

City of Oakridge
48318 E. 1st Street-P.O. Box 1410
Oakridge, Oregon 97463
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**OAKRIDGE PLANNING COMMISSION
STAFF REPORT
File: ZC 01-20**

REPORT DATE: May 12, 2020
PUBLIC HEARING DATE: May 19, 2020

PROPERTY OWNERS: City of Oakridge
48318 East 1st Street
Oakridge OR, 97463

REPRESENTATIVE: Owner

SUBJECT PROPERTIES: Assessor's Map 21-35-22-20 Tax Lot 02100, commonly known as OIP LOT #1
Assessor's Map 21-35-22-20 Tax Lot 02300, commonly known as OIP LOT #18
Assessor's Map 21-35-22-20 Tax Lot 02400, commonly known as OIP LOT #19
Assessor's Map 21-35-22-20 Tax Lot 02500, commonly known as OIP LOT #20
Assessor's Map 21-35-22-20 Tax Lot 02600, commonly known as OIP LOT #21
Assessor's Map 21-35-22-20 Tax Lot 02700, commonly known as OIP LOT #22
Assessor's Map 21-35-22-20 Tax Lot 02800, commonly known as OIP LOT #23
Assessor's Map 21-35-22-20 Tax Lot 02900, commonly known as OIP LOT #24
Assessor's Map 21-35-15-00 Tax Lot 03500, commonly known as OIP LOT #25

ZONING: Heavy Industrial I2
REQUEST #1: A zoning change of lots listed above from Heavy Industrial I2 to Mixed Use MU.

SUBJECT PROPERTIES: Assessor's Map 21-35-22-20 Tax Lot 03400, commonly known as OIP LOT #3
Assessor's Map 21-35-15-00 Tax Lot 02000, commonly known as OIP LOT #4
Assessor's Map 21-35-25-00 Tax Lot 02100, commonly known as OIP LOT #39

ZONING: Heavy Industrial I2
REQUEST #2: A zoning change of lots above from Heavy Industrial (I2) to Parks Recreation and Open Spaces (PRO).

BACKGROUND:

Most of the properties are vacant, and was part of the purchase of the Industrial Park and was zoned Heavy Industrial when they became a part of the city. Most of the lots remain vacant since the time of purchase.

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There have been several interested buyers over the years but do to zoning regulations none have come to fruition on the properties listed to becoming MU. The old mill site has had various clean-up projects that resulted in mandatory improvements of wetlands and riparian areas that also prevent Heavy Industrial Use, the properties listed to become PRO would remove the properties with restrictions from the Heavy Industrial inventory and greatly support the effort of nature conservation improvements.

Properties requested for rezone to Mixed Use (MU),

OIP Lot 1, Tax Map No. 21-35-22-20-02100 is owned by the City of Oakridge, currently the location of the old Mill Office. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 2.46 acres and is currently being used as an office building.

OIP Lot 18, Tax Map No. 21-35-15-00-03500 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 2.13 acres.

OIP Lot 19, Tax Map No. 21-35-22-20-02300 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 3.63 acres.

OIP Lot 20, Tax Map No. 21-35-22-20-02400 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 1.17 acres.

OIP Lot 21, Tax Map No. 21-35-22-20-02500 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 1.16 acres.

OIP Lot 22, Tax Map No. 21-35-22-20-02600 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 1.16 acres.

OIP Lot 23, Tax Map No. 21-35-22-20-02700 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 1.57 acres.

OIP Lot 24, Tax Map No. 21-35-22-20-02800 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 1.40 acres.

OIP Lot 25, Tax Map No. 21-35-22-20-02900 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned I-2-Heavy Industrial and is proposed to change to MU-Mixed Use. The lot is 4.38 acres.

Properties requested for rezone to Parks, Recreation and Open Spaces (PRO).

OIP Lot 3, Tax Map No. 21-35-15-00-02000 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned Heavy Industrial I-2 and is proposed to change to Parks, Recreation and Open Space PRO, the lot is 19.70 acres. Lot 3 is the location of the former stormwater ponds used during the time the Pope & Talbot Mill was in operation. The stormwater collection ponds had been removed by Debbie Petree Construction in 2010 and the site was regraded to original topography shortly after. The stormwater ponds constituted a wetland that after removal required a Compensatory Wetland Mitigation and Riparian Enhancement on the unnamed tributary to the Salmon Creek that cuts through the lot. This site also contains the exiting watercourse, that is the same unnamed tributary to the Salmon Creek, and the settling ponds for the Willamette Fish Hatchery. Approximately 1/3 of the lot is heavily wooded with the remains being a mix of small trees and grasses this lot sits adjacent to Salmon Creek and the South Levee Trail.

OIP Lot 4, Tax Map No. 21-35-15-00-02100 is owned by the City of Oakridge, currently the lot is vacant. The lot is zoned Heavy Industrial I-2 and is proposed to change to Parks, Recreation and Open Space PRO. The lot is 3.82 acres. The lot sits adjacent to Salmon Creek and the South Levee Trail and is heavily wooded.

OIP Lot 39, Tax Map No. 21-35-22-20-03400 is owned by the City of Oakridge, the lot is vacant and is currently zoned Heavy Industrial I-2 and is proposed to change to Parks, Recreation and Open Space PRO. The lot is

39.09 acres. This lot is the location of the former log ponds and the former cooling ponds used by the Pope & Talbot Mill. The log ponds are still in place and have been returning to a natural condition that has been attractive for deer, elk, fowl and other aquatic animals. This lot is has received an unbuildable designation in the Lane County Tax Data¹. During the last years of Pope and Talbot Mill operations the mill partially filled the pond with bark from the mill operations, the bark fill area is the majority of land outside of the remaining pond, yet inside if the property boundaries.

ZONING DISTRICT CHANGE REVIEW (FINDING OF FACT):

The Planning Commission should look at each item in their finding of act, and address them for the record. the City of Oakridge Zoning Code (COZO) Section 29.03 states, any use or overlay zoning district amendment proposal must be shown to be in conformance with each of the following criteria².

- (1) The proposed amendment conforms to the Comprehensive Plan or substantial changes in conditions have occurred which render the Comprehensive Plan, inapplicable to the requested change and the Plan should be amended as proposed by the proponent of the change. If this is the case, the Plan must be amended before final action on the district change.
- (2) The proposed amendment fulfills a demonstrated public need for a particular activity or use of land within the area in question.
- (3) If residential zoning is involved, the proposed residential district or districts best satisfies the objectives of the Comprehensive Plan and does not exclude opportunities for adequate provision of low or moderate housing or “needed housing” types as defined in OAR 660-08-015 within the subject neighborhood area.
- (4) The proposed zone district is compatible with the existing and anticipated surrounding land use.

Zoning change request #1, 9 lots changed from I-2 to MU,

Heavy Industrial Zoning as identified in COZO,

The purpose of the heavy industrial district is to provide areas for industries that are primarily engaged in the processing of raw materials into refined materials in large volumes. The I-2 district is typically appropriate to areas that are more distant from residential areas and have extensive rail or shipping facilities.³

Mixed Use Zoning as identified in COZO,

The Mixed Use District is intended to allow residential, commercial, light industrial and public uses to coexist in the same environment. This district is intended to promote stability of property values, energy conservation, neighborhood commercial services, and residential living opportunities.⁴

Criteria (1)

Oakridge Comprehensive Plan as applied to loss of Heavy Industrial;

The City of Oakridge is an equal opportunity affirmative action institution committed to cultural diversity and compliance with the Americans with Disabilities Act.

The proposed amendment conforms to the Comprehensive Plan. The area in question was not a part of the City of Oakridge at the time of writing or updates within the Plan, yet by the numbers, the desired percentages of Heavy Industrial Use after proposed changes are still greater than the original Comp Plan.

1969 Gross City area was ≈ 831.12 acres, I-2 was 6.28 acres and .76% of total⁵

1977 Gross City area was ≈ 832.16 acres, I-2 was 6.28 acres and .75% of total

2020 Gross City area is ≈ 1336.81 acres, I-2 is 169.02 acres and 12.64% of total

After proposed land use changes regarding request #1 only;

2020 Gross City area is ≈ 1336.81 acres, I-2 would reduce to 149.97 acres and 11.22% of total⁶

Oakridge Comprehensive Plan as applied to Residential needs;

The proposed amendment conforms to the Comprehensive Plan in that the Comprehensive plan states, *to provide additional land within the Urban Service Area to offer unencumbered lands for new housing starts, that offer development flexibility*⁷

Oakridge Comprehensive Plan as applied to Commercial needs;

The proposed amendment conforms to the Comprehensive Plan in that the plan considers the location North of Hwy 58 at Pope and Talbot Pond Recommendations and Policies - *Existing Highway Commercial, Tourist and Recreational Needs* and Intersection of Hwy 58 and County Road #1300 Recommendations and Policies – *Existing Conveniences Commercial, minor expansion*⁸

Oakridge Comprehensive Plan as applied to Light Industrial;

The proposed amendment conforms to the Comprehensive Plan in that the plan considers the location of Highway 58, South of Pope and Talbot Mill, Recommendations and Policies – *Highway orientated Limited Industrial Use*⁹

Criteria (2)

The proposed amendments fulfill a demonstrated public need for a more diversified area that is best suited by the MU designation. The currently designation of I-2 has hindered multiple land use inquiries that resulted in loss of sales or leases of the city owned properties. Oakridge Economic Development Advisory Committee along with city staff have identified that economic growth of the area in question would benefit from a diversified land use. This has been identified in the Oakridge Comprehensive plan prescribed in Opportunities for employment diversification and job creation^{10 11} and DLCDC – SPG # 9 Economic Development and SPG #10 Housing

Criteria (3)

The proposed amendment fulfills a demonstrated public need for a particular activity or use of land as described in the Comp Plan; Mixed use does allow for residential use, yet current proposals do not include the construction or intent of residential uses beyond the MU status.

Criteria (4)

The proposed zones and proposed uses are compatible with existing and anticipated surrounding uses

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Zoning change request #2, 3 lots changed from I-2 to PRO

Parks, Recreation and Open Space as identified in COZO

The purpose of the park, recreation and open space district is to ensure that land for park and recreation use is developed to serve its intended use while not disrupting nearby land uses. It is also to guide recreational development, ensure adequate standards for development and preservation of park, recreation and open space uses, protect and enhance vital natural resources, provide a buffer between incompatible land uses, and to promote the health, safety and welfare of the City residents.¹²

Criteria (1)

Oakridge Comprehensive Plan as applied to loss of Heavy Industrial;

The proposed amendment conforms to the Comprehensive Plan. The area in question was not a part of the City of Oakridge at the time of writing or updates within the Plan, yet by the numbers, the desired percentages of Heavy Industrial Use after proposed changes are still greater than the original Comp Plan.

1969 Gross City area was ≈ 831.12 acres, I2 was 6.28 acres and .76% of total

1977 Gross City area was ≈ 832.16 acres, I2 was 6.28 acres and .75% of total

2020 Gross City area is ≈ 1336.81 acres, I2 is 169.02 acres and 12.64% of total

After proposed land use changes regarding request #2 only;

2020 Gross City area is ≈ 1336.81 acres, PRO would reduce I-2 to 106.41 acres and 7.96% of total

Criteria (2)

The proposed use would fill need for outdoor recreation that has been outlined in the Mill Park Plan (2020), trail connectivity outlined in the Oakridge-Westfir Trail Plan (2008) and the Oakridge Parks Master Plan (2011). And as prescribed in Relationship to recreation opportunities and Department of Land Conservation and Development - Statewide Planning Goals #2, #4 & #8¹³ Many aspects of the Mill Park Plan align with the Oregon State Comprehensive Outdoor Recreation Program.

All three lots being considered for a zoning change to PRO were considered for recreational uses during a Mill Park Planning activity that resulted in an adopted plan by the Oakridge City Council on February 20th 2020.

Criteria (3)

Residential zoning does not apply to the current I-2 use nor does it apply to the proposed PRO use.

Criteria (4)

The proposed zone district change is compatible with the existing uses in the general area. Furthermore, the proposed use would create barrier between uses allowed in the I-2 that would remain and in the MU that is being proposed here.

Zoning change request #1 & #2 combined

When considering changes in total the combination on request #1 & #2 are outlined as such;

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Criteria (1)

The proposed amendment conforms to the Comprehensive Plan. The area in question was not a part of the City of Oakridge at the time of writing or updates within the Plan, yet by the numbers, the desired percentages of Heavy Industrial Use after proposed changes are still greater than the original Comp Plan.

1969 Gross City area was ≈ 831.12 acres, I2 was 6.28 acres and .76% of total

1977 Gross City area was ≈ 832.16 acres, I2 was 6.28 acres and .75% of total

2020 Gross City area is ≈ 1336.81 acres, I2 is 169.02 acres and 12.64% of total

After proposed land use changes regarding requests #1 & #2

2020 Gross City area is ≈ 1336.81 acres, the proposed change to MU & PRO would reduce I-2 to 87.36 acres and would be 6.53% of total land within the city. This is still over a 700% increase of available Heavy Industrial lands when compared to the Comprehensive Plan.

Criteria (2)

All zoning change requests have been shown and identified above as being demonstrated public needs. When combined within the area and context as described, the proposed changes would potentially create a diversity of uses and natural settings within a well-planned area that could offer residential, commercial, light industrial and recreational uses.

Criteria (3)

The proposed amendment fulfills a demonstrated public need for a particular activity or use of land as described in the Comp Plan; Mixed Use does allow for residential use, yet current proposals do not include the construction or intent of residential uses beyond the MU status. Residential does not apply to PRO.

Criteria (4)

The proposed zoning changes would be compatible with existing uses and provide the city an opportunity to better satisfy the various needs of uses in the future.

Staff Recommendation

Staff recommends the Planning Commission approve the zone changes and make a recommendation to Oakridge City Council for the consideration and adoption of zone changes.

PROPOSED MOTION:

“After completing the finding of fact, the Planning Commission recommends to the City Council a zoning district change from Heavy Industrial I-2 to Mixed Use MU for the following Tax Parcels

- **Assessor’s Map 21-35-22-20 Tax Lot 02100, commonly known as OIP LOT #1**
- **Assessor’s Map 21-35-22-20 Tax Lot 02300, commonly known as OIP LOT #18**
- **Assessor’s Map 21-35-22-20 Tax Lot 02400, commonly known as OIP LOT #19**
- **Assessor’s Map 21-35-22-20 Tax Lot 02500 commonly known as OIP LOT #20**
- **Assessor’s Map 21-35-22-20 Tax Lot 02600, commonly known as OIP LOT #21**
- **Assessor’s Map 21-35-22-20 Tax Lot 02700, commonly known as OIP LOT #22**

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- Assessor's Map 21-35-22-20 Tax Lot 02800, commonly known as OIP LOT #23
- Assessor's Map 21-35-22-20 Tax Lot 02900 commonly known as OIP LOT #24
- Assessor's Map 21-35-15-00 Tax Lot 03500, commonly known as OIP LOT #25

And a zoning District change from Heavy Industrial I-2 to Parks, Recreation and Open Spaces PRO for the following Tax Parcels

- Assessor's Map 21-35-22-20 Tax Lot 03400, commonly known as OIP LOT #3
- Assessor's Map 21-35-15-00 Tax Lot 02000, commonly known as OIP LOT #4
- Assessor's Map 21-35-25-00 Tax Lot 02100, commonly known as OIP LOT #39

¹ Lane County Tax Data, Digital Geospatial Information Science (GIS) Shapefile,

² City of Oakridge Zoning Code Ord 874, Pg. 103 – City of Oakridge November 9, 2004

³ City of Oakridge Zoning Code Ord 874, Pg. 22 – City of Oakridge November 9, 2004

⁴ City of Oakridge Zoning Code Ord 874, Pg. 20 – City of Oakridge November 9, 2004

⁵ City of Oakridge Comprehensive Plan, Pg. 2-44 Land Use Statistics – City of Oakridge. October 1977

⁶ Lane County Tax Data, Digital Geospatial Information Science (GIS) Shapefile, analyzed and calculated amounts by Rick Zylstra using QGIS. May 2020

⁷ City of Oakridge Comprehensive Plan, Pg. 3-91 Housing Strategies – City of Oakridge. October 1977

⁸ City of Oakridge Comprehensive Plan, Pg. 3-86 Land Use Strategies – City of Oakridge. October 1977

⁹ City of Oakridge Comprehensive Plan, Pg. 3-89 Land Use Strategies – City of Oakridge. October 1977

¹⁰ City of Oakridge Comprehensive Plan, Pg. 3-71– City of Oakridge. October 1977

¹¹ City of Oakridge Comprehensive Plan, Pg. 3-99– City of Oakridge. October 1977

¹² City of Oakridge Zoning Code Ord 874, Pg. 28 – City of Oakridge November 9, 2004

¹³ Oregon's Statewide Planning Goals & Guidelines,

Goal 2 downloaded from www.oregon.gov/LCD/docs/goals/goal2.pdf, May 11, 2020

Goal 4 downloaded from www.oregon.gov/LCD/docs/goals/goal4.pdf, May 11, 2020

Goal 8 downloaded from www.oregon.gov/LCD/docs/goals/goal8.pdf, May 11, 2020

Department of Land Conservation and Development, March 2010