Comprehensive Plan.

An amendment to the Plan Map is an amendment to the Comprehensive Plan. An amendment may be quasi-judicial or legislative, depending on the number of properties involved. Generally, the proposed change must be justified by proof that:

- a. The proposed designation is consistent with and supports the goals, objectives, and policies of the Comprehensive Plan, or circumstances have changed to justify a change in the Comprehensive Plan.
- b. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.
- c. The proposed designation will not negatively impact existing or planned public facilities and services.
- d. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, and any other pertinent physical features.
- e. Other sites in the City or vicinity of the site proposed for designation change are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use are

insufficient rationale for changing a designation that does not support the interests of the City as a whole.

2.2.120 Area Plans

The Umatilla Comprehensive Plan contains policies that require that the Plan be frequently updated and refined. Revision and Plan refinement is necessary to ensure that the Plan reflects statewide goals and those of the local community. The Umatilla Comprehensive Plan also allows for supplemental planning to provide additional levels of detail.

The term “Area Plan” refers to a plan for a defined geographic area within the City of Umatilla. Area Plans shall adhere to the following guidelines:

- a. Area Plans are intended to achieve goals and objectives and implement policies set forth in the City’s Comprehensive Plan.
- b. Area Plans are intended to achieve a special purpose or address planning issues that do not apply to the City as a whole.
- c. Area Plans shall allow for significant public involvement in the development of the plan.
- d. A map and text description of the study area or Area Plan boundary shall be included in the Area Plan in a format compatible with the Comprehensive Plan and Comprehensive Plan Map.
- e. An Area Plan shall be subject to the same review and approval process as a Comprehensive Plan amendment and zone change.
- f. If adopted by the City Council, the goals, objectives and strategies of the Area Plan shall become an official component of the City’s Comprehensive Plan.
- g. Once adopted, if conflicts or inconsistencies are discovered between Area Plans or between Area Plans and the Comprehensive Plan, the City Comprehensive Plan shall be used to resolve or overrule such conflicts and inconsistencies.

2.2.130 Annexation

Areas can be annexed to the City upon request, when consistent with the Comprehensive Plan. The burden of proof is upon the proponents of the annexation to demonstrate the following:

- a. The site is within the Urban Growth Boundary for the City of Umatilla.
- b. It is economically and technically feasible to provide services to the area.
- c. The proposal is consistent with the Comprehensive Plan or substantial changes in conditions have occurred which render the Plan inapplicable to the annexation.

A specific plan map designation will be established for the site based upon the criteria for amendments to the Plan Map set forth in the preceding section.

2.2.140 *Subdivision*

The subdivision ordinance establishes procedures and standards for land divisions, including standards for lot arrangement, street widths and design, and provision of public utilities.

2.2.150 *Cooperative Agreements*

Realization of the Comprehensive Plan can also be facilitated by certain cooperative agreements. Such agreements may include any agreement between two or more agencies, whether public, semi-public, or private, wherein any projects related to the Comprehensive Plan may be jointly or cooperatively planned, financed, constructed, administered, or any combination of these in a manner which is beneficial to the public.

As noted in the policy section, the City and County will enter into a formal agreement by which both will be fully cognizant of the governance and procedural aspects of that area external to the City and within the Urban Growth Boundary. This agreement is entered into pursuant to ORS Chapters 190, 197 and 215, for the purpose of facilitating the orderly transition from rural to urban land use. The information will include, but not be limited to:

- Introductory information - adoption dates, procedures, and similar background data.
- General provisions - references to appropriate zoning and subdivision ordinances, statements of consistency with appropriate Statutes and case law, and with Statewide Planning Goals.
- Subdivision Applications - statements of which and whose ordinances shall apply in the regulation of properties within the area, and procedures to be followed.
- Zone Change Applications – statements of whose ordinances shall apply in the event that land use changes are requested, and the procedures to be followed therefore.
- Conditional Use, Variance, and Major Partition Applications
- City Services – Statement of the conditions for the extension of services into the Urban Growth Area, requirements imposed and procedures, as specified in the Policies of the Comprehensive Plan and Ordinances of the City.
- Annexation – reference to appropriate Statutes and Ordinances
- Roads and Streets – ownership and maintenance responsibility defined for county roads, new public roads, future arterials, and then procedures for mutual liaison in public way matters.
- Arbitration – procedures
- Review and Amendment – annual review procedures.

2.2.160 *Relationship to other plans*

The Comprehensive Plan is intended to be a general guide to future community development. To supplement the Comprehensive Plan, detailed planning should be undertaken to work out specifics of the various Plan proposals. Such additional planning might include, but should not be limited to, the following:

- Light Industrial Park site development
- Central Business District development plan
- Recreation/Pathway/Bikeway Plan

- Revise and up-date soils mapping
- Develop a capital improvements program to carry out applicable plan objectives.

SECTION 2.3 (RESERVED FOR EXPANSION)

SECTION 2.4 (RESERVED FOR EXPANSION)

SECTION 2.5 LAND USE PLANNING FINDINGS

- 2.5.101 Land uses should be located to take advantage of existing systems and physical features, and to minimize development costs.
- 2.5.102 Land uses should be situated so as to achieve compatibility and to avoid conflicts between adjoining uses.
- 2.5.103 Development should occur in a manner which will encourage qualities of neighborhood identity.
- 2.5.104 Opportunities for a variety of land uses should be provided commensurate with population growth.
- 2.5.105 Uses of the land which have an adverse effect on the environment should be regulated consistent with State and Federal guidelines.

SECTION 2.6 LAND USE PLANNING POLICIES

- 2.6.101 The City will maintain a Comprehensive Plan which designates a range of land use areas based on findings with respect to:
- Natural resource capacity
 - Projected population and economic growth
 - Location and capacity of services
 - Existing land use patterns
 - Projected land use needs
- 2.6.102 The City and the Planning Commission will review the Comprehensive Plan on an annual basis and update or amend the plan, as required.
- 2.6.103 Development proposals will be required to conform to the City's Zoning and Subdivision Ordinances. The Comprehensive Plan will designate types of developable areas that will be derived from primary and secondary categories of "development suitability" (see Section 14.1.020). These categories will not incorporate any areas designated as hazards or natural resources, unless they comply with policy statements of the Agricultural Lands and Areas Subject to Natural Disasters and Hazards goals.

- 2.6.104 The City will review the Developable Areas criteria when the Soil Conservation Service updates its soil mapping and soil interpretation data, to be made available in mid-1978. This will be especially critical as to:
- a. Agricultural suitability – first “land capability classifications” will be available for the area.
 - b. Development suitability – more detailed soil characteristics will be available. The current data used is based on Soil Survey, Umatilla Area, Oregon (1948).

Specific procedures will be established by formal agreement between the city and county as outlined in Section 2.2.140.

- 2.6.105 Review of land use actions and land divisions shall be coordinated with the Oregon Department of Transportation, Umatilla County, and Morrow County, as well as with the Umatilla School District 6R, the Umatilla Rural Fire Protection District, the Westland Irrigation District and any other public agency or utility, as appropriate. The review process shall incorporate reasonable and appropriate conditions of approval of development proposals that are intended to minimize impacts and protect public facilities or transportation corridors, as recommended by service providers.
- 2.6.106 The City intends for industrial growth to occur in the Port of Umatilla where transportation facilities and public facilities are available, rather than in other areas of the City where conflicts with existing and planned residential and commercial uses is more likely. The City will pursue an expansion of the Urban Growth Boundary to incorporate additional Port land south of the Two Rivers Correctional Facility and east of Beach Access Road as the most appropriate site for future industrial development, when justified by a need for additional industrial land or the nature of a potential industrial use.
- 2.6.107 The City intends for the downtown area to become a focus for the community, organized around commercial and civic uses and easily accessible to pedestrians. Additional planning effort is needed to identify the boundaries of the downtown commercial core and appropriate measures for promoting downtown redevelopment as a civic and commercial center for the city. (*Ord. 688*)