

June 25, 2020

To: Warrenton Planning Commission
From: Kevin A. Cronin, AICP, Assistant City Manager/Community Development Director
Re: Amendment to Warrenton Municipal Code (WMC) 16.12 Definitions, 16.36, High Density Residential, 16.116 Design Standards (File: DCR 20-1)

The purpose of this memo is to outline a proposed amendment to the Warrenton Development Code that regulates architectural design standards for commercial areas. In addition, as part of an unintended omission of a larger housing code amendment completed in March 2020, a garage/carport requirement for multifamily is proposed for removal. Although each amendment is unrelated, they became important to address on their own merits, and have a specific rationale. A summary of the changes is described below along with required findings for a text amendment to the Development Code (DCA 20-1).

First, the Design Standards in Section 16.116 regulate the architectural form of commercial buildings as well as site design standards for improvements outside the building envelope. The Downtown Task Force, which was created by Mayor Balensifer in 2018, requested an amendment to the standards. The draft proposal will accomplish three objectives: 1) update the code since the original creation over 20 years ago, 2) improve clarity of regulations and expectations for land use applications, and 3) strengthen and widen the scope of application of the standards for new commercial development along almost all major commercial corridors so the form and function are culturally appropriate for Warrenton. Currently, the standards only apply to three commercial corridors (SE Marlin, US 101, & SW Dolphin)

Second, the City adopted a new housing code in March 2020. However, it was discovered through two multifamily projects under review that garages are required for multifamily projects. Despite multiple attempts to engage the development community in a dialogue about housing needs, the code requirement was not identified as a problem. The code provision has been conveniently ignored and not enforced instead of being addressed through a legislative amendment process. The proposal will cure the requirement.

Public Process, Procedures & Public Notice

The Community Development Director has the authority to initiate a text amendment according to WMC 16.208.070(D) General Provisions. This proposal is being reviewed pursuant to Warrenton Municipal Code Sections 16.208.060 (Type IV Procedure - Legislative and Map

Amendments), 16.232 (Land Use District Map and Text Amendments), Comprehensive Plan (CP), Statewide Planning Goals, Oregon Revised Statutes and the Oregon Administrative Rules. The City published notice of the Planning Commission public hearing in *The Columbia Press* June 12, 2020. The Planning Commission held a work session on May 14 to consider draft amendments. In lieu of another work session in June, staff solicited comments from the Planning Commission via email. Only two comments were received with only relative to the commercial corridor proposal. Staff solicited comments from the development community, all of them in support of the removal of the garage requirement. No other public comments have been received to date.

FINDINGS

Comprehensive Plan

Comprehensive Plan Section 3.310: *It is the City's policy to encourage development of housing needed to accommodate desired growth, and to provide every Warrenton household with an opportunity to obtain a decent home in a suitable neighborhood.*

Response: The City has a policy that encourages different housing types. The removal of the garage requirement reduces the cost of housing and is consistent with this policy. Standard is met.

Comprehensive Plan Section 9.310 City Economy: (3) *Work closely with organizations and individuals to increase industrial, general commercial, and tourist commercial activities in Warrenton.*

Response: The above policy clearly and strongly advocates for general commercial services. The proposal does not change the allowable uses. It simply regulates the look of new development. Standard is met.

Compliance with Oregon's Statewide Planning Goals and Related Rules and Statutes

Goal 1, Citizen Involvement

Goal 1 outlines policies and procedures to be used by local governments to ensure that citizens will be involved "in all phases of the planning process."

This proposal for a development code amendment is being reviewed in accordance with the acknowledged provisions for citizen involvement in the municipal code. It does not propose any changes to those provisions. This application therefore complies with Goal 1.

Goal 2, Land Use Planning

Goal 2 requires local governments to “establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.”

The proposal and applicable comprehensive land use plan policy is being reviewed by the Planning Commission who will forward a recommendation to the City Commission who will ultimately make a decision on it, which satisfies Goal 2.

Goal 3, Agricultural Lands

Goal 3 deals with conservation of “agricultural lands” as defined in that goal. The goal’s provisions are directed toward counties, not cities (such as Warrenton). The goal states, “Agricultural land does not include land within acknowledged urban growth boundaries...” This goal does not apply.

Goal 4, Forest Lands

Goal 4 deals with conservation of “forest lands” as defined in that goal. Details about such conservation are set forth in related administrative rules: OAR Chapter 660, Division 006. OAR 660-006-0020 states: “Goal 4 does not apply within urban growth boundaries...” This goal does not apply.

Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces

The basic aim of Goal 5 is “To protect natural resources and conserve scenic and historic areas and open spaces.” Because no such natural resources, scenic and historic areas and open spaces will be affected, this goal does not apply.

Goal 6, Air, Water and Land Resources

Statewide Planning Goal 6 is “to maintain and improve the quality of the air, water and land resources of the state.” It deals mainly with control of “waste and process discharges from future development.” Because no development is proposed, this goal does not apply.

Goal 7, Areas Subject to Natural Hazards

Statewide Planning Goal 7 is to “to protect people and property from natural hazards.” This proposed code amendment does not address natural hazards and therefore is not applicable.

Goal 8, Recreational Needs

Goal 8 is “to satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.” This goal does not apply to the proposal.

Goal 9, Economic Development

Goal 9 is to strengthen the ensure there is adequate land for commercial and industrial development and policies to support the type of industries that a local government wants to attract and grow. The proposal supports local economic development by facilitating the development of new commercial facilities.

Goal 10, Housing

Statewide Planning Goal 10 is “to provide for the housing needs of citizens of the state.” The goal requires cities to assess future need for various housing types and to plan and zone sufficient buildable land to meet those projected needs. The portion of the proposal addressing multifamily garages reduces a cost barrier for new development. Standard is met.

Goal 11, Public Facilities and Services

Goal 11 is “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.” Policy does not apply to the proposal.

Goal 12, Transportation

Goal 12 is “to provide and encourage a safe, convenient and economic transportation system.”
This goal is not applicable.

Goal 13, Energy

Goal 13 is simply “to conserve energy” and does not apply.

Goal 14, Urbanization

Goal 14 is “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.” The proposal satisfies this goal by recognizing and adding specific design standards to maximize land use for commercial spaces.

Goal 15, Willamette River Greenway

Goal 15 deals with lands adjoining the Willamette River and does not apply to this proposal.

Goal 16, Estuarine Resources

Goal 16 is “to recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.” Because the code amendment would not affect any natural estuarine characteristics, this goal does not apply.

Goal 17, Coastal Shorelands

Goal 17 aims “to conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics.” This goal does not apply.

Goal 18, Beaches and Dunes

Goal 18 says that “coastal areas subject to this goal shall include beaches, active dune forms, recently stabilized dune forms, older stabilized dune forms and interdune forms.” This goal does not apply.

Goal 19, Ocean Resources

Goal 19 deals with management of resources in Oregon’s territorial sea (the waters bordering the state’s coastline). Goal 19 does not apply to this application.

CONCLUSIONS AND RECOMMENDATION

Recommendation of the amendment would fulfill the comprehensive plan policy regarding housing and economic development as well as the work of the Downtown Task Force. The action would also meet the applicable statewide planning goals. Most importantly, incorporating these changes to the Development Code would facilitate more investment in housing and improve the aesthetics of the community for more commercial services in the future.

Based on these findings and conclusions, staff recommends that the Planning Commission direct staff to prepare a draft ordinance and present it to the City Commission with a recommendation to adopt.

Suggested motion: Based on the findings and conclusions of the June 25, 2020 staff report, I move to recommend changes to the Development Code as described in DCR 20-1, draft an ordinance, and forward to the City Commission for a proposed public hearing with a recommendation to adopt.

Alternative Motion: I move to continue the hearing to a date certain to allow additional public testimony and reconsider the application.

City of Warrenton
Community & Economic Development Department
Commercial Corridor Design Standards (DCR 20-1)
April 2020

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Municipal Code Title 5 Business Licenses & Regulations

Title 5.16 – Warehousing and Storage Units

Definition: Privately owned warehouse facilities that are rented for storage of items and belongings.

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Purpose: To protect and diversify the local economy, create an aesthetically appealing environment for other businesses, and encourage other business opportunities, the City is limiting the future development of storage unit facilities.

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Inventory: As of 2020, the City has 1,700 storage units. The City shall conduct an annual inventory to determine any changes in the amount of storage units. The inventory shall be completed after the population estimate is officially published.

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Limitations: The future amount of storage units will be dependent on population growth. After the Portland State University population estimate is released, the City will review the population increase and determine the need for additional storage units to serve Warrenton residents. For every increase in 100 residents, 10 storage units will be allowed.

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Transferability: If existing storage units are decommissioned, the same amount can be built elsewhere in the city limits per Development Code standards.

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Enforcement: The Community Development Director or designee shall administer the program and enforce the standards by applying the provisions in Title 16.16.

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16.116.030 Architectural & Site Design Standards.*

The City's development design standards are for the commercial district corridors along US Highway 101, Alternate Highway 101, SW & SE Dolphin, SE Marlin Avenue, E Harbor Drive, S Main Avenue, SE Ensign Lane, and SE Neptune. The following standards will apply to a new large retail establishment and/or complex that meets or exceeds 30,000 square feet of planned building footprint or gross floor area, whichever is greater, or has a facade length that is 100 feet or more along any street frontage. An existing large retail establishment of said square footage or length or greater shall comply with these standards if proposed renovations or improvements exceed 50 percent of the market value.

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A. Orientation of Buildings. Building(s) shall be located on the property with the principal building entrance oriented toward the primary focal point of the property/development.

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With the exception of US Hwy 101, all buildings located on a public street shall have the main entrance front onto said street.

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B. Natural Features. The property owner/developer is encouraged to protect and incorporate areas of special interests and other natural features such as grade, trees, vegetation and waterways, into the overall site plan. These areas may be calculated as part of the landscaping requirement if healthy and not damaged during construction.

C. Building Requirements.

1. Customer Entrances. The customer entrance(s) shall be clearly defined and highly visible by using features such as canopies, porticos, overhangs, recesses/projections, raised corniced parapets, decorative awnings over the door, arcades, arches, wing walls, and integral planters are highly encouraged are required. A combination of two features shall be incorporated at a minimum. Mixed use buildings that require two or more entrances are allowed but shall meet the standard.

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2. Roof Design. Roofs should be designed to reduce the apparent exterior mass of a building, add visual interest and be appropriate to the architectural style of the building. Variations within one architectural style are highly encouraged. Visible roof lines and roofs that project over the exterior wall of a building enough to cast a shadow on the ground are highly encouraged. Architectural methods shall be used to conceal flat roof tops. Overhanging eaves, sloped roofs and multiple roof elements are highly encouraged. Mansard style roofs shall not be allowed.

3. Materials.

a. The predominant exterior building materials shall be of high quality materials, including, but not limited to brick, sandstone, wood, native stone and cultured stone as accents to distinguish specific architectural features, rusticated metal cladding, tinted/textured concrete masonry units and/or glass products. Simulated material may be substituted for any of the aforementioned building materials.

b. At least three different building materials shall be used for 100% construction of a building. The main entrance does not count towards this standard.

c. Exterior building materials shall not include smooth-faced concrete block, tilt-up concrete panels, EIFS, stucco, or T 1-11. Prefabricated steel panels are excluded unless the design and material meets the City's design standards.

d. Metal roof may be allowed if compatible with the overall architectural design of the building.

4. Architectural Vernacular & Features. Architectural features shall include, but are not limited to, the following: recesses, projections, wall insets, arcades, window display areas, awnings, balconies, window projections, landscape structures or other features that complement the design intent of the structure and are acceptable to the Community Development Director. Vernacular architecture referred to as "Northwest Regional" or "Arts & Crafts" design shall be required. This could include

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the combination of materials, form, and style. Wood in the form of timber, glulam, cross laminated timber, and other natural features are predominant on the exterior and main entrance.

5. Building Colors. Exterior colors shall be of low reflectance, subtle, neutral or muted earth tone colors. The use of high intensity colors such as black, neon, metallic or fluorescent colors for the facade and/or roof of the building are prohibited except as approved for building trim.

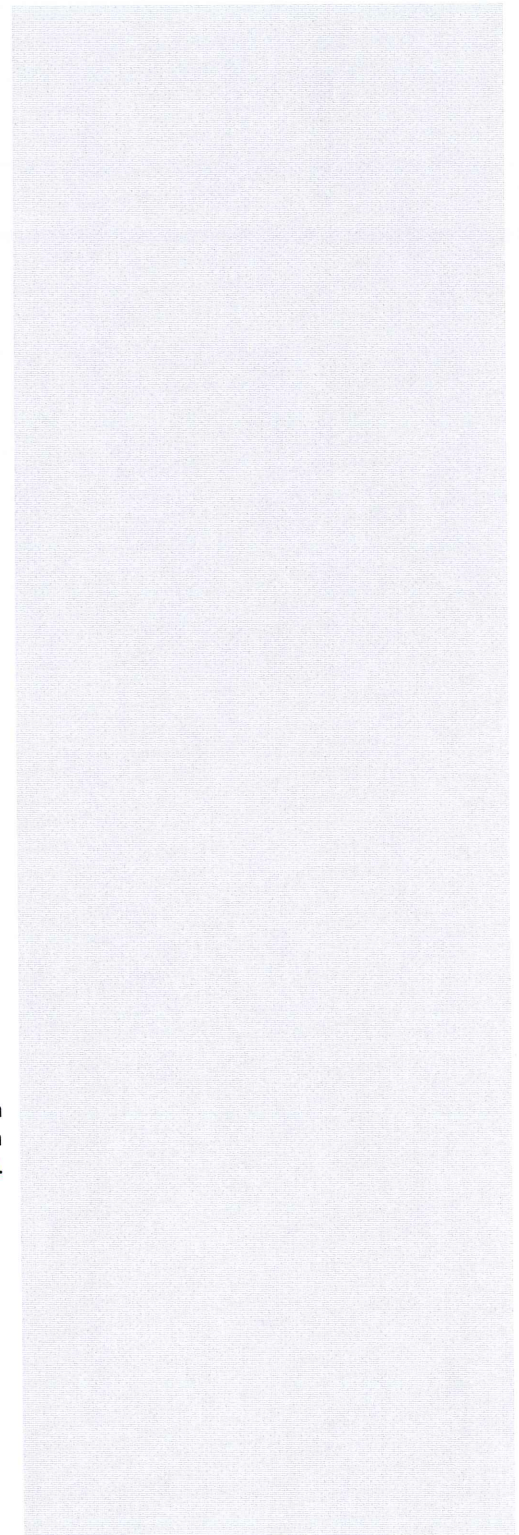
6. Mechanical Equipment, Outdoor Storage and Service Areas. The location of loading docks, outdoor storage yards and all other service areas shall be located to the sides and/or rear of a building, except when a site abuts Highway 101, in which case the said areas shall be located to the sides of the building that do not face Highway 101.

- a. All outdoor storage yards, loading docks, service areas and mechanical equipment or vents larger than eight inches in diameter shall be concealed by screens at least as high as the equipment they hide, of a color and material matching or compatible with the dominant colors and materials found on the facades of the principal building. Chain link or cyclone fencing (with or without slats) shall not be used to satisfy this requirement.
- b. Equipment that would remain visible despite the screening, due to differences in topography (i.e., a site that is at a lower grade than surrounding roadways) shall be completely enclosed except for vents needed for air flow, in which event such vents shall occupy no more than 25% of the enclosure façade.
- c. The architectural design of the buildings shall incorporate design features which screen, contain and conceal all heating, ventilation, air conditioning units, trash enclosures, dumpsters, loading docks and service yards.

7. Building Mass: Building mass shall be limited to 150 feet in length. If any portion of the building exceeds this length, a recess or variation in height shall be required.

D. Community Amenities. Each building shall contribute to the establishment or enhancement of the community and public spaces by providing at least two community amenities such as: a patio/seating area, water feature, art work or sculpture, ~~clock tower~~, pedestrian plaza with park benches and landscaping, usable green open spaces, or other features, such as a dedicated public park acceptable to the review authority Parks Advisory Board and City Commission.

E. Outdoor Lighting. The lighting for mixed use, residential, commercial and industrial zones shall be shielded and directed down into the site and shall not shine or glare onto adjacent property or streets. Light poles, light fixtures and flag poles shall not exceed 25 feet in height and shall be pedestrian scaled. Installation cost shall be borne by the developer. Decorative exterior lighting is required on the front elevation and at the main entrance. Decorative is defined as "gooseneck" or similar design that is pedestrian oriented.



F. **Parking (Pods) Areas.** Parking (pods) areas shall be divided by a six-foot pathway placed between the two rows of head-on parking stalls, which shall extend the full length of each parking pod. There shall be parking spaces provided for travelers in RVs and travel trailers. This section shall be in compliance with the requirements in Section 16.120.030 and Chapter 16.128 (Vehicle and Bicycle Parking).

G. Storage Unit Facilities: Under no circumstances shall storage units face a public street or be visible from a public street. Storage units shall be placed to the rear of the property. Any areas that front a public street shall be used for other land uses consistent with the underlying zoning district.

~~G. Pathways/Walkways from Parking Area to Building Entrance(s). Internal pedestrian walkways shall be developed for persons who need access to the building(s) from the parking pods (areas). The walkways shall be located within the pods and shall be designed to provide access from the pods to the entrances of the building(s). The walkways shall be designed to separate people from moving vehicles as much as possible. These walkways shall have a minimum width of five feet with no car overhang or other obstruction. The walkways must also be designed for disabled access according to the International Building Code. This may require the walkways to be widened or modified. The walkways shall be distinguished from the parking and driving areas by use of any of the following materials: special pavers, bricks, raised elevation or scored concrete. Other materials may be used if they are appropriate to the overall design of the site and building and acceptable to the review authority; and shall meet the requirements in Section 16.120.030 (Pedestrian Access and Circulation).~~

~~H. Landscaping. Landscaping shall meet the requirements in Chapter 16.124 (Landscaping, Street Trees, Fences and Walls).~~

Garage/Carport in Multifamily Developments

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16.36.050 Other Applicable Standards.

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- A. Outside sales and service areas shall be approved by the Warrenton Planning Commission if not enclosed by suitable vegetation, fencing or walls.
- B. Outside storage areas shall be enclosed by suitable vegetation, fencing or walls, in conformance with Chapter 16.124.
- C. All uses shall comply with access and parking standards in Chapters 16.116 and 16.128 except as may be permitted by conditional use or variance.
- D. Signs shall comply with standards in Chapter 16.144.
- E. All development shall comply with the wetland and riparian area protection standards of Chapter 16.156.
- F. All other applicable Development Code requirements shall also be satisfied.

G. For any common boundary between an R-H zone and any other residential zone there shall be a visual buffer strip at least 10 feet wide to provide a dense evergreen landscape buffer which attains a mature height of at least eight feet.

H. All uses must comply with the criteria of Chapter 16.124, Landscaping, Street Trees, Fences and Walls.

I. Manufactured homes must comply with the criteria of Chapter 16.168.

J. A garage (attached or detached) or carport is required for each dwelling unit up to 3 units, including multifamily dwelling units, and shall conform to the standards of Chapter 16.180. In place of garages, multi-family units are encouraged to provide storage facilities for residents subject to site design review.

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