

Staff Report Presented to the Planning Commission

REQUEST: The applicant is requesting a conditional use permit to allow for a four-lane public recreational vehicle (RV) wastewater disposal facility, including a potable water fill station. The proposed facility will be located off 24th Avenue, south of the railroad tracks, and west of the FAC site for the homeless. The applicant is applying for a Conditional Use per SHMC Chapter 17.25.040(B) Recreation oriented uses or activities not listed as permitted and SHMC 17.25.040(F) Governmental structure or use of land, or public utility facility. Tax Lot 2204 contains approximately 216,493 square feet (4.97 acres) and is in the Recreation Commercial (RC) Zone.

APPLICANT:	Brian Carroll, Director, Linn County Parks and Recreation Department
PROPERTY OWNER:	Linn County
FILE NUMBER:	CU23-01
PROPERTY LOCATION:	1430 24 th Avenue, Sweet Home, OR 97386; Identified on the Linn County Assessor's Map as 13S01E29 Tax Lot 2204.
REVIEW AND DECISION CRITERIA:	Sweet Home Municipal Code Section(s) 17.25.040, 17.104.040
HEARING DATE &TIME:	March 16, 2023, at 6:30 PM
HEARING LOCATION:	City Hall Council Chambers at 3225 Main Street, Sweet Home, Oregon 97386
STAFF CONTACT:	Angela Clegg, Associate Planner Phone: (541) 367-8113; Email: aclegg@sweethomeor.gov
REPORT DATE:	March 9, 2023

I. PROJECT AND PROPERTY DESCRIPTION

ZONING AND COMPREHENSIVE PLAN DESIGNATIONS:

Property	Zoning Designation	Comprehensive Plan Designation
Subject Property	Recreation Commercial (RC)	Mixed Use Employment
Property North	Recreation Commercial (RC)	Mixed Use Employment
Property East	Industrial (I)	Public Facility Light Industrial
Property South	Commercial Highway (C-2)	Highway Commercial High Density Residential

Property West	Commercial Highway (C-2)	Highway Commercial
Floodplain	Based on a review of the FEMA floo 41043C0914G, dated September 29 Special Flood Hazard Area.	od insurance rate map; Panel 9, 2010, the subject property is not in the
Wetlands:		eet Home Local Wetlands Inventory and aventory Map, the subject property does
Access:		nd access from a joint-use private access gh the north portion of the City of Sweet
Services:	The subject property has access to utility easement co-located with an a connection can be made along the s connecting to the city mainline.	

TIMELINES AND HEARING NOTICE:

Mailed/Emailed Notice:	January 30, 2023	
Notice Published in Newspaper:	February 8, 2023	
Planning Commission Public Hearing:	March 16, 2023	
120-Day Deadline:	May 30, 2023	
Notice was provided as required by SHMC 17.126.01		

II. COMMENTS

Adam Leisinger Building Division:	The Building Program has no issues with this request.
Ryan Wade CEDD Engineering:	Project and Location: Regarding the proposed conditional use permit for parcel located south of the Albany Eastern Railroad and west of 24th Avenue, Public Works Maintenance yard and FAC facility. It has direct access to 24th Avenue with an approximate 40' wide and 500' long private joint use access road south of the railroad and North of the Public Works facility, which is currently utilized by the FAC facility.
	Streets and Stormwater: The adjacent roadway for access is 24th Avenue which is 42ft wide with sidewalks on both sides. All public utility, communications and lighting conduits are in the roadway section. A sidewalk and lighting is planned to be installed along the driveway path from 24 th Ave. Stormwater runoff on the property is handled by overland sheet flow across the existing asphalt and concrete ground to the southwest where a ditch exists.
	Water and Sanitary: The parcel has access to water on 24th Avenue, with a utility easement co-located with an access easement. Sanitary sewer connection can be made along the southern boundary of the property, connecting to the city mainline.

	Comments and Recommendations: CEDD-ES have no concerns with the proposed conditional use permit.
Trish Rice Public Works Dept.	No comments as of the issuance of this Staff Report.
Chief Tyler Sweet Home Fire District:	No comments as of the issuance of this Staff Report.
Bob Stolle ODOT Rail Division	Based on our conversation the access for the property will not be using the flag or dog leg. It is accessed on City property away from the future rail crossing on 24 th Avenue. That would not be an issue we just have concerns with road access within 100' of a crossing.
Public Comments:	No comments as of the issuance of this Staff Report.

III. REVIEW AND DECISION CRITERIA

The review and decision criteria for a conditional use permit are listed below in bold. Staff findings and analysis are provided under each review and decision criterion.

17.104.050 DECISION CRITERIA

A Conditional Use shall be approved if the applicant provides supporting evidence that all the requirements of this Development Code relative to the proposed use are satisfied, and demonstrates that the proposed use also satisfies the following criteria:

A. The use is listed as a conditional use in the underlying district and complies with the development requirements of the underlying zone.

<u>Applicant's Comments:</u> In the City of Sweet Home Recreation Commercial (RC) Zone (Code 17.25): Section 17.25.040 Conditional Uses, subsection (B) Recreation oriented uses or activities not listed as permitted and (F) Governmental structure or use of land, or public utility facility are listed as a conditional use.

The project when completed will be a government owned structure for a recreational vehicle (RV) station for wastewater dumping and potable water filling area. This type of use id affiliated with developed recreational vehicle parks, which are an outright permitted use in Recreation Commercial Zones (17.25.020 PERMITTED USES).

<u>Staff Findings</u>: The subject property is in the RC zone. The applicant is requesting a conditional use permit to allow for a four-lane public recreational vehicle (RV) wastewater disposal facility, including a potable water fill station. The applicant is applying for a Conditional Use per SHMC Chapter 17.25.040(B) Recreation oriented uses or activities not listed as permitted and SHMC 17.25.040(F) Governmental structure or use of land, or public utility facility. The proposed use shall comply with the special standards listed in SHMC Chapter 17.25.050(D).

For this application to comply with all applicable city codes and state and federal laws, this application may require additional permits. If this application is approved, staff recommends a condition of approval that prior to operation, the applicant shall obtain all required local, state, and federal permits. The applicant shall submit copies of all required permits and

licenses to the Sweet Home Community and Economic Development Department for inclusion in the record of CU23-01.

With the above conditions, staff finds the application complies with these criteria.

B. The characteristics of the site are suitable for the proposed use considering size, shape, location, topography, and location of improvements and natural features.

<u>Applicant's Comments:</u> The site was previously used for industrial purposes as a wood products mill. The site is 4.62 acres; the terrain is flat except for a manmade 6-foot ditch running along the southern 1/5 of the property from east to west. The entirety of the usable site is covered in gravel or asphalt and is highly compacted. There are no structures or buildings on the site and no natural features that will be impacted or damaged during development of the site. Currently there is limited vegetation and trees on the site. We don't believe we will be removing any trees on the site as part of the development of the project.

The site is well suited for the proposed use. The size, shape or terrain of the property will not need to be significantly altered to develop the proposed RV wastewater dump facility. Development of the site will consist of excavation for utilities connections, power, water, sewer and digital communication. Final above ground improvements include: Asphalt and concrete vehicle driveways and pedestrian walkways, four wastewater dump station islands and a portable water filling station lane. The attached site plan shows that the property size, shape, topography and location are well suited for this use.

<u>Staff Findings</u>: The subject property is currently a vacant, bare-land parcel, however the historic use of the property was industrial. The site size, dimensions, location, topography and access are adequate for the proposed use.

Based on the above information, staff finds that the application complies with these criteria.

C. The proposed development is timely, considering the adequacy of transportation systems, public facilities and services, existing or planned for the area affected by the use.

<u>Applicant's Comments:</u> The site location is close to existing utilities and main transportation corridors, such as Hwy. 20. The close proximity to 24th Street and Hwy. 20 will minimize vehicle traffic and the overall amount of impact to neighboring properties. There is good separation between the proposed RV waste facility and neighboring properties. Vehicle traffic at the site will be sporadic and minimal. Peak use will be on the weekends and for only 4-5 hours during the middle of the day. The site will be accessed from 24th Street directly adjacent to the City of Sweet Home Public Works Shop area. City sewer lines are already located on the site. Water and electrical utilities are available to connect to on the eastern boundary of property.

<u>Staff Findings</u>: Staff finds that the proposed public recreational vehicle (RV) wastewater disposal facility and potable water fill station is timely. The easement through the City of Sweet Home property abutting 24th Avenue shall allow for adequate transportation needs to the facility. City water and sewer services are available for the site.

Based on the above information, staff finds that the application complies with these criteria.

D. The proposed use will not alter the character of the surrounding area in a manner which substantially limits, impairs, or precludes the use of surrounding properties for the primary uses listed in the underlying zone.

<u>Applicant's Comments:</u> The property and surrounding area is zoned Recreation Commercial, the proposed development will be on a small scale compared to the other existing and potential recreation commercial developments in this zone. Patrons using the proposed facility will only on be onsite for 30-45 minutes on average. Most of the surrounding properties will not experience any noise, odors or significant negative effects to how they currently use their property. There is good separation between the proposed RV waste facility and neighboring properties. The proposed use is low impact, there are no large above ground structures, no use of noisy equipment, and utilities will be located below ground. The majority of the use of the site will occurring during the working day light hours. Traffic impact will be light, on average 10-15 vehicle trips per day with a maximum peak season average of approximately sixty vehicles per day on weekend's between the Memorial Day and Labor Day holidays.

<u>Staff Findings</u>: Abutting the subject property to the north is a vacant lot zoned Recreation Commercial. Abutting the subject property to the east is a public facility zoned Industrial. Abutting the subject property to the south is a mixture of commercial and residential uses zoned Highway Commercial. Abutting the subject property to the west are commercial uses zoned Highway Commercial. The proposed use will not alter the character of the surrounding area.

Based on the above information, staff finds that the application complies with these criteria.

E. Any negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other code standards, or other reasonable conditions of approval that include but are not limited to those listed in this chapter.

<u>Applicant's Comments:</u> We do not believe there will be any significant negative impacts from the proposed RV Wastewater facility on adjacent properties. Access to and from the site could be controlled, if necessary, with gates and fencing. Hours of operations of the site could also be limited. We will also use security cameras and digital technology to monitor use and security at the site.

<u>Staff Findings</u>: Staff has not identified any negative impacts to adjacent properties. To ensure compliance with the standards listed in the SHMC, staff has included proposed conditions of approval that are listed in Section IV of this report.

Based on the above information, staff finds that the application complies with these criteria.

17.104.060 CONDITIONS OF APPROVAL

In approving a conditional use permit application, the Planning Commission may impose, in addition to those standards and requirements expressly specified by this chapter, additional conditions determined to be necessary to assure that the proposed development meets the decision criteria as well as the best interests of the surrounding properties, the neighborhood, and The City as a whole.

A. These conditions may include, but are not limited to, the following:

- 1. Requiring larger setback areas, lot area, and/or lot depth or width;
- 2. Limiting the hours, days, place and/or manner of operation;

- 3. Requiring site or architectural design features that minimize environmental impacts such as noise, vibration, exhaust/emissions, light, glare, erosion, odor or dust;
- 4. Limiting the building height, size or lot coverage, or location on the site;
- 5. Designating the size, number, locations and/or design of vehicle access points, parking areas, or loading areas;
- 6. Increasing the number of required parking spaces;
- 7. Requiring street rights-of-way to be dedicated and streets, sidewalks, curbs, planting strips, pathways or trails to be improved, so long as findings in the development approval indicate how the dedication and/or improvements, if not voluntarily accepted by the applicant, are roughly proportional to the impact of the proposed development;
- 8. Limiting the number, size, location, height and lighting of signs;
- 9. Limiting or setting standards for the location, design, and/or intensity of outdoor lighting;
- 10. Requiring fencing, screening, landscaping, berms, drainage, water quality facilities or other facilities to protect adjacent or nearby property, and the establishment of standards for their installation and maintenance;
- 11. Designating sites for open space or outdoor recreation areas;
- 12. Requiring the protection and preservation of existing trees, soils, vegetation, watercourses, habitat areas, drainage areas, and historic or cultural resources;
- 13. Requiring ongoing maintenance of buildings and grounds;
- 14. Setting a time limit for which the conditional use is approved.
- B. Uses existing prior to the effective date of this Chapter and classified in Title 17 as a conditional use shall meet the criteria for modification of approved plans and developments.
- C. The Planning Commission may require the applicant of an approved conditional use permit to enter into an agreement with The City for public facility improvements.

<u>Staff Findings</u>: This provision of the SHMC allows the Planning Commission to impose conditions of approval. This is an opportunity for the Planning Commission to determine if conditions are needed to ensure compliance with the "decision criteria as well as the best interests of the surrounding properties, the neighborhood, and the city as a whole. To ensure compliance with the standards listed in the SHMC, staff has included proposed conditions of approval listed in Section IV of this report. These conditions are primarily a customized list of existing local, state, and federal standards that apply to the application.

IV. CONCLUSION AND RECOMMENDATION

If the Planning Commission approves this application, staff recommends that the conditions of approval listed below be required in order to ensure that the application is consistent with the findings in the Review and Decision Criteria (Section III) and as required by the Sweet Home Municipal Code and other provisions of law. Appeals to the Land Use Board of Appeals (LUBA) may only be based on Review and Decision Criteria contained in Section III.

Recommended Conditions of Approval for CU23-01:

1. The final configuration of the proposed four-lane public recreational vehicle (RV) wastewater disposal facility and potable water fill station shall substantially conform to the plot plan reviewed in this application (see attachment B).

2. The property owner shall obtain and comply with all applicable local, state, and federal permits and requirements. The applicant shall submit copies of all required permits and licenses to the Sweet Home Community and Economic Development Department for inclusion in the record of CU23-01.

V. PLANNING COMMISSION ACTION

In acting on a Conditional Use permit application, the Planning Commission will hold a public hearing at which it may either approve or deny the application. If the application is denied, the action must be based on the applicable review and decision criteria. If approved, the Planning Commission may impose conditions of approval. Staff's recommended conditions are included in Section IV.

<u>Appeal Period</u>: Pursuant to ORS 227.175, the Planning Commission may establish an appeal period of not less than 12 days from the date the written notice of the Planning Commission's decision is mailed. Staff's recommendation is that the Planning Commission's decision on this matter be subject to a **12-day appeal period** from the date that the notice of decision is mailed.

<u>Order</u>: After the Planning Commission decides, staff recommends that the Planning Commission direct staff to prepare an order that is signed by the Chairperson of the Planning Commission. The Order would memorialize the decision and provide the official list of conditions (if any) that apply to the approval if the application is approved.

<u>Motion</u>: After opening the public hearing and receiving testimony, the Planning Commission's options include the following:

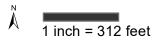
- 1. Move to approve application CU23-01; which includes adopting the findings of fact listed in the staff report and the conditions of approval listed in Section IV of the staff report, the setting of a 12-day appeal period from the date of the mailing of the decision, and hereby direct staff to prepare an order to be signed by the Chair to memorialize this decision.
- 2. Move to deny applications CU23-01; which includes adopting the findings of fact (specify), including the setting of a 12-day appeal period from the date of mailing of the decision, and hereby direct staff to prepare an order to be signed by the Chair to memorialize this decision.
- 3. Move to continue the public hearing to a date and time certain (specify); or
- 4. Other.

VI. ATTACHMENTS

- A. Subject Property Map
- B. Site Plan
- C. Application

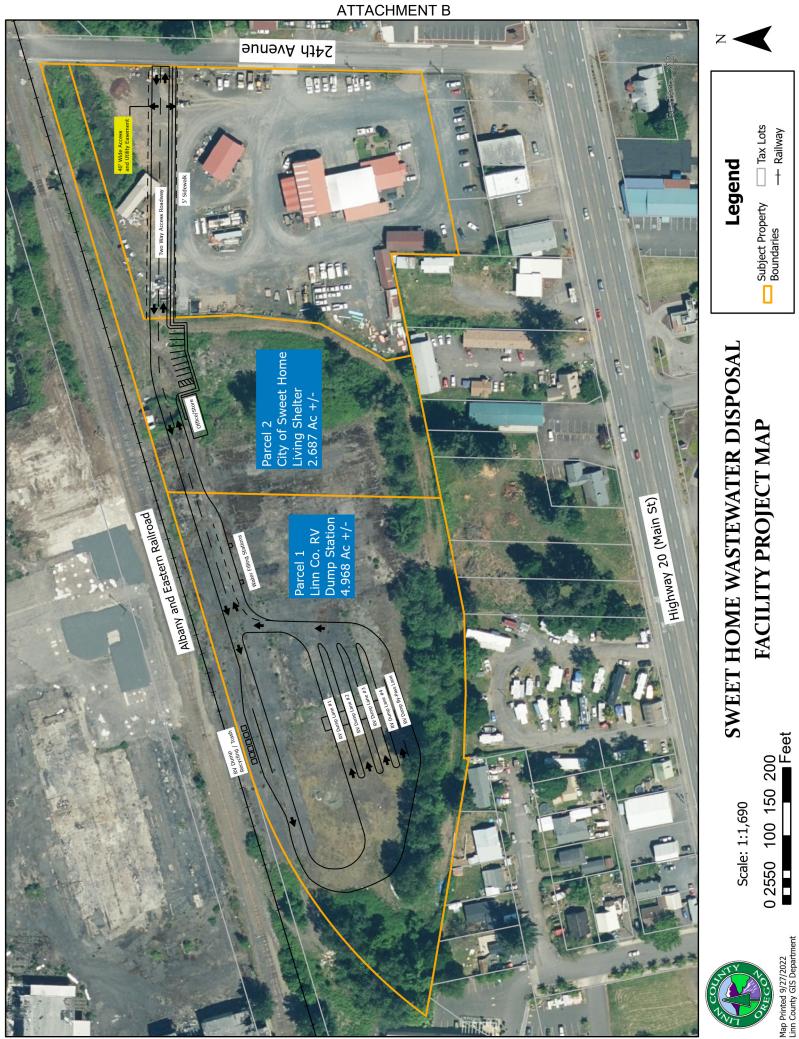
ATTACHMENT A

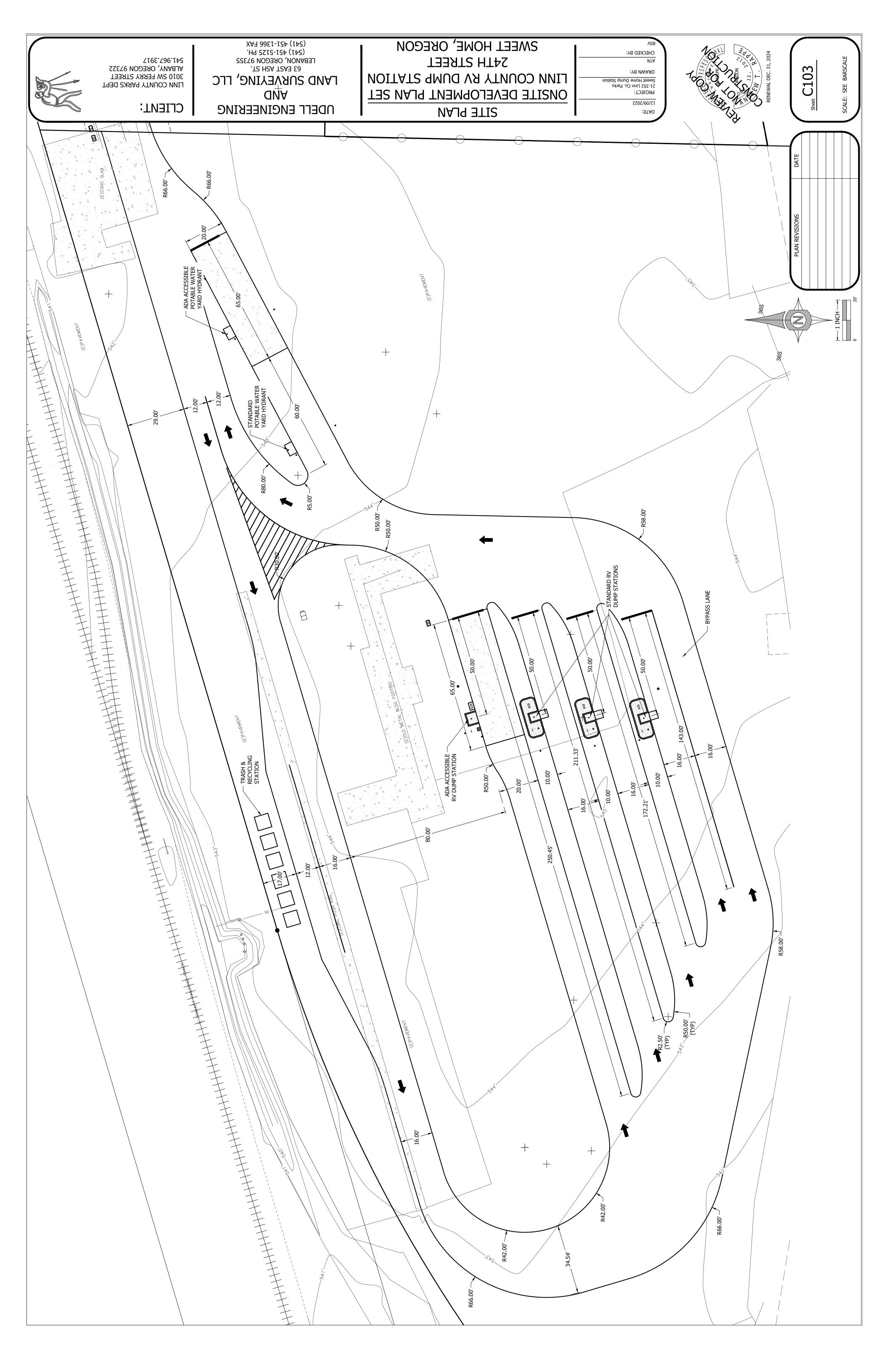




Subject Property Map CU23-01 Map 29, Tax Lot 2204







ATTACHMENT C



City of Sweet Home

Community and Economic Development Department- Planning Program 3225 Main Street, Sweet Home, OR 97386 541-367-8113

Land Use Application Adjustment Annexation Date Received: Comprehensive Plan Map Amendment Date Complete: Conditional Use File Number: Home Occupation Application Fee: Interpretations Receipt #: ____ Nonconforming Uses Planning Commission Hearing Date: Partition City Council Hearing Date: _ Property Line Adjustment Within 30 days following the filing of this application, Site Development Review the Planning Department will make a determination of Subdivisions and Planned Developments completeness regarding the application. If deemed Text Amendments complete, the application will be processed. Variance Zone Map Amendment Applicant's Name: Applicant's Phone Number: Linn County Parks & Recreation Department (Brian Carroll, Director) (541) 990-2430 or (541) 974-0011 Applicant's Address: Applicant's Email Address: 3010 Ferry St. SW, Albany, Oregon 97322 Bcarroll@co.linn.or.us tdavis@co.linn.or.us **Property A** Property B Owner's Name: Owner's Name: Linn County Owner's Address: Owner's Address 3010 Ferry St. SW, Albany, Oregon 97322 Owner's Phone Number: Owner's Phone Number: (541) 967-3917 Owner's Email: Owner's Email: Bcarroll@co.linn.or.us tdavis@co.linn.cr.us Property Address: Property Address: 1430 24TH AVE, Sweet Home, Oregon 97386 Assessor's Map and Tax Lot: Assessor's Map and Tax Lot: 13S01E2900 02204 Property Size Before: Property Size After: Property Size Before: Property Size After: 4.97 4.97 Zoning Classification: Comprehensive Plan: Zoning Classification: Comprehensive Plan: Recreational Commercial

Nature of Applicant's Request

Property Owner's Signature:

Narrative describing the proposed land use action: Brief description on this form and attach extra sheets if needed. Linn County Parks would like construct a four lane public use recreational vehicle (RV) waste water disposal facility on this site. The project would also include a potable water fill station. We are proposing to connect the facility to the City of Sweet Home's Waste water system and public water supply. The public would pay a fee for the use of the wastewater facility and water fill station.

I certify that the statements contained on this application, along with the submitted materials, are in all respects true and are correct to the best of my knowledge and belief.

Applicant's Signature:	
Property Owner's Signature: Brian J. Carroll, Linn County Pa	nke
Property Owner's Signature:	10

Date: /2	6-2023	
Date		
Date		
Date		

Land Use Application Form (October 2022)



City of Sweet Home Community and Economic Development Department- Planning Program 3225 Main Street, Sweet Home, OR 97386 541-367-8113

APPENDIX D

CONDITIONAL USE

A conditional use is one which is generally acceptable as a land use activity in a particular zone, but due to certain aspects of the activity, buffering, screening, time limitations or other conditions are necessary to ensure compatibility with adjacent property. Conditional uses <u>are presumed to be allowed</u> unless conditions to ensure their compatibility cannot be established. [SHMC 17.104.010]

Conditional Use shall be reviewed in accordance with the Type III review procedures specified in Chapter 17.126. [SHMC 17.104.020]

An application for a conditional use shall be filed with The City and accompanied by the appropriate fee. Notice shall be subject to the provisions in Chapter 17.126 [SHMC 17.104.030]

SHMC 17.104.040 SUBMITTAL REQUIREMENTS

The applicant is required to submit a summary for each of the following applicable criteria and submit the summary as a narrative with the Land Use Application. (Attach extra sheets, if needed)

The applicant shall prepare and submit an application, site plan, and other supplemental information as may be required by City staff to indicate the intent of the development. The application shall include a statement explaining the proposal and providing analysis of the proposal relative to the approval criteria. The site plan shall show pertinent information to scale to facilitate the review of the proposed development.

- A. The following general information shall be shown on the site plan:
 - ☑ Vicinity map showing all streets, property lines and other pertinent data to locate the proposal.
 - North arrow and scale of drawing.
 - I Tax map and tax lot number or tax account of the subject property.
 - Dimensions and size in square feet or acres of the subject property.
 - ☑ Location of all existing easements and City utilities (water, sanitary sewer, storm drainage) within the property.
 - Existing use of the property, including location of existing structures with dimensions of the structures and distances from property lines. It shall be noted whether the existing structures are to remain or be removed from the property.
 - A site plan clearly indicating the proposed location of the proposed conditional use including the dimensions of any existing, expanded, or new structure proposed to house the conditional use along with all site improvements including parking, lighting, screening, landscaping, etc.
- B. Is the use listed as a conditional use in the underlying district and does it comply with the development requirements of the underlying zone? Explain: See Attached.

C. Are the characteristics of the site suitable for the proposed use considering size, shape, location, topography, and location of improvements and natural features? Explain: See Attached.

D. Is the proposed development timely, considering the adequacy of transportation systems, public facilities and services, existing or planned for the area affected by the use? Explain: See Attached.

- E. The applicant shall address how the proposed use will not alter the character of the surrounding area in a manner which substantially limits, impairs, or precludes the use of surrounding properties for the primary uses listed in the underlying zone. See Attached.
- F. The applicant shall address how any negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other code standards, or other reasonable conditions of approval that include but are not limited to those listed in this chapter. See Attached.

SHMC 17.104.040 SUBMITTAL REQUIREMENTS

B. Is the use listed as a conditional use in the underlying district and does it comply with the development requirements of the underlying zone? Explain:

In the City of Sweet Home Recreation Commercial (RC) Zone (Code 17.25): Section 17.25.040 Conditional Uses, subsection (B) Recreation oriented uses or activities not listed as permitted and (F) Governmental structure or use of land, or public utility facility are listed as a conditional use.

This project when completed will be a government owned structure for a recreational vehicle (RV) station for wastewater dumping and potable water filling area. This type of use is affiliated with developed recreational vehicle parks, which are an outright permitted use in Recreation Commercial Zones (17.25.020 PERMITTED USES).

C. Are the characteristics of the site suitable for the proposed use considering size, shape, location, topography, and location of improvements and natural features? Explain:

The site was previously used for industrial purposes as a wood products mill. The site is 4.62 acres; the terrain is flat except for a man made 6-foot ditch running along the southern 1/5 of the property from east to west. The entirety of the usable site is covered in gravel or asphalt and is highly compacted. There are no structures or buildings on the site and no natural features that will be impacted or damaged during development of the site. Currently there is limited vegetation and trees on the site. We don believe we will be removing any trees on the site as part of the development of the project.

The site is well suited for the proposed use. The size, shape or terrain of the property will not need to be significantly altered to develop the proposed RV wastewater dump facility. Development of the site will consist of excavation for utilities connections, power, water, sewer and digital communication. Final above ground improvements include: Asphalt and concrete vehicle driveways and pedestrian walkways, four wastewater dump station islands and a portable water filling station lane. The attached site plan shows that the property size, shape, topography and location are well suited for this use.

D. Is the proposed development timely, considering the adequacy of transportation systems, public facilities and services, existing or planned for the area affected by the use? Explain:

The site location is close to existing utilities and main transportation corridors, such as Hwy. 20. The close proximity to 24th street and hwy. 20 will minimizing vehicle traffic and the overall amount of impact to neighboring properties. There is good separation between the proposed RV waste facility and neighboring properties. Vehicle traffic at the site will be sporadic and minimal. Peak use will be on the weekends and for only 4-5 hours during the middle of the day. The site will be accessed from 24th Street directly adjacent to the City of Sweet Home Public Works Shop area. City sewer lines are already located on the site. Water and electrical utilities are available to connect to on the eastern boundary of property.

E. The applicant shall address how the proposed use will not alter the character of the surrounding area in a manner, which substantially limits, impairs, or precludes the use of surrounding properties for the primary uses listed in the underlying zone.

The property and surrounding area is zoned Recreation Commercial, the proposed development will be on a small scale compared to the other existing and potential recreation commercial developments in this zone. Patrons using the proposed facility will only on be onsite for 30-45 minutes on average.

Most of the surrounding properties will not experience any noise, odors or significant negative effects to how they currently use their property. There is good separation between the proposed RV waste facility and neighboring properties. The proposed use is low impact, there are no large above ground structures, no use of noisy equipment, and utilities will located below ground. The majority of the use of the site will occurring during the working day light hours. Traffic impact will be light, on average 10-15 vehicle trips per day with a maximum peak season average of approximately sixty vehicles per day on weekend's between the Memorial Day and Labor Day holidays.

F. The applicant shall address how any negative impacts of the proposed use on adjacent properties and on the public can be mitigated through application of other code standards, or other reasonable conditions of approval that include but are not limited to those listed in this chapter.

We do not believe there will be any significant negative impacts from the proposed RV Wastewater facility on adjacent properties. Access to and from the site could be controlled, if necessary, with gates and fencing. Hours of operations of the site could also be limited. We will also use security cameras and digital technology to monitor use and security at the site.