

WORK SESSION

**WORK SESSION
MILWAUKIE CITY COUNCIL
JANUARY 4, 2011**

MILWAUKIE CITY HALL

Council Chambers
10722 SE Main Street

A light dinner will be served

WORK SESSION – 5:30 p.m.

Discussion Items:

| | <u>Time</u> | <u>Topic</u> | <u>Presenter</u> | <u>Page #</u> |
|----|-------------|--|------------------|---------------|
| 1. | 5:30 p.m. | City Manager's Report | Bill Monahan | |
| 2. | 6:00 p.m. | Land Use and Development Review Tune-Up Code Amendment Project Pre-Hearing Briefing | Susan Shanks | |
| 3. | 6:45 p.m. | Adjourn | | |

Information

Executive Session: All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the one previous to it.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.
- The City of Milwaukie is committed to providing equal access to information and public meetings per the Americans with Disabilities (ADA). If you need special accommodations, please call 503.786.7502 or email ocr@ci.milwaukie.or.us at least 48 hours prior to the meeting.



To: Mayor and City Council

Through: Bill Monahan, City Manager
Kenneth Asher, Community Development and Public Works Director
Katie Mangle, Planning Director

From: Susan P. Shanks, Senior Planner

Subject: Land Use and Development Review Tune-Up:
Code Amendment Project Pre-Hearing Briefing

Date: December 14, 2010 for December 21, 2010 Work Session

Action Requested

None. This is a briefing for informational purposes in preparation for public hearings before the Planning Commission in January 2011 and City Council in March 2011 to adopt amendments to the City's zoning code.

History of Prior Actions and Discussions

November 2010: Staff briefed Council on the status of various zoning code amendment projects, with a focus on the *Land Use and Development Review Tune-up Project* and the *Residential Design Standards Project*.

March 2010: Council entered into an intergovernmental agreement with the State of Oregon to prepare draft code amendments based on the City's code amendment priorities as described in the 2009 Smart Growth Code Assessment Final Report.

October 2009: Council concurred with the priorities identified in the Smart Growth Code Assessment Final Report and requested that staff move forward with the next phase of the project.

August 2009: Staff briefed Council on the City's Smart Growth Code Assessment Project.

July 2009: Council reviewed the work plan for improving the City's zoning code during a joint session with the Planning Commission,

May 2009: The City received a grant from the State of Oregon to conduct a zoning and development review code assessment

Background

This staff report is intentionally brief. Please refer to the attachments for more detailed information about the proposed amendments. Attachment 1 graphically shows the land use and development review process and how the proposed amendments would improve that process. Attachment 2 shows the existing and proposed new organizational structure of the City's zoning code.

Attachments 3 – 12 contain the proposed amendments. For ease of use, each attachment includes a cover page and an overview of the key changes being proposed. Staff will provide a summary of the proposed amendments at the December 21 worksession with a focus on what these amendments would mean to the most frequent users of the code (e.g. homeowners, developers, neighborhood associations, staff, and decision makers). Staff is seeking feedback from Council on the proposed amendments in advance of the adoption process, which is scheduled to begin in January 2011.

Most of the City's land use and development review procedures are located in the Zoning Ordinance (Title 19 of the Milwaukie Municipal Code), but some are located in the Comprehensive Plan. As a result, this project includes both zoning code and comprehensive plan text amendments. It also includes a complete restructuring of Title 19 to make it a better vehicle for implementing the proposed improvements to the City's land use and development review procedures.

The goal of this project is to create a smart, flexible, and local code that implements the community's vision for Milwaukie (as outlined in the Comprehensive Plan) through efficient and effective review procedures. Staff defines a smart, flexible, local code as follows:

Smart. A smart code is one that contains everything it should and nothing it shouldn't. Its structure and procedures are easy to understand and follow, serving to help property owners and developers effectively manage their development projects.

Flexible. A flexible code is one that enables the City to meet all of its legal requirements for processing applications while not hampering its ability to facilitate quality development and maintain high service standards.

Local. A local code is one that provides for meaningful public involvement in a way that reflects Milwaukie's character.

The following proposed amendments are consistent with this goal and were prepared with extensive input from the Planning Commission (6 in-depth work sessions) and a 2-person subcommittee of the Planning Commission (3 meetings). Staff is proposing to locate all but two of the chapters listed below (i.e. Nonconforming Uses & Development and Review Procedures) in the new land use applications chapter, which is shown as Chapter 19.900 on Attachment 2.

- Nonconforming Uses and Development (existing Chapter 19.800)
- Amendments to Maps and Ordinances (existing Chapter 19.900)
- Code Interpretations and Director Determinations (existing sections in Chapters 19.1000 and 19.800)
- Conditional Uses (existing Chapter 19.600)
- Development Review (NEW Application)
- Extensions to Expiring Approvals (NEW Application)
- Modifications to Existing Approvals (NEW Application)
- Variances (existing Chapter 19.700)
- Review Procedures (existing Chapter 19.1000)

Staff has also prepared draft amendments to the Comprehensive Plan, specifically Chapter 1 Citizen Involvement and Chapter 2 Plan Review and Amendment Process, to reflect best/current practices and the changes being proposed to the City's review procedures.

Proposed Amendments to City Council Land Use Responsibilities

To meet the goal of making the land use review process as efficient and effective as possible, staff is proposing some procedural changes that would affect how and when Council is involved in this process. These changes are meant to ensure that Council's involvement is focused and productive and that the Planning Commission's time and expertise is well utilized. In general, they would make the Planning Commission the final authority on most land use decisions while still allowing for Council involvement on some appeals and all policy decisions. In other words, the proposed amendments would allow the Planning Director and Planning Commission to implement the City's land use regulations as prescribed in the code—from ensuring that new businesses are allowed by the City's zoning to approving community service uses—and would only include Council in that process when Planning Commission decisions were contested or when policy changes, such as code amendments or extensive zone changes, were proposed.

Staff will explain and seek feedback on the following proposed changes during the work session:

- Limit quasi-judicial land use decisions that are appealed to Council to a de novo

on the record review.¹ This would limit the scope of the appeal to what was in the record. New arguments would be allowed, but new evidence would not be allowed.

- Remove Council from appeals for ministerial land use decisions (i.e. decisions made by the Planning Director through the Type I or II review process). This would give Planning Commission the final decision making authority on ministerial decisions that are appealed.²
- Eliminate Council public hearing requirement for quasi-judicial zone changes. Adoption of an implementing ordinance by Council is still necessary, but would occur through the consent agenda item process. The effect of these changes would be the delegation of the public hearing and land use decision to the Planning Commission for these types of land use actions.

Hearing Schedule for Proposed Amendments

- Planning Commission Hearing: January 2011
- City Council Hearing: March 2011

Concurrence

The Planning Commission helped staff develop the proposed amendments during six in-depth work sessions. Additionally, a 2-person subcommittee of the Planning Commission met with staff on three occasions for more focused discussions. The Planning Commission completed their final pre-hearing review on November 9 and directed staff to move forward with the adoption process.

Planning Department staff also consulted with the City Attorney, Design and Landmarks Committee, and the Community Development and Engineering Departments while drafting the proposed amendments. Staff will continue to work with affected departments throughout the code writing and adoption process.

In early November, staff posted project information on the City's website. This included both a summary of the project and draft chapters as they became available. Staff briefed the Neighborhood District Associations (NDA) at a special meeting of the NDA leadership and land use committee members in November 2010, and will seek review and comment from interested parties in early 2011. Staff will keep the project website up-to-date by posting the most current draft of the proposed amendments as they are modified in the course of the adoption process.

¹ A de novo on the record hearing does not allow for the presentation of new evidence but does allow for new testimony and new arguments based on evidence already in the record.

² Ministerial decisions include, but are not limited to: property line adjustments, minor land partitions, minor modifications to community service uses, legal lot determinations, and nonconforming use determinations.

Fiscal Impact

This project has been funded in part by a \$50,000 grant from the State. In accepting this grant, the City signed an intergovernmental agreement that commits the State to fund the project, and the City to provide staff time to prepare the code amendments. No matching funds from the City were required beyond the commitment of staff time.

The City has dedicated approximately 1 FTE position to this project (time split between the Planning Director and two planning staff) since May 2009. The City Attorney has also been actively involved in resolving land use issues on an ongoing basis.

The problems addressed by this code project will likely generate a small amount of new revenue and result in some cost savings through various process improvements, examples of which are as follows:

- Elimination of the requirement to advertise all land use hearings in the newspaper would save the City roughly \$3,000/year. Staff believes that this type of notice provides few people with the information that they actually need to understand and/or get involved in the land use review process. The proposed amendments would instead give the Planning Director discretion to use the most effective and appropriate means of advertisement available depending on the nature of the development being proposed.
- Elimination of the requirement to hold a City Council hearing for certain types of zone change requests (i.e. those involving 5 or fewer properties that do not also include a Comprehensive Plan map change request) would save staffing costs associated with a second public hearing. Staff believes that these kinds of requests are clearly quasi-judicial in nature and are most appropriately decided by the Planning Commission. The proposed amendments would allow for the appeal of these types of decisions to Council.
- Clarification of existing procedures and the addition of new procedures would eliminate time-consuming debates amongst staff and between staff and the City Attorney over which process to use or which steps to take in any given situation. Clarification of existing procedures would also eliminate procedural oversights that have led to delays, which, in turn, have required additional staff time to rectify and/or triggered additional public notice costs.
- Addition of three new land use applications (i.e. Development Review, Extensions to Expiring Approvals, and Modifications to Existing Approvals) and the expansion of two (i.e. Director Determinations and Conditional Uses) would allow the City to collect an application fee commensurate with the development proposal or request being made and staff time required. These fees would be set by the existing Fee Schedule and range from \$150 to \$1700 depending upon the level of review (i.e. ministerial or quasi-judicial) that is triggered by the proposal.

Work Load Impacts

This project has been a significant part of the Planning Department's workload for the 2010-11 fiscal year and will continue to be so until adoption. By eliminating outdated and inefficient procedures, clarifying existing procedures, and adding new procedures, the proposed amendments would greatly improve the Planning Department's ability to manage the City's land use and development review process in a fair, effective, and cost-efficient manner. In addition to introducing new efficiencies, which would likely reduce staff work load, the proposed amendments may also increase staff work load. Staff work load may increase as the result of more land use application submittals (e.g. variance requests, extension requests, etc.) and/or the addition of new projects to the department's work plan (e.g. nonconforming use inventory for amortization purposes).

Due to the extensive nature of the amendments, staff anticipates that some inadvertent errors may be discovered after adoption and plans to return to Council approximately six months after the amendments take effect to rectify them. Staff also anticipates that one outcome of this project may be to bring to light problems that already exist but have been buried in the code for some time. These will be added to the department's "code fix list" to be addressed as part of the ongoing work plan.

Alternatives

None, as this item is for informational purposes only.

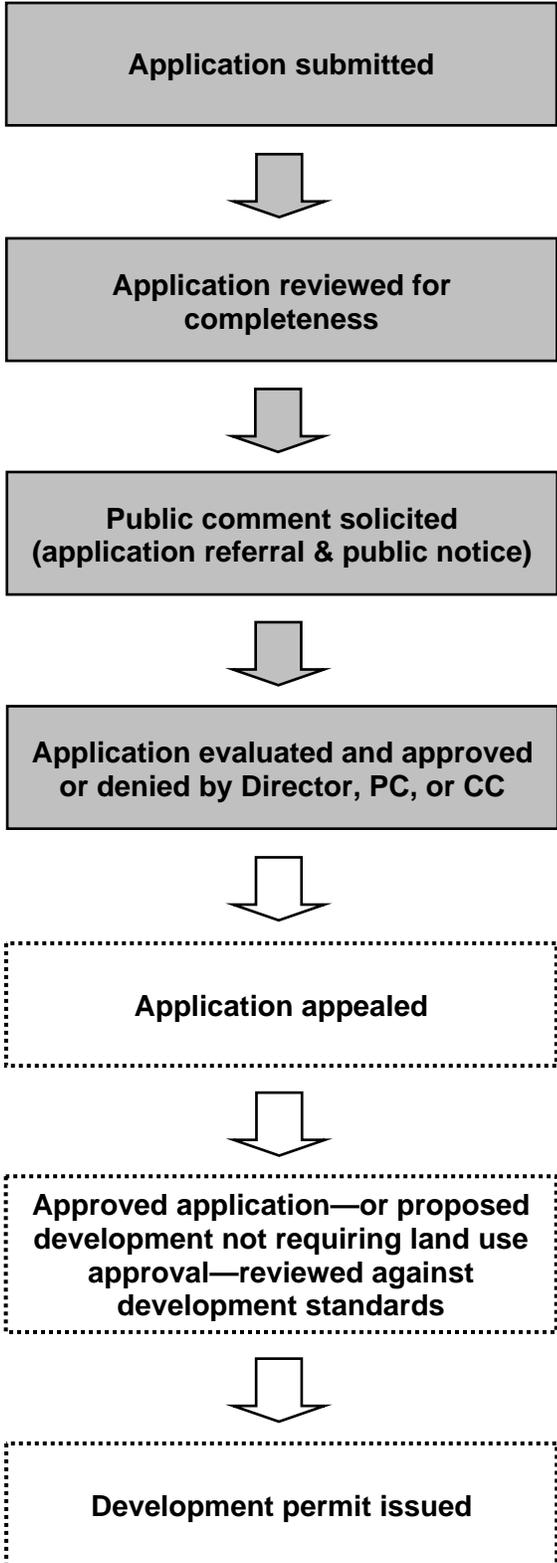
Attachments

Note: Attachments 3 – 12 are the proposed zoning code amendments. Each of these attachments includes a cover page and an overview of the key changes being proposed.

1. Land Use and Development Review Flowchart & Project Overview
2. Existing & Proposed Chapter Structure for Title 19
3. Nonconforming Uses and Development
4. Amendments to Maps and Ordinance
5. Code Interpretations and Director Determinations
6. Conditional Uses
7. Development Review
8. Extensions to Expiring Approvals
9. Modifications to Existing Approvals
10. Variances
11. Review Procedures
12. Comprehensive Plan (Chapters 1 and 2)

ATTACHMENT 1
**LAND USE AND DEVELOPMENT REVIEW FLOWCHART
 AND PROJECT OVERVIEW**

Existing Review Process Steps



The proposed amendments would change and improve the existing process in the following ways:

- Adds a comprehensive list of all application types
- Adds 3 new applications
- Expands 2 existing applications
- Deletes 1 application
- Consolidates 3 applications into 1 application
- Requires preapplication conference prior to submission

- Makes completeness review consistent w/ ORS
- Provides process for modifying complete application

- Codifies existing NDA referral process
- Eliminates newspaper notice as a *requirement*
- Streamlines Type II notice process
- Requires more and better site signage & Type IV notice
- Requires notice to PC & CC when code interpretation issued by Director

- Adds purpose statements to provide direction
- Improves approval criteria to allow for appropriate analysis and discretion consistent with level of review
- Imposes expiration date on all approved applications
- Allows some zone changes to be decided by PC
- Clarifies DLC, PC, and CC role in decision making process

- Limits CC appeals to de novo on the record review
- Does not allow for Type II elevation to PC but for on appeal
- Does not allow for Type I or II elevation to CC on appeal

- Adds new Development Review application to bridge the gap between the City's land use and development review functions and formalize existing practice

- Provides for process to allow Council to amortize existing or future nonconforming uses
- Provides for loss of conditional use rights if use discontinued

ATTACHMENT 2

**TITLE 19 ZONING ORDINANCE:
EXISTING AND PROPOSED CHAPTER STRUCTURE**

| <u>Existing</u> | | <u>Proposed</u> | |
|------------------------|---|------------------------|--|
| 19.100 | Introductory Provisions | 19.100 | Introductory Provisions |
| 19.200 | Basic Provisions | 19.200 | Definitions |
| 19.300 | Use Zones | 19.300 | Base Zones |
| 19.400 | Supplementary Development Regulations | 19.400 | Overlay Zones |
| 19.500 | Off-Street Parking and Loading | 19.500 | Supplementary Development Regulations |
| 19.600 | Conditional Uses | 19.600 | Off-Street Parking and Loading |
| 19.700 | Variances, Exceptions, and Home Improvement Exceptions | 19.700 | Public Facility Improvements |
| 19.800 | Nonconforming Uses | 19.800 | Nonconforming Uses and Development |
| 19.900 | Amendments | 19.900 | Land Use Applications |
| 19.1000 | Administrative Provisions | 19.1000 | Review Procedures and Administration |
| 19.1100 | Miscellaneous Provisions | 19.1100 | Annexations and Boundary Changes |
| 19.1200 | Remedies | 19.1200 | Solar Access Protection |
| 19.1300 | Solar Access Protection | | |
| 19.1400 | Public Facility Improvements | | |
| 19.1500 | Boundary Changes | | |

Nonconforming Uses and Development

Draft Code Amendments
December 21, 2010

Commentary: Chapter 19.800, Nonconforming Uses and Development

Nonconforming uses and development are uses and development that do not conform to the City's current land use and development regulations either because they were established prior to the enactment of such regulations or because they conformed at the time they were established but applicable City regulations have since changed. The City's current nonconforming code provisions describe property owners' rights to maintain, alter, expand, demolish, and rebuild a nonconforming use, structure, or site improvement. While the current proposal replaces the City's existing chapter governing nonconformities in its entirety, it continues to address all of the property owners' rights listed above and provides the City with a process to amortize high-impact nonconforming uses.

Summary of Key Policy Items in the Proposed Amendments:

- Deletes the provision that allows for the alteration or extension of nonconforming structures through this chapter. The current code allows for nonconforming structures to potentially vary from existing development standards more than conforming structures through the avenues available to them, i.e. through the City's existing variance or home improvement exception allowances. As proposed, alterations to nonconforming structures may still be allowed; however, they would be subject to the same variance process and approval criteria as conforming structures.
- Clarifies and allows for more flexibility for replacement of uses or structures destroyed by accident or natural hazard. The proposed changes are consistent with the ORS and the City Attorney's recommendation.
- Provides a process whereby high impact nonconforming uses may be amortized or otherwise discontinued.
- Moves the nonconforming determination section out of this chapter and expands its usefulness by allowing determinations in other situations.
- Increases the time frame within which nonconforming uses lose their nonconforming status through discontinuance or abandonment from 6 months to 12 months. This may result in the perpetuation of some nonconforming uses; however, staff believes that the 6-month timeframe is so short as to be meaningless and may result in long-term vacancies or underutilization of property, especially in the downtown area. Extending the time frame to 12 months is also consistent with the time frame available to property owners to rebuild a nonconforming structure that was accidentally destroyed.

CHAPTER 19.800

NONCONFORMING USES AND DEVELOPMENT

SECTIONS:

- 19.801 Purpose**
- 19.802 General Provisions**
- 19.803 Continuation of Nonconforming Uses and Development**
- 19.804 Alteration of Nonconforming Uses and Development**
- 19.805 Rebuilding of Nonconforming Uses and Development**
- 19.806 Amortization of Nonconforming Uses**

19.801 PURPOSE

Nonconforming uses and development are uses and development that do not conform to the City's current land use and development regulations either because they were established prior to the enactment of such regulations or because they conformed at the time they were established but applicable City regulations have since changed.

Most nonconforming uses and development may be maintained but may not be altered without land use review. In certain cases, nonconforming uses and development may be rebuilt if destroyed. In general, however, nonconforming use and development shall be brought into conformance with applicable land use and development regulations when redevelopment occurs. High impact nonconforming uses are particularly disfavored by the City to continue into perpetuity.

The provisions in this chapter are meant to balance property owner rights, community expectations and standards, and public health, safety, and welfare.

19.802 GENERAL PROVISIONS

19.802.1 Nonconforming Uses and Development

A specific site may be nonconforming because it contains a nonconforming use, nonconforming development, or both. Nonconforming development includes structures and/or other site improvements such as off-street parking, landscaping, or access. Determination of the legal status of a nonconforming use or development may be requested by the property owner pursuant to Section 19.903.

19.802.2 Provisions

The following provisions apply to all nonconforming uses and development:

- A. Changes in ownership may occur and do not affect the status of a nonconforming use or development.
- B. A nonconforming use or development may change to a conforming use or development by right. Once a conforming use or development occupies the site, the nonconforming status is lost and the nonconforming use or development may not be reestablished.
- C. Routine maintenance and repair of a nonconforming use or development as defined in Section 19.201 is allowed. Alteration, as defined in Section 19.201 and further described in Section 19.804, or destruction, as described in Section 19.805, may require land use review and/or may result in the loss of the nonconforming status of the use or development.

- D. Where other sections of the Milwaukie Municipal Code require nonconforming uses or development to come closer to conformance, those provisions apply.

19.803 CONTINUATION OF NONCONFORMING USES AND DEVELOPMENT

19.803.1 Provisions

A nonconforming use or development may continue indefinitely pursuant to the provisions in Subsection 19.802.2 unless it is discontinued as described in this section, altered as described in Section 19.804, destroyed as described in Section 19.805, or amortized as described in Section 19.806.

19.803.2 Loss of Nonconforming Use Status

If a nonconforming use is discontinued or abandoned for a period of 12 months, the site will lose its nonconforming status and any subsequent use on the site shall conform to all applicable land use and development regulations. For the purpose of calculating the 12-month period, a use is discontinued or abandoned upon the first day of any of the following events, whichever occurs first:

- A. On the date a nonconforming use physically vacates the site.
- B. On the date a nonconforming use ceases to be actively involved in the nonconforming activity.
- C. On the date of termination of any lease or contract under which the nonconforming use has occupied the land.
- D. On the date a request for final reading of water and power meters is made to the applicable utility districts.

19.804 ALTERATION OF NONCONFORMING USES AND DEVELOPMENT

19.804.1 Nonconforming Uses

A. Provisions

The following provisions apply to the alteration of nonconforming uses:

- 1. A nonconforming use shall not be moved in whole or in part to any portion of the site other than that occupied by the nonconforming use.
- 2. No additional development shall occur on the site, including the erection of signs, in connection with a nonconforming use.
- 3. Changes to operations such as business hours are not allowed.
- 4. Alterations or expansions that conform to Title 19 or decrease the nonconformity are allowed.

B. Land Use Review Required

- 1. A nonconforming use shall not be altered unless such alteration is approved by the Planning Commission through a Type III review process per Section 19.1006. The applicant shall demonstrate that the proposed alterations would result in no more of a detriment to surrounding properties than the existing nonconforming use.
- 2. If a nonconforming use involving a structure is replaced by another use, the new use shall conform to Title 19 unless the Planning Commission determines that such structure is suitable only for another nonconforming use through a Type III review

process per Section 19.1006. The applicant shall demonstrate that the new nonconforming use would be no more detrimental to surrounding properties than the one it is replacing.

19.804.2 Nonconforming Development

The following provisions apply to the alteration of nonconforming development:

- A. Alterations or expansions that increase the nonconformity are not allowed unless a variance is approved pursuant to Section 19.911.
- B. Alterations or expansions that conform to Title 19 are allowed. For example, development that does not conform to height, yard requirements, or lot coverage may be altered provided that the alteration does not exceed the height, yard requirements, or lot coverage requirements of Title 19.

19.805 REBUILDING OF NONCONFORMING USES AND DEVELOPMENT

19.805.1 Provisions

The following provisions establish when a nonconforming use or development may be reestablished or rebuilt following its intentional or accidental destruction:

- A. When a nonconforming use or development is intentionally destroyed to an extent less than or equal to 50% of its replacement value, restoration is allowed. The restoration shall not result in an increase in the nonconformance of the use or development.
- B. When a nonconforming use or development is intentionally destroyed to an extent exceeding 50% of its replacement value, restoration of the use or development shall conform to all applicable land use and development regulations.
- C. If a nonconforming use or development is partially or totally destroyed by fire or other causes or natural hazards beyond the control of the owner, the use or development may be restored or replaced. The restoration or replacement shall not be more out of conformance with the land use or development regulations than the original use or development.

19.805.2 Loss of Nonconforming Status

Restoration or replacement of nonconforming uses or development that have been partially or totally destroyed, whether intentional or by accident, must commence within 12 months from the date of destruction. If restoration or replacement does not commence within the 12-month period, the use or development will lose its nonconforming status and any subsequent use or development on the site shall conform to all applicable land use and development regulations.

19.806 AMORTIZATION OF NONCONFORMING USES

19.806.1 Purpose

The purpose of this section is to provide a process whereby the City could require the discontinuance of nonconforming uses through amortization in a manner that is fair, predictable, and transparent.

19.806.2 Applicability

- A. All legally established high-impact nonconforming uses as defined in Section 19.201 and as identified on the City's inventory pursuant to Subsection 19.806.3.B are subject to amortization and discontinuance. Illegally established uses are subject to enforcement proceedings by the City if not immediately discontinued or converted to a conforming use.

- B. The following nonconforming uses are not subject to amortization and discontinuance:
 - 1. Nonconforming uses that can be made conforming within 6 months, and the owner enters into an agreement with the City to bring the use into conformance within 6 months.
 - 2. Nonconforming uses that are protected under the Religious Land Use and Institutionalized Persons Act.
 - 3. Nonconforming uses that are identified as low-impact nonconforming uses as defined in Section 19.201.

19.806.3 Identification of Nonconforming Uses

- A. The City Council may direct the Planning Director to evaluate existing land uses within the City for the purpose of compiling an inventory of uses subject to amortization and discontinuance. Such direction shall be made by resolution at a public meeting.
- B. The Planning Director's evaluation shall be undertaken as follows:
 - 1. Create a list of all nonconforming uses pursuant to City Council direction as provided in Subsection 19.806.3.C below.
 - 2. Remove all properties that are exempt under Subsection 19.806.2.B from the list.
 - 3. Determine which nonconforming uses are high-impact nonconforming uses as defined by Section 19.201 that remain on the list.
 - 4. Compile an inventory of all properties containing a high-impact nonconforming use.
- C. At the time of a vote directing the Planning Director to perform an evaluation of nonconforming uses, the Council shall specify the following:
 - 1. The amount of time the Planning Director has to perform the evaluation, which shall be no less than 60 days.
 - 2. Whether the Planning Director shall evaluate all uses in the entire City or whether the evaluation should be limited to a specified geographic area, type of use, or zoning district.
- D. No less than 60 days after the Planning Director's completion of the inventory, City Council shall review and adopt the inventory by resolution.
- E. No more than 30 days after the adoption of the inventory by City Council, the Planning Director shall provide notice to all property owners listed in the nonconforming use inventory. Such notice shall include the following:
 - 1. A statement that the City has determined that the subject property contains at least one nonconforming use that is subject to discontinuance through amortization.
 - 2. The findings from the Planning Director's evaluation.
 - 3. A copy of this ordinance.
 - 4. The date of the first evidentiary hearing before the Planning Commission to determine the schedule of amortization and discontinuance. Such a hearing shall be scheduled no less than 60 days after the mailing of the notice.

19.806.4 Review Process

- A. For all properties with identified nonconforming uses that are included in the adopted nonconforming use inventory, the City shall require the discontinuance of such uses under

a plan whereby the full value of any use-dependent structures and facilities are amortized within a definite and reasonable period of time. This action is a quasi-judicial action, not a legislative action, but shall utilize the Type IV review process pursuant to Section 19.1007.

1. The approved amortization schedule shall be adopted by ordinance and shall commence upon the effective date of the ordinance.
 2. The hearings conducted under this subsection pursuant to the Type IV review process shall be limited to the determination of the following:
 - a. Whether the use is properly included on the inventory.
 - b. Whether the use is exempt from amortization and discontinuance under Subsection 19.806.2.B.
 - c. The duration of a reasonable amortization period and all terms associated therewith, based on the evaluation criteria in Subsection 19.806.5.
- B. The City Council may, by ordinance, execute a compliance agreement with the owner of any property found to contain a high-impact nonconforming use. Such an agreement shall include a schedule for the property owner to bring the property into conformance through discontinuance of all nonconforming uses in a certain amount of time or by other means acceptable to the City. Such an agreement shall alleviate the City's obligation to schedule a hearing to determine an amortization period pursuant to Subsection 19.806.4.A or, alternatively, shall supersede the established amortization period for the subject property.
- C. The City shall record in the Clackamas County real estate records all ordinances adopted pursuant to this subsection.

19.806.5 Evaluation Criteria

The City's review authorities shall consider the following criteria, at a minimum, in determining a reasonable length of time for the amortization period:

- A. Nature of the use, its operations, and structures.
- B. Character of the land and land uses in the surrounding area.
- C. Location of the use in relation to surrounding uses.
- D. Value of the land and its improvements.
- E. Length of time the use has been in existence and the length of time the use has been nonconforming.
- F. Amount of capital investment in the structures or improvements on the property at the time the use became nonconforming.
- G. Amount of investment realized to date and the amount remaining, if any, to be recovered during the amortization period.
- H. Existence or nonexistence of lease obligations.
- I. Removal costs that are directly attributable to the establishment of a discontinuance date.
- J. Other costs and expenses that are directly attributable to the establishment of a discontinuance date.
- K. Burden on the property owner resulting from discontinuance of the use.
- L. Benefit to the public resulting from discontinuance of the use.

Amendments to Maps and Ordinances

Draft Code Amendments
December 21, 2010

Commentary: Section 19.902, Amendments to Maps and Ordinances

The overall purpose of this section is to establish the criteria for how changes to land use regulations and the Comprehensive Plan are made. It is similar to the current Chapter 19.900.

Summary of Key Policy Items in the Proposed Amendments:

19.902.3.B

The Comprehensive Plan amendment approval criteria are essentially the same criteria that exist in Chapter 2 of the Comprehensive Plan. Some minor modifications have been made to make them easier to apply during the hearings process. It is a change from the current code and Comprehensive Plan to have the procedures for Comprehensive Plan amendments as part of the zoning code, rather than in the Comprehensive Plan itself.

19.902.4.B

The process and criteria for zoning text changes are fairly simple. The proposed changes remove the approval criteria from existing Section 19.902 that seemed more related to site specific zoning map amendments.

19.902.5.A

The process for reviewing zoning map amendments is proposed to change. Zoning map amendments may be treated differently depending on the size of the area included in the proposal. Changes that affect large geographic areas are legislative in nature in that they are policy decisions. Changes to smaller areas are quasi-judicial in nature in that they apply existing policies and procedures to the circumstances of specific properties. Legally, there is no definitive threshold for what constitutes a legislative zone change versus a quasi-judicial zone change. The review process in the proposed code reflects this uncertainty but gives some guidance, and defers to the City Attorney to make the decision about which process is appropriate.

19.902.5.B

The approval criteria have been modified to focus less on the specifics of what development might occur within a zone and more on the general compatibility of the proposed zone in relation to existing surrounding zones. It is presumed that the development that will occur will comply with the relevant standards and criteria imposed by the zone.

19.902 AMENDMENTS TO MAPS AND ORDINANCES

19.902.1 Purpose

This section establishes the process for amending the City's Comprehensive Plan and land use regulations within the Milwaukie Municipal Code. The approval process related to Comprehensive Plan amendments is intended to ensure compliance with State laws and administrative rules, including the 19 statewide land use planning goals and the Metro Urban Growth Management Functional Plan, Chapter 3.07, Title III of the Metro Code. The approval process related to land use amendments is intended to ensure compliance with the Comprehensive Plan.

The goals and policies of the Comprehensive Plan are implemented, in part, through the land use regulations of the Milwaukie Municipal Code. The sections of the Municipal Code that most directly related to implementation of the Comprehensive Plan are Title 14 Signs, Title 17 Land Division, and Title 19 Zoning.

19.902.2 Applicability

The requirements of Section 19.902 apply to the amendments described below.

- A. Amendments to add, modify, or delete the text of the Milwaukie Comprehensive Plan or its ancillary documents.
- B. Amendments to add, modify, or delete the text of Titles 14, 17, and 19 of the Milwaukie Municipal Code, or any other portion of the Milwaukie Municipal Code that constitutes a land use regulation per ORS 197.015.
- C. Amendments to change the maps of the Milwaukie Comprehensive Plan, including maps within ancillary documents. Changes to these maps resulting from actions taken by Section 19.1104 Expedited Process are exempt from the requirements of Section 19.902.
- D. Amendments to change the "Zoning Map of Milwaukie, Oregon," which is the map established by Section 19.203. Changes to this map resulting from actions taken by Section 19.422.17 Boundary Verification and Map Administration, and Section 19.1104 Expedited Process are exempt from the requirements of Section 19.902.

19.902.3 Comprehensive Plan Amendments

Changes to the Milwaukie Comprehensive Plan shall be called Comprehensive Plan Amendments.

A. Review Process

Changes to the Milwaukie Comprehensive Plan described by Subsections 19.902.2.A or C shall be subject to Type IV review per the procedures of Section 19.1004.

B. Approval Criteria

Changes to the Milwaukie Comprehensive Plan shall be approved if the following criteria are met:

1. The proposed amendment is in conformance with the Comprehensive Plan.
2. The proposed amendment is in the public interest with regard to neighborhood or community conditions, or corrects a mistake or inconsistency in the Comprehensive Plan or Land Use map.
3. The public need is best satisfied by this particular proposed amendment.

Proposed Code Amendment

4. The proposed amendment is in conformance with relevant State Statutes and Administrative Rules, such as the Statewide Planning Goals and Transportation Planning Rule.
5. The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

19.902.4 Municipal Code Amendments

Changes to the text of land use regulations within the Milwaukie Municipal Code shall be called Zoning Text Amendments, regardless of the individual titles involved.

A. Review Process

Changes to Titles 14, 17, or 19 of the Milwaukie Municipal Code, or any land use regulation as defined by ORS 197.015, that are described by Subsection 19.902.2.B shall be subject to Type IV review per the procedures of Section 19.1004.

B. Approval Criteria

Changes to the Milwaukie Municipal Code described by Subsection 19.902.2.B shall be approved if the following criteria are met:

1. The proposed amendment is consistent with other provisions of the Milwaukie Municipal Code.
2. The proposed amendment is consistent with the Comprehensive Plan.
3. The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.
4. The proposed amendment is consistent with relevant federal regulations.

19.902.5 Zoning Map Amendments

Changes to the Zoning Map of Milwaukie, Oregon, shall be called Zoning Map Amendments.

A. Review Process

1. Changes to the Zoning Map described in Subsection 19.902.2.D may either be subject to Type III review, per Section 19.1003, or Type IV review, per Section 19.1004. The City Attorney shall have the authority to determine the appropriate review process for each individual Zoning Map Amendment. This decision is not a land use decision per ORS 197.015 and is not subject to appeal.

Generally, Zoning Map Amendments that affect 5 or more property owners or encompass more than 2 acres of land should be considered legislative in nature, and subject to Type IV review. Zoning Map Amendments that involve fewer property owners and encompass a smaller area of land should be considered quasi-judicial in nature, and subject to Type III review.

2. Changes that affect both the Zoning Map and text of Titles 14, 17, or 19, or other land use regulation of the Milwaukie Municipal Code shall be subject to Type IV review per the procedures of Section 19.1004. These changes are subject to the approval criteria of Subsections 19.902.4.B and 19.902.5.B.

B. Approval Criteria

Changes to the Zoning Map of Milwaukie, Oregon shall be approved if the following criteria are met:

1. The proposed amendment is compatible with the surrounding area based on the following factors:
 - a. Site location and character of the area.
 - b. The predominant land use pattern and density of the area.
 - c. Expected changes in the development pattern for the area.
 - d. The need for uses allowed by the proposed zone amendment.
 - e. The availability of suitable alternative areas of the same or similar zoning designation.
2. The subject property and adjacent properties are presently provided with adequate public facilities, services, and transportation networks to support the use, or such facilities, services, and transportation networks are proposed or required as a condition of approval.
3. The proposed amendment is consistent with the functional classification, capacity, and level of service of the transportation system. A transportation impact study may be required subject to the provisions of Chapter 19.700.
4. The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan.
5. The proposed amendment is consistent with the Comprehensive Plan goal, policies, and Land Use map.
6. The proposed amendment complies with the state Transportation Planning Rule.

C. Conditions of Approval

Conditions of approval may be applied to zoning map amendments for purposes of fulfilling identified need for public facilities and/or meeting applicable regional, State, or federal regulations. Conditions of approval may include actual construction of facilities or a performance contract, bond, or escrow account to assure installation of public facilities to specified standards.

D. Modification of Official Zoning Map

For zoning map amendments not involving conditions of approval, the Zoning Map shall be modified when the adopting ordinance goes into effect. For zoning map amendments involving conditions of approval, the Zoning Map shall not be modified until all conditions of approval are satisfied.

E. Revocation

If conditions of approval are not met within 2 years of ordinance adoption, the Planning Commission shall hold a public hearing to consider the revocation of the approved zoning. This review shall follow the procedures of Subsection 19.1011.3 Minor Quasi-Judicial Review. The Planning Commission may also, upon determination that the applicant is making satisfactory progress towards completing conditions of approval, grant a one-time extension not to exceed a maximum of 2 years.

Code Interpretations and Director Determinations

Draft Code Amendments
December 21, 2010

Commentary: Section 19.903, Code Interpretations and Director Determinations

The current code includes provisions for both director's interpretations of code provisions and director's determinations of the status of structures, uses, and lots with regard to their legality. Because these processes are similar in nature and level of review, the proposed amendments place both of these processes into one section of the code. The key provisions of this section are summarized below.

Summary of Key Policy Items in the Proposed Amendments:

19.903.1

- The purpose statement establishes parameters for Code Interpretations by stating that an interpretation is not a substitute for the legislative process of amending the code, but that it can be used for interim situations where a code change is needed until the legislative amendments can be made (see 19.903.1).

19.903.3

- The Code Interpretation process includes factors on which a code interpretation can be based to aide the decision process (see 19.903.4.A).
- The Code Interpretation process includes notice of a Code Interpretation to the Planning Commission and City Council (19.903.3.B.2). The current code does not require this notice.
- The Director's Determination process incorporates two existing types of determinations (nonconforming status and legality of lots) and adds two other types (similar use determinations and an 'other' category). Each type has its own decision criteria (see 19.903.B.1-4). This change empowers the Planning Director to make these types of determinations and is in direct response to the community's requests for these types of determinations.

19.903 CODE INTERPRETATIONS AND DIRECTOR DETERMINATIONS

19.903.1 Purpose

The purpose for both code interpretations and Director determinations is to allow for discretionary rulings on the interpretation and application of the provisions of land use regulations. The most common instances for which such rulings are required are where the text of the land use regulation is unclear, where a determination about the similarity of a proposed use and outright allowed uses is needed, and where a determination is requested regarding the legal status of a use or property. The initial decisions on these matters are to be made by the Planning Director at an administrative level with the option for appeal.

Code interpretations are not intended to substitute for legislative amendments to land use regulations. Code interpretations may, however, be used as an interim measure to allow the City's land use regulations to be applied consistently with regional, State, or federal requirements until legislative amendments can be made.

19.903.2 Applicability

The provisions of Section 19.903 apply to the situations described below.

- A. A code interpretation may be made where the language of Titles 14, 17, or 19 is unclear in its terms, meaning, or intent. An interpretation is not necessary where the meaning of the code is unambiguous and no discretion is required in its interpretation.
- B. A Director determination may be requested for the following situations.
 - 1. Determination of whether a use is similar in nature to other outright allowed uses within a zone. A formal determination is not necessary where the comparison is obvious and the decision is nondiscretionary.
 - 2. Determination of the legal status of a nonconforming use.
 - 3. Determination of the legal status of a unit of land.
 - 4. Determination for any other situation where a discretionary decision is needed to review the facts of a situation and make determination as to the status, category, allowance, etc. per Titles 14, 17, or 19. This process is not available for provisions that specifically state that a decision under that provision cannot be appealed.

19.903.3 Review Process

- A. General Provisions
 - 1. Code interpretations are initiated by application. The applicant may be any member of the public, the Planning Director, Planning Commission, or City Council.
 - 2. Applications for a code interpretation are prohibited in either of the following situations:
 - a. The code interpretation may affect the evaluation of approval standards or criteria for any quasi-judicial land use application that is currently under review by the City.
 - b. The code interpretation is being sought as a remedy to a violation of the Milwaukie Municipal Code for which the City has issued a citation and the citation is pending judgment/sentencing.
 - 3. Director determinations are initiated by application to the City.
- B. Review Procedures

1. Within 14 days of receipt of an application for a code interpretation, the Planning Director will decide whether to refuse the request or accept the request and issue an interpretation. Any application fees will be refunded if a request is refused.
2. Code interpretations are reviewed per the Type I review procedures in Section 19.1004. A copy of the notice of decision shall be sent to the Planning Commission and City Council.
3. Director determinations are reviewed per the Type I review procedures in Section 19.1004.

19.903.4 Approval Criteria

A. Code Interpretations

Code interpretations are different from other land use applications in that they are an interpretation of language, policy, and legal matters, as opposed to an evaluation of a use or development. A code interpretation shall be as consistent as possible with the criteria listed below. Not all of the criteria need to be met for a code interpretation to be issued.

1. The proposed interpretation is consistent with the common meaning of the words or phrases at issue.
2. The proposed interpretation is consistent with relevant policy direction from official City documents such as the Comprehensive Plan and its ancillary documents.
3. The proposed interpretation is consistent with the legislative intent for the words or phrases at issue. The intent is based on the legislative record for the ordinance that adopted or amended the regulations at issue.
4. The proposed interpretation is consistent with the interpretation of other portions of the Milwaukie Municipal Code.
5. The proposed interpretation is consistent with regional, State, and federal laws and court rulings that affect the words or phrases at issue.

B. Director Determinations

1. Similar Use

Director determinations of similar use shall be based on the following criteria:

- a. The proposed use and outright allowed uses are comparable with respect to the characteristics described below.
 - (1) Hours of operation.
 - (2) Generation of off-site impacts such as noise, lighting glare, dust, and odors.
 - (3) Employment and customer characteristics.
- b. The proposed use is consistent with the stated purpose, if available, of the zone under consideration.
- c. The base zone of the location where the use is proposed is reasonably similar to other zones where the proposed use is allowed outright.
- d. The proposed use is consistent with goals and policies in the Comprehensive Plan regarding the proposed land use and the appropriate locations within the city for the use.

2. Legal Status of a Nonconforming Use

Director determinations of legal status of a nonconforming use shall be based on the following criteria:

- a. The nonconforming situation was permitted under applicable regulations at the time it was established. Evidence to address this criterion may include the following items:
 - (1) Copies of building and/or land use permits issued at the time the use, building, or other condition was established.
 - (2) Copies of zoning code provisions and/or maps.
 - (3) Demonstration that the situation was established before the applicable development code for the community was adopted.
- b. The nonconforming situation has been legally maintained over time. Evidence to address this criterion may include the following items:
 - (1) Utility bills.
 - (2) Income tax records.
 - (3) Business licenses.
 - (4) Listings in telephone, business, and Polk directories.
 - (5) Advertisements in dated publications; e.g., trade magazines.
 - (6) Building, land use or development permits.

3. Legal Status of a Unit of Land

Director determinations of the legal status of a unit of land shall evaluate the date of creation or boundary change for the units of land in question and determine whether the required City, County, and State approvals were granted at that time to approve the land division or boundary change.

Evidence that required approvals were granted may include the following items:

- a. Title report, including related instruments of conveyance.
- b. Plats on file with the Clackamas County Surveyor's office.
- c. Deeds recorded with the Clackamas County Recorder's office.
- d. Land use applications and decisions from the City of Milwaukie or Clackamas County.

4. Other

The Planning Director may make other determinations, aside from similar use, legal status of a nonconforming use, or legal status of a unit of land. Such a determination shall evaluate the specific facts concerning the determination request and make a ruling of how the provisions of Title 14, 17 or 19, or other land use regulations within the Milwaukie Municipal code apply. The approval criteria for this determination are as follows:

- a. The determination is consistent with relevant policy direction from official City documents such as the Comprehensive Plan and its ancillary documents.
- b. The determination is consistent with the purpose or intent statements, if available, in the applicable sections of code.

- c. The determination is consistent with the legislative intent for the words or phrases at issue. The intent is based on the legislative record for the ordinance that adopted or amended the regulations at issue.
- d. The determination is consistent with any legal opinions from the City Attorney.

19.903.5 Other Provisions for Code Interpretations and Director Determinations

A. Code Interpretations

- 1. Code interpretations shall control the future application of the sections of the Milwaukie Municipal Code to which they pertain unless superseded by a subsequent code interpretation or legislative change to the Milwaukie Municipal Code.
- 2. The Planning Director shall maintain current code interpretations on file at the Planning Department's offices so they are readily available for public review. Code interpretations that are obviated by amendments to the Milwaukie Municipal Code, subsequent code interpretations, or other changes in law are not required to be readily available. Such code interpretations shall be maintained as land use files consistent with State record retention laws and City records maintenance policies.

B. Director Determinations: Similar Use and Other

- 1. Director determinations issued under Subsections 19.903.4.B.1 and 4 are decisions that are based on the specific facts presented for each determination. Director determinations issued by the City may be relied upon for future determinations where circumstances are similar, but do not necessarily set precedent for subsequent code determinations.
- 2. Issuance of a Director determination does not obligate the City to issue any permit or preclude code enforcement action if the situation evaluated by the City differs from what was presented in the determination request.
- 3. A Director determination issued under Subsections 19.903.4.B.1 or 4 does not expire unless the code used for the determination is amended.

C. Director Determinations: Legal Status of a Nonconforming Use or Unit of Land

- 1. An applicant for a Director determination issued under Subsections 19.903.4.B.2 or 3 may request a subsequent determination if new evidence or materials become available.
- 2. The City may pursue code enforcement action following a Director determination where evidence is clear that a use, land division, or boundary change was established illegally.

Conditional Uses

Draft Code Amendments
December 21, 2010

Commentary: Section 19.905, Conditional Uses

This section is a revision to the current provisions for Conditional Uses in Chapter 19.600. The types of uses that require Conditional Use approval are unchanged from the current code. The proposed code does have important changes in handling minor changes to existing conditional uses, evaluating the status of existing conditional uses, and 'sunsetting' discontinued conditional uses.

The following is a summary of the key policy items in the proposed amendments.

Summary of Key Policy Items in the Proposed Amendments:

19.905.3 Review Process

The current proposal establishes new distinctions between establishment of a conditional use, major modification to an existing conditional use, and minor modification to an existing conditional use. The distinct review types are analogous to the existing review types for Community Service Uses.

19.905.5 Conditions of Approval

This section authorizes the decision maker(s) to impose conditions that are necessary to make a conditional use compatible with its surroundings. The list is intentionally broad so that code users understand that consideration of a broad range of factors is appropriate. This basic policy is captured in existing Section 19.601. That section has text to suggest that a broad range of conditions may be imposed, but it has a much shorter list of examples.

19.905.7 Review of Existing Conditional Use Permits

These are revisions of existing procedures within the code for handling conditional uses that are out of compliance with their approved operation or are having unanticipated impacts. The general approach in this subsection is to notify the conditional use operator and allow them to voluntarily correct the situation. The issue can be elevated to Planning Commission review if the owner does not correct the problem or if the correction is ineffective.

19.905.8 De Facto Conditional Use Status and Loss of Conditional Use Status

This section expands upon the existing code that grants conditional uses status to uses that are listed as conditional uses in our current code that are legal and did not undergo conditional use review.

The proposed code includes new provisions dealing with the expiration of conditional use status. Under the current code, conditional uses do not have an expiration date if the use changes or is discontinued. The proposed code would automatically remove conditional use status for properties that undergo a change in use. It would also remove conditional use status for properties where the use is discontinued for 3 years. The discontinuation clause

applies only to non-residential conditional uses that receive conditional use approval or become de facto conditional uses after the proposed regulations are enacted.

19.905.9.A Standards Governing Conditional Uses

The proposed code amends the yard requirements for conditional uses in residential zones. Instead of requiring that conditional uses in residential zones have a yard width equal to at least two-thirds the height of the principal structure, the proposed code allows for the Planning Commission to impose additional yard width requirements as a condition of approval to address impacts related to building height, mass, and proximity to residential land uses. Staff believes that the current approach is unnecessarily rigid and ineffective and that the proposed approach effectively empowers the Planning Commission to determine the most appropriate yard width requirements on a case-by-case basis.

19.905 CONDITIONAL USES

19.905.1 Purpose

The purpose of the conditional use regulations is to evaluate the establishment of certain uses that may be appropriately located in some zoning districts, but that may only be permitted if appropriate for the specific site on which they are proposed.

Conditional uses are not allowed outright. Although they may provide needed services or functions in the community, they are subject to conditional use review because they may change the character of an area or adversely impact the environment, public facilities, or adjacent properties. The conditional use review process allows for the establishment of conditional uses when they have minimal impacts or when identified impacts can be mitigated through conditions of approval. The review process also allows for denial when concerns cannot be resolved or impacts cannot be mitigated.

Approval of a conditional use shall not constitute a zone change and shall be granted only for the specific use requested subject to such modifications, conditions, and restrictions as may be deemed appropriate by the review authority.

19.905.2 Applicability

- A. This section applies to the establishment of a use identified as a conditional use in the base zones in Chapter 19.300 or overlay zones in Chapter 19.400 that are applicable to the property on which the use is proposed.
- B. This section applies to the major or minor modification of existing conditional uses.
- C. This section does not apply to major or minor modification of uses that received conditional use approval where the use is allowed outright by the base zones and overlay zones which currently apply to the property containing the use.

19.905.3 Review Process

- A. Establishment of a new conditional use or major modification of an existing conditional use shall be reviewed pursuant to Section 19.1004 Type III Review.
- B. Minor modification of an existing conditional use shall be reviewed pursuant to Section 19.1002 Type I Review.

19.905.4 Approval Criteria

- A. Establishment of a new conditional use or the major modification of an existing conditional use may be approved if the following criteria are met:
 - 1. The characteristics of the lot are suitable for the proposed use considering size, shape, location, topography, existing improvements, and natural features.
 - 2. The operating and physical characteristics of the proposed use will be reasonably compatible with and have minimal impact on nearby uses.
 - 3. All impacts have been identified and will be mitigated to the extent practicable.
 - 4. The proposed use will not have unmitigated nuisance impacts, such as from noise, odor, and/or vibrations, greater than usually generated by outright allowed uses at the proposed location.
 - 5. The proposed use will comply with all applicable development standards and requirements of the base zone, any overlay zones, and the standards in Section 19.905.

6. The proposed use will comply with all applicable Comprehensive Plan policies related to the proposed use.
 7. Adequate public facilities will be available to serve the proposed use at the time of occupancy.
- B. Minor modification of an existing conditional use may be approved if the following criteria are met:
1. The proposed modification will not significantly increase the intensity of the use at this location.
 2. The proposed modification will comply with all applicable development standards and requirements of the base zone, any overlay zones, and the standards in Section 19.905.
 3. The proposed modification will not negatively impact nearby uses, protected natural features, or public facilities any more than what was identified in the original conditional use approval.
 4. The proposed modification will comply with any conditions of approval from the original conditional use approval.

19.905.5 Conditions of Approval

The Planning Commission, or Planning Director in the case of minor modifications, may impose conditions of approval that are suitable and necessary to assure compatibility of the proposed use with other uses in the area and minimize and mitigate potential adverse impacts caused by the proposed use.

Conditions of approval may include, but are not limited to, the following aspects of the proposed use:

- A. Limiting the hours, days, place, and manner of operation.
- B. Requiring structure and site design features that minimize environmental impacts such as those caused by noise, vibration, air pollution, glare, odor, and dust.
- C. Requiring additional front, rear, or side yard width.
- D. Limiting building height, size, or location or limiting lot coverage.
- E. Limiting or otherwise designating the size, number, or location of vehicle access points from the street.
- F. Requiring additional landscaping or screening of off-street parking and loading areas.
- G. Limiting or otherwise designating the location, intensity, and shielding of outdoor lighting.
- H. Requiring screening or landscaping for the protection of surrounding properties.
- I. Requiring and designating the size, height, location, and materials for fences.
- J. Requiring the protection and preservation of existing trees, soils, vegetation, watercourses, habitat areas, and drainage areas.

19.905.6 Conditional Use Permit

- A. The City will issue a conditional use permit upon the approval for the establishment of a conditional use or the approval of the major modification of an existing conditional use. The

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Planning Director may decide if it is necessary to revise an existing conditional use permit after approval of a minor modification.

- B. The conditional use permit shall include the following information:
 - 1. A description of the use that has been approved by the City.
 - 2. Restrictions and/or conditions of approval placed upon the use.
 - 3. Ongoing responsibilities required for the operation of the conditional use.
 - 4. Allowance for the transfer of rights and responsibilities upon change in ownership of either the use or the property containing the use.
 - 5. Procedures for review, revisions, and suspension of the conditional use permit.
- C. The applicant must record the conditional use permit with the Clackamas County Recorder's Office and provide a copy to the City prior to commencing operations allowed by the conditional use permit.
- D. A conditional use permit is not affected by a change in ownership of the use or the property containing the use. A conditional use permit is valid unless one of the following occurs:
 - 1. There is a change in use.
 - 2. The permit is suspended per the procedures in Subsection 19.905.6.
 - 3. The use is discontinued as described in Subsection 19.905.8.
- E. Compliance with the terms and conditions of the conditional use permit is required on an ongoing basis.
- F. The notice of decision, Planning Commission minutes, and other city records shall constitute the conditional use permit for conditional uses that were approved prior to the effective date of this ordinance.

19.905.7 Review of Existing Conditional Use Permits

- A. The Planning Director may evaluate the operation of a conditional use for compliance with the conditional use permit if it appears the terms and conditions of the permit are being violated or complaints are received regarding the use. An observation or complaint must be based on one of the following occurrences:
 - 1. Violation of any applicable development standard or requirement that pertains to the conditional use.
 - 2. Failure to operate as approved or failure to satisfy a condition of approval from the original conditional use approval.
 - 3. Incidents that are perceived to be a direct result of the conditional use and that may be detrimental to the health, safety, property, or general welfare of the public.
- B. If the Planning Director finds that the conditional use is noncompliant or is having unanticipated impacts that are detrimental to the health, safety, property, or general welfare of the public, the Planning Director shall require the owner and/or operator to resolve the issue within a specified period of time.
- C. If the owner and/or operator of the conditional use cannot or does not resolve the issue in Subsection 19.905.7.B, the matter shall be heard by the Planning Commission to review the conditional use permit and to consider modification, suspension, or revocation of the

conditional use permit. The review shall follow the procedures of Section 19.1004 Type III Review. The owner and/or operator shall not be charged a fee for this review.

The Planning Commission may take the following actions in consideration of the conditional use permit:

1. Allow the continued operation of the conditional use without modifications to the conditional use permit. This option should be utilized when the Planning Commission finds that the use is not out of conformance with the conditional use permit or that complaints raised under Subsection 19.905.7.A.3 are not detrimental to the health, safety, property, or general welfare of the public.
2. Suspend the permit and require the cessation of the conditional use until the issue is resolved. Upon suspension of the conditional use permit, the Planning Commission shall set a future meeting date to consider reinstating the permit. A suspended permit may be reinstated when, in the judgment of the Planning Commission, the issue has been resolved.
3. Modify the conditional use permit to address the circumstance(s) that gave rise to the issue. Modifications to the condition use permit shall be based on factors relevant to the approval criteria for conditional uses in Subsection 19.905.4. The Planning Commission may opt to suspend the permit per Subsection 19.905.7.C.1 until compliance with the modified conditional use permit is achieved.
4. Revoke the conditional use permit. Revocation of a conditional use permit shall only occur in either of the following circumstances:
 - a. The nature of the conditional use is such that its impacts cannot be minimized or mitigated to be consistent with the conditional use approval criteria.
 - b. The property owner and/or operator of the conditional use failed to comply with the terms and/or conditions of the original or modified conditional use permit.

19.905.8 De Facto Conditional Use Status and Loss of Conditional Use Status

A. A legally established use currently identified in the code as a conditional use is a de facto conditional use, rather than a nonconforming use, even if:

1. It had previously been identified as an outright allowed use or nonconforming use.
2. It had not previously undergone conditional use review.

A de facto conditional use does not require a conditional use permit. Modifications to a de facto conditional use shall be evaluated per Subsections 19.905.3 and 4.

B. A conditional use or de facto conditional use shall automatically lose its conditional use status if either of the following occurs. A dispute about whether these either of these situations has occurred shall be resolved by the Planning Director through the Director determination process pursuant to Section 19.903.

1. The conditional use or de facto conditional use undergoes a change in use. Changes in use to an outright allowed use results in the loss of any conditional use status. Changes in use to another approved conditional use results in the loss of the conditional use status only for the prior use.
2. The conditional use or de facto conditional use has been discontinued for more than 2 years. A conditional use is considered discontinued upon the day of the earliest occurrence of the events listed in Subsection 19.803.2.A–D. This discontinuation applies only to properties that both:

- a. Received conditional use approval or became de facto conditional uses following the effective date of Ordinance #_____.
- b. Are not single family or multifamily conditional uses or single family or multifamily de facto conditional uses.

19.905.9 Standards Governing Conditional Uses

A conditional use shall comply with the standards of the zone in which it is located, except as these standards have been modified by the Planning Commission when authorizing the conditional use and as otherwise modified within this subsection.

A. Yards

Additional yard width requirements may be imposed as a condition of approval to address impacts related to building height, mass, and proximity to residential land uses.

B. Access to Property and Building Openings

The City may limit or prohibit vehicle access from a conditional use to a residential street, and it may limit or prohibit building openings within 50 feet of residential property in a residential zone if the openings will cause glare or excessive noise or will otherwise adversely affect adjacent residential property.

C. Surface Mining

In considering a conditional use application for surface mining, the following minimum requirements shall apply:

1. Open pit and gravel excavating or processing shall not be permitted nearer than 50 feet to the boundary of an adjoining property line, unless written consent of the owner of such property is first obtained. Excavating or processing shall not be permitted closer than 30 feet to the right-of-way line of an existing or platted street or an existing public utility right-of-way.
2. Production from an open pit or the removal of sand and gravel shall not leave a slope exceeding 1 foot horizontal for 1 foot vertical.
3. An open pit or sand and gravel operation shall be enclosed by a fence suitable to prevent unauthorized access.
4. A rock crusher, washer, or sorter shall not be located nearer than 500 feet to a residential or commercial zone. Surface mining equipment and necessary access roads shall be constructed, maintained, and operated in such a manner as to eliminate, as far as is practicable, noise, vibration, or dust which is injurious or substantially annoying to persons living in the vicinity.

D. Junk or Wrecking Yard

In considering a conditional use application for a junk or wrecking yard, the Planning Commission shall require that it be enclosed by a sight-obscuring fence not less than 6 feet high.

E. High-Impact Commercial Use

In considering a conditional use application for a high-impact commercial use, the Planning Commission shall consider the following:

1. Nearness to dwellings, churches, hospitals, or other uses which require a quiet environment.

2. Building entrances, lighting, exterior signs, and other features which could generate or be conducive to noise or other disturbance for adjoining uses.
3. Parking vehicles and pedestrian access and circulation could contribute to noise or attract habitual assembly or unruly persons.
4. Hours of operation.
5. In addition to consideration of the above with respect to building and site design, the Planning Commission may attach conditions or standards of performance and impact, and methods for monitoring and evaluating these, to ensure that such establishments do not become unduly or unnecessarily disruptive.

F. Single-Family Attached Dwellings

In considering a conditional use application for single-family attached dwellings, the Planning Commission shall consider the following:

1. Whether a structure of a similar type is within 200 feet.
2. Relationship to neighboring uses.
3. Street access.
4. Terrain of the site.

G. Multifamily Condominium and Apartment Dwellings

In considering a conditional use application for multifamily condominium and apartment dwellings, the Planning Commission shall consider the following:

1. Relationship to neighboring uses.
2. Street access.
3. Terrain of the site.

H. Senior and Retirement Housing

In considering a conditional use application for senior and retirement housing, the Planning Commission shall consider the following:

1. Pedestrian access to transit.
2. Pedestrian access to convenience facilities such as grocery store, pharmacy, laundromat, park and open space, and senior activity center.
3. Pedestrian access to banking, churches, hospitals, and restaurants.
4. Quality of project as a living environment for residents.
5. Minimizing impact on the surrounding area.

The Planning Commission may recommend to the City Council an increase in density to as much as that permitted by the next higher zone. The City Council shall make the final decision on density increase.

An applicant is required to submit materials and the Planning Commission shall attach conditions which will ensure that the special nature of the housing, and groups to be served, are clearly defined and maintained in perpetuity. Also a project is required to meet the definition for this type of housing defined in Section 19.103.

Development Review

Draft Code Amendments
December 21, 2010

Commentary: Section 19.906, Development Review

Development Review is a new application whose purpose is to ensure compliance with the standards and provisions of the City's land use regulations through an efficient review process that effectively coordinates the City's land use and development permit review functions. Under the current code, the City processes a sizeable number of permits on an ad-hoc basis at the staff level. This review sometimes includes decisions on discretionary criteria, which should occur with some level of public notice. The proposed Development Review application formalizes the City's current practices and allows for public notice where appropriate. It is not meant to add additional process, expense, or time to the permit approval process any more than is necessary to adequately implement the City's land use and development standards. In most instances, the average homeowner who is seeking permits from the City will not experience any change in the way the City issues permits.

Summary of Key Policy Items in the Proposed Amendments:

19.906.2.A

Type I Development review will be required for the issuance of development permits that are reviewed against standards that are clear and objective and/or that require a minimal amount of professional judgment.

A Type I Development review may be the first and only land use review required for a development proposal. For other proposals, a Type I Development Review may be used as a follow-up review for evaluating the development permits of a proposal that has already received Planning Commission approval. The Planning Director may waive the follow-up Type I Development Review if most or all significant issues were addressed during the initial land use approval.

19.906.2.B

The primary difference between Type I and Type II review is that Type II review includes evaluation of a development project against discretionary standards or criteria. Type II reviews allows for more notice and more detailed review and, as proposed, would typically be triggered by larger-scale development projects. Type II review, as proposed, would not typically be required for development proposals that required other Type II or III land use reviews.

19.906.2.C

Staff proposes to exempt certain types of development from the Development Review process. The code sections that apply to these types of development either have limited review by the Planning Department (tenant improvements, right-of-way work, or temporary events), or are reviewed against clear and objective code standards in a limited number of places within the code. Development exempted from the Development Review process

would still be required to comply with all applicable development regulations prior to being issued building permits.

19.906.3

This section establishes how the development permit review application fits within the overall land use approval and development permit review processes. This establishes that development review may be a concurrent application or that it can follow a land use approval. For most large developments, a development review application will be needed prior to the issuance of development permits.

19.906.4

The approval criteria for development review are fairly simple. The process is intended to be a thorough review of the proposal with respect to the code and its applicable sections as well as a review of any conditions of approval from land use approvals earlier on in the process.

For Type I reviews, the development review will be a review against standards that are clear and objective or require a minimal amount of professional judgment. This should be a straightforward "checklist" type of review to ensure that the plans meet the numerical development standards of the code.

Type II reviews will also include review against some clear and objective standards, but will also include subjective and context sensitive criteria. As such, staff believes it is appropriate for nearby residents, NDAs, and other agencies to have the chance to comment through the Type II review process on whether the approval criteria are met.

19.906 DEVELOPMENT REVIEW

19.906.1 Purpose

The purpose of this section is to ensure compliance with the standards and provisions of the City's land use regulations through an efficient review process that effectively coordinates the City's land use and development permit review functions. Development review is intended to encourage quality development that is compatible with its surroundings and reflects the goals and policies of the Milwaukie Comprehensive Plan.

19.906.2 Applicability

A. Type I Review

The following development proposals must submit a Development Review application and are subject to the requirements of this section, unless explicitly stated otherwise in an applicable land use approval or waived by the Planning Director at the time of development permit submittal.

1. New development and expansions or modifications of existing development that require review against standards and criteria that are either clear and objective, or that require the application of limited professional judgment.
2. A change in primary use.
3. Parking lot expansions or modifications that change the number of parking spaces by five spaces or more.

B. Type II Review

The following development proposals must submit a Development Review application and are subject to the requirements of this section. Type II Development Review does not apply to development proposals in the downtown zones as these zones have a separate design review process.

1. New development, or expansions or modifications to existing development, for which the applicant elects, where a choice is available, to have the proposal reviewed against discretionary criteria or standards.
2. New construction of over 1,000 square feet in the Manufacturing (M) zone within 120 feet of areas zoned for residential uses or within any part Business Industrial (BI) zone.
3. New development or expansions, or modifications to existing development, where the scale of development and/or the level of discretion required to evaluate applicable standards and criteria is not appropriate for a Type I development review.

C. Exemptions

The following development proposals are not required to submit a Development Review application and are exempt from the requirements of this section. Proposals that are exempt from this section must still comply with all applicable development and design standards. For proposals that require a development permit, compliance with standards will be reviewed during the permit review process.

1. New or expanded single-family detached or attached residential dwellings.
2. Single-family residential accessory uses and structures.
3. Interior modifications to existing buildings that do not involve a change of use.

4. Construction of public facilities in the public right-of-way.
5. Temporary events as allowed in Chapter 11.04.

19.906.3 Review Process

A. General Provisions

1. Development review generally includes review of the proposed use(s), structure(s), and site improvements for compliance with applicable standards. For expansions or modifications of existing development, the review is limited to the modified portions of the site or structure and any other site improvements that may be affected by the proposed modifications.
2. Applicants for development proposals that are subject to Type II Development Review and require other land use approvals may submit a Type II Development Review application with the other required land use application(s) and for concurrent review per Section 19.1001.6.
3. Applicants for development proposals that are subject to Type I Development Review and require development permits may submit a Type I Development Review application with the required development permits and request concurrent review. The City will not issue development permits until the Type I Development Review application has been approved.
4. Submittal of a Type II Development Review application may not preclude the need for submittal of a Type I Development Review application. Depending on the nature of the development proposal, Type II Development Review may be required during the land use review phase of the proposal, and Type I Development Review may be required during the development permit review phase of the proposal.

B. Review Types

1. Type I Development Review applications are evaluated through a Type I review process per Section 19.1004. Type I Development Review ensures compliance with applicable land use and site development standards, and non-discretionary design standards.
2. Type II Development Review applications are evaluated through a Type II review process per Section 19.1005. Type II Development Review is for proposals that opt for or require discretionary review because they either do not meet clear and objective design standards or not all applicable design standards are clear and objective. The Planning Director will determine whether existing standards are clear and objective where they are not clearly identified as such.

19.906.4 Approval Criteria

The criteria in this subsection are the approval criteria for Type I and Type II development review applications. The criteria are based on a review of development standards throughout Title 19 Zoning. Not all of the standards within the chapters listed below are applicable to a proposal, and the City will identify the applicable standards through the development review process. Though the criteria are the same for Type I and Type II development review, the standards evaluated in a Type I review will be clear and objective or require limited professional judgement, while the Type II review will involve discretionary standards and/or criteria.

An application for Type I or Type II Development Review shall be approved when all of the following criteria have been met

Proposed Code Amendment

- A. The proposal complies with all applicable base zone standards in Chapter 19.300.
- B. The proposal complies with all applicable overlay zone standards in Chapter 19.400.
- C. The proposal complies with all applicable supplementary development regulations in Chapter 19.500.
- D. The proposal complies with all applicable off-street parking and loading standards and requirements in Chapter 19.600.
- E. The proposal complies with all applicable public facility standards and requirements, including any required street improvements, in Chapter 19.700.
- F. The proposal complies with all applicable conditions of any land use approvals for the proposal issued prior to or concurrent with the Development Review application.

Extensions to Expiring Approvals

Draft Code Amendments
December 21, 2010

Commentary: Section 19.908, Extensions to Expiring Approvals

Proposed amendments to the City's review procedures (Chapter 19.1000) includes a new provision that provides for the automatic expiration of approved land use decisions that have not been utilized after a specified period of time. This provision is intended to protect the community from some of the problems associated with land use approvals that don't expire, which include, but are not limited to, the following:

- Project construction is delayed or dragged out for a long period of time resulting in extended disruption to neighbors and visual blight.
- Surrounding conditions change between land use approval and construction, and the project has unmitigated impacts on the neighborhood, a natural resource area, or the transportation network.
- Staff changes between land use approval and construction resulting in less efficient and/or effective review of the project during development review.
- Neighbors are surprised when the project is constructed years or decades after an approval has been issued.

To balance the need and desire for expiration of approvals, the current proposal includes a formal process for reviewing and possibly extending the time period during which land use approvals are valid on a case-by-case basis.

Summary of Key Policy Items in the Proposed Amendments:

19.908.2 Applicability

- Allows for the extension of only unexpired approvals.

19.908.3 Review Process

- Allows for a maximum extension of two years with no limit on the number of extensions that may be requested.
- Provides for Type II review process for applications that were originally approved through either the Type II or III review process in order to provide for the most appropriate public notice and opportunity for comment. Applications originally approved through the Type I review process would have their extension requests processed through the Type I process

19.908.4 Approval Criteria

- Allows for an extension only after it has been determined that conditions in and around the proposed development site are substantially the same.

19.908 EXTENSIONS TO EXPIRING APPROVALS

19.908.1 Purpose

The purpose of this section is to provide for an appropriate and efficient review process for extending the time period during which land use approvals are valid and may be utilized.

19.908.2 Applicability

A. Approvals Eligible for Extensions

An extension may be requested for any unexpired land use application that was required by Titles 14, 17, or 19 of the Milwaukie Municipal Code and that was approved through a Type I, II, or III review process.

B. Approvals Not Eligible for Extensions

An extension may not be requested for an approved land use application that has expired or where other sections of the municipal code specifically prohibit or limit the length or number of extensions allowed.

19.908.3 Review Process

A. General Provisions

1. An extension application must be submitted and approved prior to the expiration date of the approval. An extension application may not be submitted more than 6 months in advance of an expiration date.
2. An extension may be approved up to a maximum of two years from the effective date of the extension approval. Additional extensions may be requested. There is no limit to the number of extensions that may be requested or approved.
3. If the original application was approved through a Type III review process, the Planning Director shall notify the Planning Commission of receipt of an extension application at the same time that public notice is mailed for the application.
4. If an extension application is denied, the applicant may seek approval for the proposed development by resubmitting all applicable land use applications. Such applications are subject to all procedures, approval criteria, and development standards in effect at the time of submission.

B. Review Types

1. If the original application was approved through a Type I review process, the extension application shall be processed through a Type I review process per Section 19.1004.
2. If the original application was approved through a Type II or Type III review process, the extension application shall be processed through a Type II review process per Section 19.1005 in order to provide public notice and opportunity for public comment.

19.908.4 Approval Criteria

An extension shall be approved when all of the following criteria have been met:

- A. There have been no significant changes on the subject property, in the vicinity of the subject property, or to any relevant regulations since the original application was approved.
- B. No modifications to the approved application or to the conditions of approval are proposed.
- C. If the previously approved application included a Transportation Impact Study or a Water Quality Resource Report, an updated report was provided with the extension application

Proposed Code Amendment

that shows no significant changes on the subject property or in the vicinity of the subject property. A letter from a recognized professional will also satisfy this criterion if it states that conditions have not changed since the original approval and that no new analysis is warranted.

Modifications to Existing Approvals

Draft Code Amendments
December 21, 2010

Commentary: Section 19.909, Modifications to Existing Approvals

It is not uncommon for development plans to change after land use approval and during development permit review as more detailed design and engineering is completed for a specific development proposal. The current proposal creates a formal process for reviewing these kinds of modifications. It codifies staff's existing practice of reviewing some modifications administratively and sending others back to Planning Commission for review.

Summary of Key Policy Items in the Proposed Amendments:

19.909.3 Review Process

- Allows the Planning Director to determine when a modification is substantial enough to warrant more formal review and approval.
- Creates two categories of modifications—major and minor—and requires Type III review of major modifications and either Type I or II review for minor modifications. For minor modifications, allows the Planning Director to process the application through the review level that provides for the most appropriate public notice and opportunity for participation.
- Limits the scope of review of the modification to the modified portions of the development proposal and any other portions of the development proposal that are affected by the modification.

19.909 MODIFICATIONS TO EXISTING APPROVALS

19.909.1 Purpose Statement

The purpose of this section is to provide an appropriate and efficient review process for modifying approved land use applications and development plans after approvals have been obtained but prior to issuance of development permits.

19.909.2 Applicability

A. Modifications Requiring Submittal of New Application

A modification application is required for any land use application that was approved pursuant to Titles 14, 17, or 19 of the Milwaukie Municipal Code through a Type I, II, or III review process and that has been subsequently modified such that the proposal no longer substantially conforms to the plans and/or other development documents upon which the original proposal was evaluated and approved.

B. Exceptions

A modification application is not required when modifications are required by City staff during development review for compliance with conditions of approval, development standards, public works standards, or any other applicable standards that the City has the authority to implement at the time of development.

19.909.3 Review Process

A. General Provisions

1. The Planning Director shall determine whether the modified proposal substantially conforms to the plans and/or other development documents upon which the original proposal was evaluated and approved. This determination is not a land use decision and is not appealable.
2. If the Planning Director determines that a modified proposal no longer substantially conforms to the original approval, the Planning Director shall require one of the following before approving any development permits:
 - a. Submittal and approval of a modification application to modify the original approval per this section.
 - b. Resubmittal and approval of the original land use application with the proposed modifications.
3. For a modification requiring review under this section, the Planning Director shall determine whether the modification is major or minor in nature.
 - a. Major modifications are modifications that alter a condition of approval imposed by the Planning Commission, have different or more impacts than the original proposal, and/or require substantial changes to the findings from the original approval.
 - b. Minor modifications are all modifications not otherwise identified as major modifications.
4. The scope of review for a modification application reviewed under this section is limited to the modified portions of the development proposal and any other portions of the development proposal that are affected by the modification.
5. Denial of a modification application does not invalidate the original approval.

B. Review Types

1. Minor modifications shall be processed through a Type I or Type II review process per Section 19.1004 or 19.1005. The review type shall be dependent upon the nature and scope of the modification, and the Planning Director shall favor the review type that provides the most appropriate public notice and opportunity for public comment.
2. Major modifications shall be processed through a Type III review process per Section 19.1006.

19.909.4 Approval Criteria

A. Approval Criteria for Minor Modifications

1. The proposed modification complies with all applicable development standards and requirements, except as modified by the original approval.
2. The proposed modification will continue to meet all applicable approval criteria upon which the original approval was based.
3. The proposed modification, as either proposed or conditioned, will not negatively impact nearby uses, protected natural features, or public facilities any more than what was identified in the original approval.
4. The proposed modification does not alter or contravene any conditions of approval from the original approval.

B. Approval Criteria for Major Modifications

1. The proposed modification complies with all applicable development standards and requirements, except as modified by the original approval.
2. The proposed modification will continue to meet all applicable approval criteria upon which the original approval was based.

19.909.5 Conditions of Approval

The review authority may impose conditions of approval that are suitable and necessary to ensure that the proposed modification will not cause the approved development proposal to fail to meet any approval criteria upon which the original approval was based or negatively impact nearby uses, protected natural features, or public facilities.

Variances

Draft Code Amendments
December 21, 2010

Commentary: Section 19.911, Variances

Variances are meant to provide relief from specific code provisions that have the unintended effect of preventing reasonable development or imposing undue hardship. The current proposal replaces the City's existing Variances, Exceptions, and Home Improvement Exceptions chapter (Chapter 19.700) in its entirety with the intention of fixing the following problems:

- The existing code does not contain a purpose statement for variances. Absent such a statement, the approval criteria set the tone for implementing this section of code.
- The existing approval criteria for variances are extremely narrow and rigid and allow for limited discretion even when being reviewed by a discretionary review body. They do not allow variances that would result in better projects and/or have undiscernible impacts, and they have the effect of not allowing small adjustments to standards on any but the most complex sites.
- Type II and Type III variances currently have the same approval criteria, which defeats the purpose of having two kinds of variances.
- The existing home improvement exception standards are unclear and overly complex.

Summary of Key Policy Items in the Proposed Amendments:

- Adds a purpose statement.
- Clarifies which standards are eligible for variances.
- Allows variances that improve the function or design of a project through a Type III review process.
- Allows small variances that are not detrimental to surrounding properties through a Type II review process, such as small variances to lot coverage and yard requirements. It does not allow variances to building height to be reviewed through the Type II process.
- Creates new approval criteria for both types of variances that allow for an appropriate amount of discretion based on the associated level of review.
- Folds the existing home improvement exception provisions into the new variance approval criteria and allowing the same types of requests through the new streamlined variance approach.
- Adds a provision that the existing use exception process cannot be used to allow a use that is prohibited by the underlying base zone. (The current proposal does not change the existing use exception approval criteria but for some very minor editing for clarity.)

19.911 VARIANCES

19.911.1 Purpose

Variations provide relief from specific code provisions that have the unintended effect of preventing reasonable development or imposing undue hardship. Variations are intended to provide some flexibility while ensuring that the intent of each development standard is met. Variations may be granted for the purpose of fostering reinvestment in existing buildings, allowing for creative infill development solutions, avoiding environmental impacts, and/or precluding an economic taking of property. Variations shall not be granted that would be detrimental to public health, safety, or welfare.

19.911.2 Applicability

A. Eligible Variations

Except for situations described in Subsection 19.911.2.B, a variance may be requested to any standard or regulation in Titles 17 or 19 of the Milwaukie Municipal Code, or any other portion of the Milwaukie Municipal Code that constitutes a land use regulation per ORS 197.015.

B. Ineligible Variations

A variance may not be requested to address the following situations:

1. To eliminate restrictions on uses or development that contain the word "prohibited."
2. To change a required review type.
3. To change or omit the steps of a procedure.
4. To change a definition.
5. To increase, or have the same effect as increasing, the maximum permitted density for a residential zone.
6. To justify or allow a Building Code violation.
7. To allow a use not outright allowed by the base zone. Requests of this nature may be allowed through the use exception provisions in Subsection 19.911.5; nonconforming use replacement provisions in Subsection 19.804.1.B.2; conditional use provisions in Section 19.905, or; community service use provisions in Section 19.904.

C. Exceptions

A variance application is not required where other sections of this code specifically provide for exceptions, adjustments, or modifications to standards either by-right or as part of a specific land use application review process.

19.911.3 Review Process

A. General Provisions

1. Variance applications shall be reviewed at one of two levels, Type II or Type III, depending upon the nature and scope of the variance request and the discretion involved in the decision-making process.
2. Variance applications may be combined with and reviewed concurrently with other land use applications.

3. One variance application may include up to three variance requests. Each variance request must be addressed separately in the application. If all of the variance requests are Type II, the application will be processed through the Type II review process. If one or more of the variance requests is a Type III, the application will be processed through the Type III review process. Additional variance requests must be made on a separate variance application.

B. Type II Variances

Type II variances allow for limited variations to numerical standards. The following types of variance requests shall be evaluated through a Type II review process pursuant to Section 19.1005:

1. A variance of up to 40 percent to a side yard width standard.
2. A variance of up to 25 percent to a front, rear, or street side yard width standard. A front yard width may not be reduced to less than 15 feet through the Type II review process.
3. A variance of up to 10 percent to lot coverage or minimum vegetation standards.
4. A variance of up to 10 percent to lot width or depth standards.
5. A variance of up to 10 percent to a lot frontage standard.

C. Type III Variances

Type III variances allow for larger or more complex variations to standards that require additional discretion and warrant a public hearing consistent with the Type III review process. Any variance request that is not specifically listed as a Type II variance per Subsection 19.911.3.B shall be evaluated through a Type III review process pursuant to Section 19.1006.

19.911.4 Approval Criteria

A. Type II Variances

An application for a Type II variance shall be approved when all of the following criteria have been met:

1. The proposed variance, or cumulative effect of multiple variances, will not be detrimental to surrounding properties, natural resource areas, or public health, safety, or welfare.
2. The proposed variance will not interfere with planned future improvements to any public transportation facility or utility identified in an officially adopted plan such as the Transportation System Plan or Water Master Plan.
3. Where site improvements already exist, the proposed variance will sustain the integrity of or enhance an existing building or site design.
4. Impacts from the proposed variance will be mitigated to the extent practicable.

B. Type III Variances

An application for a Type III variance shall be approved when all of the criteria in either Subsection 19.911.4.B.1 or 2 have been met. An applicant may choose which set of criteria to meet based upon the nature of the variance request, the nature of the development proposal, and the existing site conditions.

1. Discretionary Relief Criteria

- a. The applicant's alternatives analysis provides, at a minimum, an analysis of the impacts and benefits of the variance proposal as compared to the baseline code requirements.
 - b. The proposed variance is determined by the Planning Commission to be both reasonable and appropriate, and it meets one or more of the following criteria:
 - (1) The proposed variance avoids or minimizes impacts to surrounding properties.
 - (2) The proposed variance has desirable public benefits.
 - (3) The proposed variance responds to the existing built or natural environment in a creative and sensitive manner.
 - c. Impacts from the proposed variance will be mitigated to the extent practicable.
2. Economic Hardship Criteria
- a. Due to unusual site characteristics and/or other physical conditions on or near the site, the variance is necessary to allow reasonable economic use of the property comparable with other properties in the same area and zoning district.
 - b. The proposed variance is the minimum variance necessary to allow for reasonable economic use of the property.
 - c. Impacts from the proposed variance will be mitigated to the extent practicable.

19.911.5 Use Exceptions

A. Applicability

Use exceptions are a type of variance intended to allow uses that are not outright or conditionally allowed in the base zones and overlay zones. Use exceptions shall not be used to allow a use that is specifically prohibited by the base zone or overlay zone.

B. Review Process

Use exceptions shall be evaluated through a Type III review process pursuant to Section 19.1006.

C. Approval Criteria

The Planning Commission may authorize exceptions to uses established by Title 19 Zoning upon a determination that all of the following circumstances exist:

1. Exceptional circumstances apply to the property that do not generally apply to other properties in the same zone, resulting from circumstances over which the applicant has no control.
2. The proposed use would not be substantially detrimental to the interests of neighboring property owners.
3. Substantial justice to all owners would be afforded within the purposes of Title 19.
4. There exists no other practical use of the property under the provisions of Title 19.
5. Economic hardship shall not be a primary basis for allowance of a use exception nor shall circumstances of which the applicant had prior knowledge be considered upon application.

Review Procedures

Draft Code Amendments
December 21, 2010

Commentary: Chapter 19.1000, Review Procedures and Administration

Review procedures provide the basic framework for how the City conducts land use and development permit review. They determine what kinds of projects trigger land use review, who receives notices about hearings and decisions, when the City has to make a land use decision, and who makes the final decision (e.g. Planning Director, Planning Commission, or City Council).

City staff has found that the City's current review procedures can be problematic in a number of ways. Generally, the existing language tends to be inconsistent, confusing, and contains inaccurate or outdated cross-references. Furthermore, some of the procedural language may not be fully in compliance with state statutes that regulate land use review procedures. The intent of these proposed amendments is to clarify and streamline the City's review procedures and ensure consistency with state statutes. The current proposal replaces the City's existing Administrative Provisions chapter (Chapter 19.1000) in its entirety.

The City currently has five types of land use reviews, namely: Type I, Type II, Minor Quasi-judicial, Major Quasi-judicial, and Legislative. The current proposal eliminates the distinction between major and minor quasi-judicial and renames the review types as follows:

- Type I Review - Administrative review process decided by Planning Director
- Type II Review - Administrative review process with public notice; decided by Planning Director
- Type III Review - Quasi-judicial review process with public notice and hearing; decided by Planning Commission
- Type IV Review - Legislative review process with public notice and hearing; decided by City Council

The current Major Quasi-judicial land use review is used by the City solely for processing Zoning Map and Comprehensive Plan map amendments and requires a hearing before both the Planning Commission and City Council. Having a separate land use process for amendments is redundant and can create additional, unnecessary process (i.e., two public hearings when one is sufficient). The draft language proposes to process map amendments through either the Type III or Type IV procedure, depending on the scale and scope of the amendment, which will provide for a more streamlined review process for small-scale zone changes.

For each review type, the proposed code provides the following information in a consistent format:

- Preapplication conference requirements
- Application requirements

- Public notice requirements (if applicable)
- Decision authority
- Decision-making requirements
- Appeal procedures

The following is a more detailed overview and summary of key changes being proposed for each section of this chapter:

Summary of Key Policy Items in the Proposed Amendments:

Section 19.1001 General Provisions

This section introduces the four land use review types, outlines who can initiate a land use application, provides an overview of how applications are reviewed, and establishes a general process for how decisions are made.

One notable proposed change in this section is that it provides for the automatic expiration of approved land use decisions that have not been utilized after a specified time period. Depending on the type of application, approvals will generally expire after two to four years unless an extension is granted by the City. Extension requests will require a separate application pursuant to proposed new language in Chapter 19.908. This is a significant change from the current code language, which only addresses certain types of approvals (conditional use, exceptions/variances, and nonconforming use approvals) and provides just six months before they expire.

A second important change is the appeal authorities for land use decisions (see Table 19.1001.5). As proposed, the Planning Commission would be the City's final authority for appeals of Type I and Type II decisions. Currently, appeals of Type I and Type II decisions may be appealed to Planning Commission and then to City Council. The appeal authority for Type III and Type IV decisions is unchanged.

Section 19.1002 Preapplication Conference

The intent of this language is to codify the City's existing practice of requiring a preapplication conference for certain types of land use applications. The proposed language does not represent any changes to current policy, but simply clarifies which types of land use reviews require a preapplication conference. Generally, a preapplication conference is optional for Type I applications and is required for Type II, III and IV applications. The City may waive the preapplication conference requirement for proposals that are not considered complex.

Section 19.1003 Application Submittal

This section establishes submittal requirements for applications, outlines the completeness review process and addresses re-submittal of previously denied applications.

Much of the city's existing code language pertaining to application submittal is located in various parts of the code. This new language is intended to consolidate submittal requirements into one section.

This section also contains proposed language regarding the procedures for handling modifications to land use applications that are currently under review by the City (see Section 19.1003.6).

One noteworthy change in the proposed language is that it allows an applicant 180 days to submit additional materials for an application that has been deemed incomplete by the City (see Section 19.1003.3.E). The current code allows only 15 days; however, state statute (ORS 227.178) requires 180 days before an application can be considered void.

Section 19.1004 Type I Review

This section lays out the procedure for a Type I land use review, which is an administrative review that does not require public notice or a hearing. The proposed language for a Type I review is generally similar to the City's current language in terms of noticing requirements, decision authority and appeals. One departure from the existing language relates to the decision timelines; current code states that the City will issue a decision within 10 days of application submittal. The proposed language states that the City has 120 days to issue a final decision (see Section 19.1004.5). The 120-day period is consistent with state law. While the City will strive to issue Type I decisions quickly, it is more appropriate to use state law in the code rather than the City's internal customer service goals. The 120-day period is used consistently throughout all review types in the proposed Procedures chapter.

Section 19.1005 Type II Review

For a Type II review, the proposed code retains the general level of notice and process as the current code. Noteworthy changes to the Type II review are:

- Proposed language requires the applicant to post a sign on the subject property to display relevant development proposal information (see Section 19.1005.3.C).
- Proposed language codifies City staff's current practice of referring applications to Neighborhood District Associations for their review and comment (see Section 19.1005.3.A).
- Proposed language eliminates the ability of the public, Planning Director, and/or Design and Landmarks Committee to elevate an application to the Planning Commission for a hearing. However, it continues to allow an applicant or aggrieved party to appeal the decision to the Planning Commission for a hearing.
- Proposed language provides notice of application submittal in lieu of tentative notice of decision, effectively maintaining the same level of opportunity for public comment, notice of decision, and appeal (see Section 19.1005.3). Mailing a notice

rather than a tentative notice of decision provides staff a better opportunity to send a clear and concise notice to citizens. It may also reduce the processing time for a Type II decision by two weeks.

Section 19.1006 Type III Review

The following changes are included in the proposed Type III procedure:

- As mentioned previously, the Type III procedure combines the City's existing Minor and Major Quasi-judicial procedures into one. This affects how changes to the Zoning Map are processed. In the proposed code, Zoning Map amendments that affect only small areas can be processed as a Type III application. This will allow some zoning map amendments to be heard and reviewed only by the Planning Commission, instead of requiring a hearing before the Planning Commission and then before City Council. The Type IV procedure presented in the next section will be used to process legislative (broader impact, multiple parcels) Zoning Map and/or Comprehensive Plan map amendments.
- Proposed language eliminates any requirement for a newspaper notice. Though required only for two specific land use reviews, the City's practice has been to publish a hearing notice in the newspaper for all Type III hearings. City staff has determined that newspaper notice is not an effective or comprehensive method for issuing public notice.
- Language regarding the Design and Landmarks Committee (DLC) as a decision making body has been removed. The proposed code clarifies that the DLC's public meeting process is an additional step in the review of downtown design review applications (see Section 19.1010).
- Proposed language codifies City staff's current practice of referring applications to Neighborhood District Associations for their review and comment (see Section 19.1006.3.B).

Section 19.1007 Type IV Review

The proposed Type IV section contains a considerable amount of new language relative to the existing code and is intended to clarify and strengthen the legislative process for the City. The proposed language is consistent with the existing code in that it requires two public hearings, one before the Planning Commission and one before City Council. Public noticing requirements are also consistent with current practice and are codified in greater detail in this proposal, including DLCD, Measure 56, and Metro noticing requirements (see Section 19.1007.2).

This section also contains a number of changes from current code and City practice, including:

- More directive language regarding public involvement. Aside from newspaper notice, the current code has almost no requirements for public notice or involvement in legislative amendments. The proposed language eliminates the newspaper notice requirement, and instead adds language that requires opportunity for public review and input at an early stage in the amendment process (see Section 19.1007.3.B). The proposed code language is not prescriptive about what must be done, but is clear that substantive public involvement is required.
- Proposed language clarifies that any person, organization, or governmental body can initiate a legislative application. This is consistent with current practice but is not explicit in the current code.
- Proposed language requires that the initial public hearing before the Planning Commission be held within 180 days of a complete application (see Section 19.1007.5.B). The 180-day timeline is consistent with state law.

Section 19.1008 Public Hearings

The proposed Public Hearings language outlines the process for public hearings in the City. This section is intended to clarify and consolidate such provisions and ensure consistency with state statutes. Generally, the City's hearing bodies rely upon their bylaws for specific rules of procedure. This proposed language is more general in nature and contains provisions that should apply at all public hearings, regardless of the hearing body. There are no significant departures from existing practice represented in the proposed language; rather, it is intended to consolidate language and provide a more comprehensive explanation of the hearings process. The section provides clarification on the following:

- Proposed language states that the City is responsible for scheduling hearings, providing public notice, preparing minutes, and mailing decision notices for all hearings.
- Proposed language includes provisions for challenging the impartiality of a member of the hearing body at a hearing (Section 19.1008.4).
- Proposed language explains *ex-parte* contact and the rules for disqualification of a hearing body member (Sections 19.1008.6-7).
- Proposed language outlines the provisions for continuance of a hearing (see Section 19.1008.10).

Section 19.1009 Appeals

The proposed Appeals section outlines the conditions under which an appeal may be filed and provides specific information for different types of appeals (Type I, Type III, etc.). The proposed language clarifies the appeals process and ensures consistency with state requirements. The following is a summary of the appeals processes for different review types:

- Parties that can appeal a decision are specifically listed in the appeal procedures for each review type. The requirements for filing an appeal are also included (see Section 19.1009.1).
- The code establishes two types of appeal hearings that define the scope of the appeal, standard of review, and rights of parties to raise new arguments (see Section 19.1009.3).
- Appeal of a Type I decision can only be made by the applicant and goes to the Planning Commission for a public hearing (Section 19.1009.3).
- Appeal of a Type II decision may be initiated by the applicant or any person/organization who feels adversely impacted or aggrieved by the decision. This language is consistent with state law. Type II appeals go to a public hearing before the Planning Commission for the final, local decision (Section 19.1009.4). This is a change from the current code, as it would give Planning Commission the final decision making authority on ministerial decisions that are appealed. Any appeal after that would go to the Land Use Board of Appeals (LUBA).
- Appeal of a Type III decision may be made by the applicant or a party with standing (Section 19.1009.5). Standing is granted to any party who participated by providing oral testimony or written comment/evidence on the record during the hearing or public comment period. This language is consistent with state law. A Type III appeal goes to public hearing before the City Council for a "review of the record." This is a change from the current code, as it would limit the scope of the appeal to what was in the record. New arguments would be allowed, but new evidence would not be allowed. Any appeal after that would go to the Land Use Board of Appeals (LUBA).

Section 19.1010 Design Review Meetings

This section of the proposal would add a new section specific to the Design and Landmarks Committee and their consideration of downtown design review applications. Many of the procedures listed in this section are slight modifications of the hearing procedures in Section 19.1008. The key provisions of this new section are:

- Design review meetings have notice requirements similar to the notice requirements for a Type III application. The mailed notice would come 10 days before the meeting (see Section 19.1010.2).
- The requirements for a design review recommendation are specified (see Section 19.1010.10).
- Rules have been added to ensure that a design review meeting can be held within the timeframe required by the 120-day land use clock. If a meeting cannot be scheduled in a timely manner and an extension to the 120-day clock is not granted

by the applicant, the proposed code authorizes the Planning Director to issue the design review recommendation (see Section 19.1010.1).

Related Code Amendments

Since the Procedures chapter works in concert with many other provisions of Title 19, amendments to this chapter could not be done in isolation. Consequently, additional amendments to other chapters are being proposed to effectively implement the new Procedures chapter and improve the overall functioning of Title 19. These related amendments are located in the proposed Chapter 19.900 and are summarized below so as to give the reader a more comprehensive understanding of all the procedural changes being proposed and how they relate to one another. Actual draft language for these related sections is provided separately.

Development Review. The purpose of this Type I and Type II application is to ensure compliance with the standards and provisions of the City's land use regulations through an efficient review process that effectively coordinates the City's land use and development permit review functions.

Extensions to Expiring Approvals. The purpose of this Type I and Type II application is to provide for an appropriate and efficient review process for extending the time period during which land use approvals are valid and may be utilized.

Modifications to Existing Approvals. The purpose of this Type I, Type II, and Type III application is to provide an appropriate and efficient review process for evaluating minor and major modifications to approved land use applications and development plans after approvals have been obtained but prior to issuance of development permits.

CHAPTER 19.1000

REVIEW PROCEDURES AND ADMINISTRATION

SECTIONS:

- 19.1001 General Provisions
- 19.1002 Preapplication Conference
- 19.1003 Application Submittal and Completeness Review
- 19.1004 Type I Review Procedure
- 19.1005 Type II Review Procedure
- 19.1006 Type III Review Procedure
- 19.1007 Type IV Review Procedure
- 19.1008 Public Hearings
- 19.1009 Appeals
- 19.1010 Design Review Meetings

19.1001 GENERAL PROVISIONS

19.1001.1 Purpose

The purpose of this chapter is to establish procedures for the review and processing of land use applications. This chapter is intended to make the land use review process clear and understandable; to facilitate timely review of land use applications by the City; and to enable the public to participate in the local land use decision-making process. The provisions contained in this chapter are intended to be consistent with Oregon law regulating land use review procedures.

19.1001.2 Applicability

All land use applications shall be reviewed using the procedures contained in this chapter.

19.1001.3 Consistency with Statute

The processing of applications and permits authorized under Titles 14, 17 and 19 shall be consistent with the Oregon Revised Statutes (ORS). The City shall follow the provisions of the ORS in instances where following the provisions of this chapter alone would fail to meet State requirements for the processing or review of land use applications or permits.

19.1001.4 Review Procedure Types

All land use applications have both a review procedure type and an application type. Chapter 19.900 contains a list of application types and their associated review types. This chapter establishes the review process associated with each review procedure type.

A. Review Types

There are four types of review procedures: Type I, II, III, and IV. Table 19.901 lists the City's land use applications and their associated review type.

B. Determination

When a review type for a land use application is not specified in Table 19.901, or otherwise required by law, the Planning Director shall determine the applicable review type. The Planning Director's determination shall favor the review type that provides the most appropriate opportunity for public participation.

C. Notice

The notice requirements in this chapter shall be the minimum amount of notice required for the specific type of application review. The City may provide notice in excess of the minimum requirements as long as the remaining procedures for the specified type of review are followed.

19.1001.5 Review and Appeal Authorities

- A. The applicable review authority for each review procedure type shall be as listed in Table 19.1001.5. The review authority is also the decision authority, except for Type IV reviews as described below.
- B. The appeal authorities listed in Table 19.1001.5 are appeal authorities within the City of Milwaukie’s land use review process. The decision of the appeal authority is the City of Milwaukie’s final decision for a permit, land use action, or zone change. Parties with standing may appeal the City’s final decision to the Oregon Land Use Board of Appeals or other court.

| Table 19.1001.5 Land Use Application Review and City Appeal Authorities | | |
|--|--|-------------------------|
| Review Type | Review Authority | Appeal Authority |
| Type I | Planning Director | Planning Commission |
| Type II | Planning Director | Planning Commission |
| Type III | Planning Commission | City Council |
| Type IV | City Council, with initial hearing and recommendation by Planning Commission | None |

19.1001.6 Applications

A. Initiation

Type I, Type II and Type III applications may be initiated by the property owner or contract purchaser of the subject property, any person authorized in writing to represent the property owner or contract purchaser, and any agency that has statutory rights of eminent domain for projects they have the authority to construct.

In addition, Type III applications for amendments to the zoning map and all Type IV applications may be initiated by the Milwaukie City Council, Planning Commission, Planning Director, or any individual.

B. Review of Multiple Applications

When multiple land use applications are required for a single proposal, the applicant may opt, or the City may require, that the applications be processed concurrently or individually.

The City shall generally allow applicants the discretion to have multiple applications for a proposal processed concurrently or individually. The City may require that applications be reviewed concurrently for proposals where a review of an application(s) would be difficult without the context of the other applications related to in the proposal. Alternatively, the City may require parts of an application to be processed separately to allow compliance with the 120-day land use clock or to allow decisions on parts of a proposal to be made with a lower level of review.

1. Applications Processed Concurrently

A concurrent application review consolidates the review of multiple applications into a single review process. The applications shall be processed according to the highest numbered procedure type required for any part of the application. For example, a concurrent review of a Type II review and a Type III review would be processed through a Type III review. A single decision shall be issued that includes findings for all of the applications that are part of the concurrent review.

The applicant shall submit an application form and application fee for each application type being reviewed. The application shall contain the information and documentation required for each individual application type.

2. Applications Processed Individually

Multiple applications related to a single proposal may be submitted individually or in distinct but concurrent groups. Single applications shall be processed according to their specified review type, and concurrent applications shall be processed as specified in Subsection 19.1001.6.B.1. For each application, the City will hold a separate hearing, as required, and issue a separate decision.

19.1001.7 Decisions

A. Imposition of Conditions

The review authority shall impose conditions of approval on any application if necessary to ensure conformance with relevant approval criteria and development standards.

B. Applicable Review Standards

Approval or denial of all ministerial or quasi-judicial applications, as defined by the ORS, shall be based upon the standards and criteria that were in effect at the time the application was first submitted. In cases where implementation of an initial application approval will require approval of subsequent applications, the review authority for the initial application may make an exception to this requirement. This exception shall be valid for as long as the initial land use application is valid.

C. 120-Day Requirement

The City shall take final action on land use actions subject to ORS 227.178, including resolution of all local appeals, within 120 days after the application has been deemed complete, unless the applicant provides a written statement requesting or consenting to an extension of the 120-day requirement. The total of all extensions, except as provided for mediation, shall not exceed 245 days.

D. Effective Date of Decisions

Decisions on land use actions become effective as described below.

1. The day after the appeal period expires if no appeal is filed.
2. The day the decision is issued by the final appeal authority, if an appeal is filed.

E. Expiration of Approved Decisions

1. Type I, II and III land use approvals granted pursuant to this chapter for land use applications submitted after the effective date of Ordinance # _____ shall expire and become void unless the following criteria are satisfied:
 - a. For proposals requiring any kind of development permit, the development must complete both of the following:

- (1) Obtain and pay for all necessary development permits and start construction within two years of land use approval.
 - (2) Pass final inspection and/or obtain a certificate of occupancy within four years of land use approval.
 - b. For proposals not requiring development permits, the development must utilize its approvals within four years of land use approval.
 2. Land use approvals shall expire as outlined above unless one of the following is met:
 - a. An extension is granted pursuant to Section 19.908.
 - b. The review authority specifies a different expiration date in the land use decision to accommodate large, complex, or phased development projects.
 - c. The expiration period for an approval is specified in another section of the municipal code.
 3. The following land use approvals are exempt from expiration:
 - a. Amendments to Comprehensive Plan maps or text; amendments to Titles 14, 17, or 19; or any other amendment to a land use regulation, per Section 19.902.
 - b. Code Interpretations and Director Determinations per Section 19.903.
 - c. Annexations per Chapter 19.1100.
- F. Extensions to Expiring Approvals
- The time period during which a land use approval is valid may be extended pursuant to Section 19.908.
- G. Modifications to Existing Approvals
- A valid land use approval may be modified pursuant to Section 19.909.
- H. Appeals of Decisions
- Land use decisions may be appealed per Section 19.1009.

19.1002 PREAPPLICATION CONFERENCE

19.1002.1 Purpose

The purpose of the preapplication conference is to acquaint the applicant or applicant's representative with the requirements of this code, including relevant approval criteria, development standards, and procedures, in preparation for submission of a land use application. The preapplication conference is not an exhaustive review of all potential issues or requirements. It is informative, and all attempts will be made by staff to provide accurate and complete information. However, it is not binding, and it does not preclude the City from raising new issues, identifying additional requirements, or otherwise varying from what may have been indicated in the preapplication conference or written summary during the land use review process.

19.1002.2 Applicability

- A. For Type I applications, a preapplication conference is optional.
- B. For Type II, Type III and Type IV applications, and expedited annexations per Section 19.1104, a preapplication conference is required, with the following exceptions:
 - 1. The Planning Director City may waive the preapplication conference requirement for proposals that are not complex or, for some other reason, would not benefit from a formal conference.
 - 2. A preapplication conference is not required for City-initiated Type IV applications.

19.1002.3 Preapplication Conference Procedures

The Planning Director shall adopt administrative rules for how the City processes preapplication conferences. The procedures shall ensure that preapplication conferences are held in a timely fashion and provide a thorough explanation of City permits, fees, and approvals required for a development proposal. The administrative rules shall establish standards for scheduling, conducting, and communicating the outcomes of preapplication conferences.

19.1002.4 Preapplication Conference Expiration

- A. A preapplication conference is valid for 2 years. If a land use application or development permit has not been submitted within 2 years of the conference date, the applicant is required to schedule a new preapplication conference prior to submittal. This requirement may be waived per Subsection 19.1002.2.B.1.
- B. An applicant may request additional preapplication conferences at any time. There is no limit to the number of preapplication conferences that may be requested.
- C. If a development proposal is significantly modified after a preapplication conference occurs, the Planning Director may require a new preapplication conference. The City may refuse to accept a land use application or development permit for a significantly altered development proposal until a new preapplication conference is held.

19.1003 APPLICATION SUBMITTAL AND COMPLETENESS REVIEW

19.1003.1 Application Forms and Checklists

- A. The City shall supply land use application forms pursuant to the standards contained in the applicable state law, comprehensive plan, and implementing ordinance provisions.
- B. The City shall supply checklists or information sheets which specify the information that must be contained in the application, including format and number of copies.

19.1003.2 Application Submittal

All of the following items must be submitted in order for the City to accept the application and initiate the completeness review:

- A. Application form, including signature(s) of the property owner or public agency initiating the application.
- B. Deed, title report or other proof of ownership.
- C. Detailed and comprehensive description of all existing and proposed uses and structures, including a summary of all information contained in any site plans. The description may need to include both a written and graphic component such as elevation drawings, photo simulations, etc.
- D. Detailed statement that demonstrates how the proposal meets all applicable approval criteria, zoning and land use regulations, and development standards.
- E. Site plan(s), preliminary plat, or final plat as appropriate.
- F. Completed Submittal Requirements form, including all required materials and information.
- G. Payment for the appropriate land use application fee(s) and deposit(s), based on the fee schedule in effect on the date of application submittal.
- H. Copy of a valid preapplication conference report for the proposal.

19.1003.3 Completeness Review

- A. The City shall review the application submittal and advise the applicant in writing whether the application is complete or incomplete within 30 days of receipt of the application.
- B. The City may determine an application to be incomplete based on any of the following:
 - 1. Failure to pay required fees.
 - 2. Failure of the applicant's narrative to address the relevant criteria or development standards.
 - 3. Failure to supply the required information on the checklist.
- C. Incompleteness shall not be based on differences of opinion as to quality or accuracy.
- D. Determination that an application is complete indicates only that the application contains the information necessary for a review of compliance with the applicable standards.
- E. If an application is incomplete, the completeness notice shall list the information that is missing. The applicant is allowed 180 days from the date of first submittal to submit the missing information.
- F. The application will be deemed complete upon receipt by the City of any of the following:
 - 1. All of the missing information.
 - 2. Some of the missing information and written notice from the applicant that no other information will be provided.
 - 3. Written notice from the applicant that none of the missing information will be provided.
- G. The application will be deemed void if the application has been on file with the City for more than 180 days and the applicant has not met the obligations of Subsection 19.1003.3.F above. Any application fees paid by the applicant will not be refunded. An applicant may

resubmit a voided application to the City; it will be treated as a new application and all submittal requirements will apply.

19.1003.4 Resubmittal of Application Following Denial

- A. If an application for a land use action has been denied, an application for the same or similar project on the same property may not be resubmitted unless one or more of the following occurs:
 - 1. Two years have passed since the denial became final.
 - 2. Substantial changes are made to the application. Substantial changes to an application have occurred only if the changes resolve all findings for denial of the original application.
 - 3. Standards and criteria relative to the findings of the original denial have changed and now support the application.
 - 4. For Type III or IV decisions, there has been a substantial change in the composition of the City Council and the Council was the final decision-maker. A substantial change in the composition of the Council occurs if fewer than three (3) Council members who voted to deny the original application remain on the Council.
- B. For purposes of Subsection 19.1003.4, a land use approval is denied when the City’s final decision of denial is not appealed or is upheld on appeal. An application that was denied solely on procedural grounds, or which was expressly denied without prejudice, is not subject to this subsection.

19.1003.5 Withdrawal of Application

- A. An application may be withdrawn by the applicant at any time prior to issuance of the final decision with the written consent of the property owner or contract.
- B. If an application is withdrawn after the City has mailed the public notice, the City shall send additional notice to all parties who were provided public notice that the application has been withdrawn.
- C. Any application fees paid by the application will not be refunded.

19.1003.6 Modifications to Applications

The procedures of this subsection shall apply if an applicant modifies an application after the City has deemed it complete but prior to a decision.

- A. Upon receipt of materials that modify an application, the Planning Director shall evaluate the modifications, determine which of the 3 categories listed below describes the modification, and follow the related procedures. This decision is not a land use decision and is not appealable.

- 1. Substantial Modification

A substantially modified application differs greatly from the proposal that was deemed complete. Such differences may include the land use; size, height, and/or design of proposed structures; location of uses and structures on the site; or other such characteristics of the proposal. Substantial modifications may alter which review criteria and standards are applicable to the proposal.

The Planning Director shall notify the applicant of this determination and take one of the following actions, at the choice of the applicant:

- a. Allow the applicant to withdraw the original application and submit the modified proposal as a new application. The applicant shall submit all items required by Subsection 19.1003.2 for the new submittal.
- b. Reject the modifications and continue processing the original application. Rejecting a substantial modification does not preclude the applicant from submitting significant or minor modifications.

2. Significant Modification

Significant modifications change an application so that one or more aspects of the modified proposal differ from the original proposal, while the overall proposal remains similar to the proposal that was deemed complete. Significant modifications typically should not alter which review criteria and standards apply to the proposal.

The Planning Director shall notify the applicant of this determination and take one of the following actions, at the choice of the applicant:

- a. Accept the modifications and proceed with the review of the modified application. The applicant shall submit any fee required for review of a modified application. The Planning Director may repeat any part of the public notice or referral process to provide an appropriate opportunity for public review of the modifications. The applicant shall also extend the 120-day decision deadline to a date that is sufficient to allow for additional review, public notice, or evaluation by the City.
- b. Reject the modifications and continue processing the original application. Rejecting a significant modification does not preclude the applicant from submitting minor modifications.

3. Minor Modification

Minor modifications change an application so that a limited number of aspects differ from the original proposal and the differences are small relative to the original proposal. The magnitude of a minor modification should be small enough that another review of the proposal by other agencies or the public is not warranted.

The Planning Director shall notify the applicant of this determination and take one of the following actions, at the choice of the applicant:

- a. Accept the modifications and proceed with the review of the modified application. The applicant shall extend the 120-day decision deadline to a date that is sufficient to allow for additional review, public notice, or evaluation by the City.
- b. Reject the modifications and continue processing the original application.

B. In addition to the procedures of Subsection 19.1003.6.A, modifications received after the issuance of a staff report for a public hearing are subject to the following provisions:

1. If an applicant who submits a substantial modification chooses the option listed in Subsection 19.1003.6.A.1.a, the hearing shall be cancelled or suspended without the issuance of a decision by the review body.
2. If an applicant who submits a significant or minor modification chooses the option listed in Subsection 19.1003.6.A.2.a or 3.a, the Planning Director may do any of the following:
 - a. If the hearing has been opened:

- (1) Proceed with the hearing and allow a decision. The record may be left open at the request of any party to allow other parties a reasonable opportunity to respond.
 - (2) Continue the hearing to a future date to allow other parties a reasonable opportunity to respond.
- b. If the hearing has not been opened:
- (1) Open the hearing as scheduled and proceed per Subsection 19.1003.6.B.2.a.
 - (2) Reschedule the hearing to open at a later date.

19.1004 TYPE I REVIEW PROCEDURE

Type I applications involve permitted uses or development governed by clear and objective approval standards or standards that require the exercise of professional judgment only about technical issues. The Type I procedure provides for a ministerial review of an application by the Planning Director and does not include public notice.

19.1004.1 Preapplication Conference

A preapplication conference is not required for Type I applications.

19.1004.2 Type I Application Requirements

- A. Type I applications shall be made on forms provided by the Planning Director and shall include all of the information required by Subsection 19.1003.2.
- B. Type I applications are subject to completeness review procedures pursuant to Subsection 19.1003.3.

19.1004.3 Type I Public Notice

Public notice is not required for Type I applications.

19.1004.4 Type I Decision Authority

- A. The decision authority for all Type I applications shall be the Planning Director.
- B. The Planning Director shall approve, approve with conditions, or deny an application based on applicable approval criteria and standards.

19.1004.5 Type I Decision

Written notice of the decision for Type I applications shall be provided to the applicant and property owner of record. The decision will be issued within sufficient time allow the appeal authority for a Type I review to issue a final decision within 120 days after the application was deemed complete. The decisions shall include the following information:

- A. A brief summary of the proposal.
- B. A description of the site reasonably sufficient to inform the reader of its location, including site address, if available, map and tax lot number, and site zoning.
- C. A statement of the facts upon which the decision authority relied to determine whether the application satisfied or failed to satisfy each applicable approval criterion.
- D. The decision to approve or deny the application, and, if approved, any conditions of approval necessary to ensure compliance with the applicable criteria.

- E. The date the decision shall become final, unless appealed. The notice of decision shall state in boldface type the date and time by which an appeal must be filed. The statement shall reference the requirements for filing an appeal of the decision.
- F. A statement that the complete case file, including findings, conclusions and conditions of approval, if any, is available for review. The notice shall list when and where the case file is available and the name and telephone number of the City representative to contact about reviewing the case file.

19.1004.6 Appeal of a Type I Decision

A Type I decision may be appealed by filing a petition of appeal within 15 days of the date the notice of decision was mailed. The appeal authority for a Type I decision is the Planning Commission unless otherwise identified in Table 19.1001.5. Appeal requirements and procedures are outlined in Section 19.1009.

19.1005 TYPE II REVIEW PROCEDURE

Type II applications involve uses or development for which review criteria require only limited discretion. The Type II procedure provides for an administrative review of an application by the Planning Director and includes notice to nearby property owners to allow for public comments prior to the decision. The process does not include a public hearing.

19.1005.1 Preapplication Conference

A preapplication conference is required for all Type II applications (see Section 19.1002). The Planning Director may waive this requirement.

19.1005.2 Type II Application Requirements

- A. Type II applications shall be made on forms provided by the Planning Director and shall include all of the information required by Subsection 19.1003.2.
- B. Type II applications are subject to completeness review procedures set forth in Subsection 19.1003.3.

19.1005.3 Type II Public Notice

A. Referral

Within 7 days after the application has been determined to be complete, the City shall provide a copy of all application materials to the parties listed below for their review and comment. If no comments are received within 14 days from the date of the referral, the City will presume that no comments will be submitted..

1. Any City-recognized neighborhood district association whose boundaries include the subject property or are within 300 feet of the subject property.
2. Design and Landmarks Committee for applications in downtown zones or involving a designated historic resource.
3. Affected City departments and any governmental agency which is entitled to notice by the Code.

B. Mailed Notice

The purpose of the public notice is to provide nearby property owners and other interested parties with an opportunity to submit written comments concerning the application prior to issuance of the Type II administrative decision. The goal of this notice is to invite relevant parties of interest to participate in the process.

1. Within 7 days after the application has been determined to be complete, written public notice of the Type II application shall be mailed to the following:
 - a. The applicant and/or the applicant's authorized representative.
 - b. The owner(s) of record of the subject property.
 - c. Owners of record of properties within 300 feet of the perimeter of the subject property.
 - d. Neighborhood District Associations to which the proposal was referred.
2. The public notice shall:
 - a. Provide the case file number and a brief summary of the proposal.
 - b. Provide a brief description of the subject property, including street address, if available, map and tax lot number, and zoning designation.
 - c. State that the City will consider written comments submitted prior to the issuance of the decision, and state that the decision may be issued as early as 14 days from the date of the public notice.
 - d. State the place, date, and time that comments are due.
 - e. List the applicable approval criteria or standards against which the proposal will be reviewed.
 - f. State that all application materials and applicable criteria and standards are available for review at the City, and that copies can be obtained at a reasonable cost.
 - g. Include the name and phone number of the City representative to contact for additional information.
 - h. Include the following notice: "Notice to mortgagee, lien holder, vendor or seller: The Milwaukie Code requires that if you receive this notice it shall be promptly forwarded to the purchaser."

C. Notice Sign

7 days after the application has been determined to be complete, notice of the application shall be posted on the site by the applicant. Signs shall be posted on the property in a location which is clearly visible to vehicles traveling on a public street and to pedestrians walking by the property. The number and size of signs shall be appropriate given the size of the property, number of street frontages, and the functional classification of surrounding streets. The City shall provide the applicant at least one sign and the instructions for posting. An affidavit of posting shall be submitted by the applicant and made part of the file.

19.1005.4 Type II Decision Authority

- A. The decision authority for Type II applications shall be the Planning Director.
- B. A decision will not be issued sooner than 14 days after mailing of the notice and referral. Once issued, the decision is final and may only be reconsidered by appeal. Comments submitted within 14 days of the date of the public notice shall be considered. The City may consider comments that are received after 14 days from the date of the public notice and prior to the issuance of the decision.
- C. The decision authority shall approve, approve with conditions, or deny an application based on applicable approval criteria and standards and written comments received.

19.1005.5 Type II Decision

- A. The decision will be issued within sufficient time allow the appeal authority for a Type II review to issue a final decision within 120 days after the application was deemed complete.
- B. Written notice of decision shall be sent by mail to the following parties. The date the notice is mailed shall be considered the date of the decision.
 - 1. The applicant and/or the applicant’s authorized representative.
 - 2. The owner(s) of record of the subject property.
 - 3. Any group or individual who submitted written comments during the comment period.
 - 4. Any governmental agency which is entitled to receive notice per the Code or has requested notice.
 - 5. Any group or individual who requested notice of the decision.
- C. The notice of decision shall include:
 - 1. A description of the proposal with sufficient detail to explain the applicant’s proposal.
 - 2. A description of the site reasonably sufficient to inform the reader of its location, including site address, if available, map and tax lot number, and site zoning.
 - 3. A statement of the facts upon which the decision authority relied to determine whether the application satisfied or failed to satisfy each applicable approval criterion.
 - 4. The decision to approve or deny the application, and, if approved, any conditions of approval necessary to ensure compliance with the applicable criteria.
 - 5. The date the decision shall become final, unless appealed. The notice of decision shall state in boldface type the date and time by which an appeal must be filed. The statement shall reference the requirements for filing an appeal of the decision.
 - 6. A statement that any person who is adversely affected or aggrieved by the decision may appeal the decision by filing a petition of appeal within the 15-day appeal period provided by the City.
 - 7. A statement that the complete case file, including findings, conclusions and conditions of approval, if any, is available for review. The notice shall list when and where the case file is available and the name and telephone number of the City representative to contact about reviewing the case file.

19.1005.6 Appeal of a Type II Decision

A Type II administrative decision may be appealed per Section 19.1009 by filing a petition of appeal within 15 days of the date the notice of decision was mailed. The appeal authority for a Type II decision is the Planning Commission unless otherwise identified in Table 19.1001.5. Appeal requirements and procedures are outlined in Section 19.1009.

19.1006 TYPE III REVIEW PROCEDURE

Type III applications are quasi-judicial in nature and are subject to criteria that require the exercise of discretion and judgment and about which there may be broad public interest. Impacts may be significant and development issues complex. Extensive conditions of approval may be imposed to mitigate impacts or ensure compliance with applicable approval criteria and standards. The review process requires notice to nearby property owners and at least one public hearing before the Planning Commission.

When the Design and Landmarks Committee is required to conduct a design review meeting for applications in the downtown zones per Section 19.907, the design review meeting shall be in addition to the Type III review procedures in this section. The procedures for a design review meeting are contained in Section 19.1010.

19.1006.1 Preapplication Conference

A preapplication conference is required for Type III applications per Section 19.1002.

19.1006.2 Type III Application Requirements

- A. Type III applications shall be made on forms provided by the Planning Director and shall include all of the information required by Subsection 19.1003.2.
- B. Type III applications are subject to completeness review procedures set forth in Subsection 19.1003.3.

19.1006.3 Type III Public Notice

A. DLCD Notice

For zoning map amendments, the City shall provide notification to the Department of Land Conservation and Development at least 45 days prior to the first public hearing on the application.

B. Metro Notice

For zoning map amendments, the City shall provide notification to Metro at least 45 days prior to the initial evidentiary hearing on adoption. A Functional Compliance Plan report regarding the map change proposal shall be sent to Metro at least 15 days prior to the first public hearing.

C. Referral

Within 7 days after the application has been determined to be complete, the City shall provide a copy of all application materials to the parties listed below for their review and comment. If no comments are received within 14 days from the date of the referral, the City will presume that no comments will be submitted.

- 1. Any City-recognized neighborhood district association whose boundaries include the subject property or are within 300 feet of the subject property.
- 2. Design and Landmarks Committee for applications in downtown zones or involving a designated historic resource.
- 3. Affected City departments and any governmental agency which is entitled to notice by the Code.

D. Mailed Notice

The purpose of the public notice is to provide nearby property owners and other interested parties with an opportunity to submit written comments and participate in the proceedings concerning the Type III decision. The goal of this notice is to invite relevant parties of interest to participate in the process.

- 1. For Type III proposals, the City shall mail written notice of the hearing at least 20 days prior to the first public hearing on the proposal. Mailed notification requirements for zoning map amendments are listed in Subsection 19.1006.3.D.3 below. The written notice shall be mailed to:
 - a. The applicant and/or applicant's authorized representative.

- b. The owner(s) of record of the subject property.
 - c. Owners of record of properties located within 300 feet of the subject property.
 - d. Neighborhood District Associations to which the proposal was referred.
2. The public notice shall:
- a. Provide the case file number and a brief summary of the proposal.
 - b. Provide a brief description of the subject property, including street address, if available, map and tax lot number, and zoning designation.
 - c. State the date, time, and place of the hearing.
 - d. State that any member of the public may submit written comments prior to the hearing and may appear and provide written or oral testimony at the hearing.
 - e. State that only those who have submitted written comments prior to the hearing or participated at the hearing shall be entitled to appeal.
 - f. Provide a general explanation of the requirements for submission of testimony and the procedure for conduct of public hearings.
 - g. State that a copy of the staff report will be available for review at no cost, and a copy will be provided at a reasonable cost, at least seven days prior to the hearing.
 - h. List the applicable approval criteria or standards against which the proposal will be reviewed.
 - i. State that all application materials and applicable criteria and standards are available for review at the City, and that copies can be obtained at a reasonable cost.
 - j. Include the name and phone number of the City representative to contact for additional information.
 - k. Include the following notice: "Notice to mortgagee, lien holder, vendor or seller: The Milwaukie Code requires that if you receive this notice it shall be promptly forwarded to the purchaser."
3. Mailed notification for zoning map amendments is required as follows:
- a. A notice that conforms to Subsection 19.1006.3.D.2 shall be mailed at least 20 days prior to the public hearing to owners of record of properties located within 400 feet of the subject property, and to any Neighborhood District Associations to which the proposal was referred.
 - b. A Measure 56 notice that conforms to Subsection 19.1007.3.D shall be mailed at least 20 days, but not more than 40 days, prior to the first public hearing on the proposal to all owners of property affected by the proposal.
 - c. For proposals that would change the zoning designation of a property that includes all or part of a mobile home or manufactured dwelling park, the City shall mail written notice to each existing mailing address for tenants of the mobile home or manufactured dwelling park at least 20 days, but not more than 40 days, before the date of the first public hearing on the proposal. This notice shall conform to the requirements of Subsection 19.1007.3.D.

4. The City shall prepare an affidavit of mailing of notice for the file. The affidavit shall indicate the date that the required notice was mailed to the parties required by Subsection 19.1006.3.D.

E. Notice Sign

At least 14 days prior to the hearing, notice of the application shall be posted on the site by the applicant and shall remain posted continuously until the hearing. Signs shall be posted on the property in a location which is clearly visible to vehicles traveling on a public street and to pedestrians walking by the property. The number and size of signs shall be appropriate given the size of the property, number of street frontages, and the functional classification of surrounding streets. The City shall provide the applicant at least one sign and the instructions for posting. An affidavit of posting shall be submitted by the applicant and made part of the file.

19.1006.4 Type III Decision Authority

- A. The decision authority for Type III applications shall be the Planning Commission, as noted in Table 19.1001.5.
- B. The decision authority shall approve, approve with conditions, or deny an application subject to a Type III procedure after the public hearing.

19.1006.5 Type III Decision

- A. Written notice of decision shall be sent by mail to the following parties within 7 days of the date of the decision:
 1. The applicant and/or the applicant's authorized representative.
 2. The owner(s) of record of the subject property.
 3. Any group or individual who submitted written comments at or prior to the public hearing.
 4. Any group or individual who submitted oral testimony during the public hearing.
 5. Any governmental agency which is entitled to receive notice per the Code or has requested notice.
 6. Any group or individual who requested notice of the decision, including those that signed the attendance sheet at a public hearing.
- B. The notice of decision shall include:
 1. Description of the proposal with sufficient detail to explain the applicant's proposal.
 2. A description of the site reasonably sufficient to inform the reader of its location, including site address, if available, map and tax lot number, and site zoning.
 3. A statement of the facts upon which the decision authority relied to determine whether the application satisfied or failed to satisfy each applicable approval criterion.
 4. The decision to approve or deny the application, and, if approved, any conditions of approval necessary to ensure compliance with the applicable criteria.
 5. The date the decision shall become final, unless appealed. The notice of decision shall state in boldface type the date and time by which an appeal must be filed. The statement shall reference the requirements for filing an appeal of the decision.

6. A statement that only persons who submitted comments or made an appearance of record at the public hearing have standing to appeal the decision by filing a petition of appeal within the 15-day appeal period provided by the City.
 7. A statement that the complete case file, including findings, conclusions and conditions of approval, if any, is available for review. The notice shall list when and where the case file is available and the name and telephone number of the City representative to contact about reviewing the case file.
- C. In addition to the requirements of Subsections 19.1006.5.A and B, the following requirements apply to zoning map amendments processed through a Type III review process.
1. Following the close of the appeal period for a zoning map amendment for which no appeal was filed, the Planning Director shall prepare an ordinance to enact the approved zoning map amendment.
 2. The ordinance shall be publicized per Milwaukie Charter, Chapter VIII, Section 31, subsection (c) to allow a reading of the ordinance by title only. The ordinance shall be brought before Council at the first meeting following the close of the appeal period that allows the notice requirements of Milwaukie Charter, Chapter VIII, Section 31, subsection (c) to be met.
 3. The City Council shall enact the ordinance per the procedures of Milwaukie Charter, Chapter VIII, Section 31, subsection (b), with the reading being by title only.

19.1006.6 Appeal of a Type III Decision

A Type III quasi-judicial decision may be appealed by filing a petition of appeal within 15 days of the date on which the City mailed the notice of decision. Only the applicant or persons who submitted comments or made an appearance of record at the public hearing have standing to appeal a Type III decision. Appeal authorities are identified in Table 19.1001.5. Appeal requirements and procedures are outlined in Section 19.1009.

19.1007 TYPE IV REVIEW PROCEDURE

Applications processed by a Type IV review are typically legislative matters, although the City does require a Type IV review process for some quasi-judicial matters as well. Legislative matters involve the creation, revision, or large-scale implementation of public policy (e.g., adoption of land use regulations, zone changes, and comprehensive plan amendments that apply to more than just one property). Quasi-judicial matters, by contrast, involve the application of existing policies to a specific site or proposal. Quasi-judicial applications requiring Type IV review will typically be of a broader scale or impact to the community than quasi-judicial applications processed as a Type III review. The Type IV process includes a public hearing before a recommendation authority, the Planning Commission, which forwards a recommendation to the City Council. The City Council holds at least one public hearing before making a final decision.

The City Council, Planning Commission, Planning Director or an individual may initiate a Type IV legislative application to amend the Milwaukie Comprehensive Plan or Zoning Code.

19.1007.1 Preapplication Conference

A preapplication conference is required for Type IV legislative applications that are initiated by an individual or party other than the City.

19.1007.2 Type IV Application Requirements

- A. Type IV applications shall be made on forms provided by the Planning Director and shall include all of the information required by Subsection 19.1003.2.
- B. Type IV applications are subject to completeness review procedures set forth in Subsection 19.1003.3.

19.1007.3 Type IV Public Notice

- A. General Public Notice for Nonlegislative Applications

Any nonlegislative application being reviewed through a Type IV review process shall provide notice that meets the minimum requirements of Subsections 19.1006.3.C-E.

- B. General Public Notice for Legislative Applications

The purpose of general public notice for legislative applications is to allow the public, organizations, and other governmental agencies a meaningful opportunity to review and comment on legislative proposals.

- 1. The Planning Director shall provide opportunities for public review and input on a proposal at an early stage in the adoption process. This may include the referral process used for Type III application review; open houses; discussions with neighborhood district associations; work sessions with the City Council, Planning Commission, and other city boards and commissions; and direct communication with parties that may be affected by the proposal. This subsection is not prescriptive with regard to the timing or manner of public notice.
- 2. At least 30 days prior to a public hearing on a legislative matter, the City shall provide notice of the hearing. At a minimum, the notice shall be available at City of Milwaukie facilities that are open to the public and that customarily display public information, and on the City of Milwaukie website. At a minimum, the notice shall include:
 - a. The date, time, and location of the hearing.
 - b. The number and nature of the ordinance to be considered.
 - c. If applicable, a map showing the properties that will be impacted by the proposed ordinance.
- 3. Site specific notice shall be provided if the legislative matter is specific to a discrete geographic site or sites within the City. The Planning Director has the discretion to decide when these site-specific notices are warranted. The content of the notice shall be as described in Subsection 19.1007.3.B.2. The notice timeline and parties notified shall be described in Subsections 19.1006.3.D.3.a and 19.1006.3.E.

- B. DLCD notice

Notice of a proposal to amend the Comprehensive Plan or Zoning Code or to adopt a new land use regulation shall be mailed to the Department of Land Conservation and Development along with appropriate forms at least 45 days prior to the initial evidentiary hearing on adoption.

- C. Metro Notice

Notice of a proposal to amend the Comprehensive Plan or Zoning Code or to adopt a new land use regulation shall be mailed to Metro at least 45 days prior to the initial evidentiary hearing on adoption. A Functional Compliance Plan report regarding the map change proposal shall be sent to Metro at least 15 days prior to the first public hearing.

D. Property Owner Notice (Measure 56)

Not more than 40, nor less than 20, days before the initial evidentiary hearing on a Type IV proposal, the City shall mail notice to owners of property within the City for which the proposed ordinance, if adopted, may, in the Planning Director's opinion, affect the permissible uses of land for those property owners. The notice of the initial evidentiary hearing for a Type IV procedure shall include at least the following information:

1. A statement in bold type across the top of the first page of the notice that reads as follows: "This is to notify you that the City shall consider a proposed land use regulation that may affect the permissible uses of your land."
2. The case file number or ordinance title and a brief summary of the proposal and how it may affect existing and future development.
3. The location or character of any affected properties.
4. The date, time, and place of the hearing.
5. Statement that any member of the public may submit written comments prior to the hearing and may appear and provide written or oral testimony at the hearing.
6. Statement that only those who have submitted written comments prior to the hearing or participated at the hearing shall be entitled to appeal.
7. A general explanation of the requirements for submission of testimony and the procedure for conduct of public hearings.
8. A list of the applicable approval criteria or standards against which the proposal will be reviewed.
9. Statement that a copy of the staff report will be available for review at no cost, and a copy will be provided at a reasonable cost, at least seven days prior to the hearing.
10. Statement that all application materials and applicable criteria and standards are available for review at the City, and that copies can be obtained at a reasonable cost.
11. Include the name and phone number of the City representative to contact for additional information.
12. A brief summary of the decision-making process and timeline for the application.
13. If applicable, a statement that the ordinance is a result of an order of the Land Conservation and Development Commission or Metro.

E. The City shall prepare an affidavit of mailing of notice for the file. The affidavit shall indicate the date that the required notice was mailed to the parties required by 19.1007.2.

19.1007.4 Type IV Decision Authority

- A. The decision authority for Type IV applications shall be the City Council, as noted in Table 19.1001.5.
- B. The decision authority shall approve, approve with conditions, or deny an application subject to a Type IV procedure after the public hearing.

19.1007.5 Type IV Recommendation and Decision

- A. The Planning Commission shall serve as the recommendation authority for Type IV applications.

- B. The Planning Commission shall conduct an initial evidentiary hearing and provide a recommendation to the City Council within 180 days after the application was determined to be complete.
- C. The Planning Commission may recommend that the City Council reject or adopt the ordinance with or without changes. The Planning Commission will provide a written justification for the recommendation.
- D. The City shall provide notice of the hearing before the City Council consistent with the public notice requirements in Subsections 19.1007.3.A-B.
- E. At the conclusion of the first public hearing before City Council, the City Council shall take one of the following actions:
 - 1. Continue the matter to a date, time, and location certain.
 - 2. Remand the matter back to the recommendation authority for additional deliberation.
 - 3. Approve the proposal, with or without changes. City staff, with review from the City Attorney, shall prepare the ordinance with written findings that demonstrate adoption will comply with applicable approval criteria.
 - 4. Reject the proposal.
- F. Not more than 5 days after the date of the adoption or rejection of an ordinance subject to Type IV procedures, the City shall mail or otherwise submit notice to the Department of Land Conservation and Development (DLCD) on forms provided for such notice.
- G. Within 7 days after the date of the adoption or rejection of the proposal, the City shall mail or otherwise provide notice to persons who testified orally or in writing to the recommendation or decision authority while the public record was open regarding the proposed ordinance. The notice shall include:
 - 1. A brief summary of the decision.
 - 2. If adopted:
 - a. The date and number of the adopting ordinance.
 - b. Where and when the adopting ordinance and related findings may be reviewed.
 - 3. A summary of the requirements for appealing the decision to Land Use Board of Appeals (LUBA).

19.1007.6 Appeal of a Type IV Decision

The City Council decision on a Type IV application is the City's final decision. A Type IV decision may be appealed to LUBA by filing a petition of appeal within 21 days of the date the notice of decision was mailed. Only the applicant or persons who submitted comments or made an appearance of record at the public hearing have standing to appeal a Type IV decision.

19.1008 PUBLIC HEARINGS

19.1008.1 Responsibility of City for Public Hearings

The City shall:

- A. Schedule land use applications for review and public hearing before the appropriate review authority as required for the particular application procedure by Table 19.1001.5.
- B. Provide public notice of the public hearing consistent with the requirements in this chapter.

- C. Prepare minutes for the public hearing that include the decision on the matter, and the reasons for the decision.
- D. Mail a copy of the decision to those required to receive such information as specified for the particular application procedure.

19.1008.2 General Public Notice Requirements

- A. Notice of public hearings shall be provided as described in Sections 19.1006, 19.1007 and 19.1009.
- B. All public notices shall be deemed to have been provided or received upon the date the notice is deposited in the mail or personally delivered, whichever occurs first.

19.1008.3 Rules of Procedure

- A. Public hearings shall be conducted in accordance with the bylaws and rules of procedure adopted for the hearing body by City Council. Provisions referenced in Subsections 19.1008.4-13 below are applicable to all public hearings.
- B. At the commencement of a hearing, a statement shall be made to those in attendance that:
 - 1. Lists the applicable approval criteria.
 - 2. States that testimony and evidence must be directed toward the applicable approval criteria or other criteria in the Zoning Code or Comprehensive Plan that the person testifying believes is applicable to the proposal.
 - 3. States that failure to raise an issue accompanied by statements or evidence sufficient to afford the decision-maker and parties an opportunity to respond to the issue precludes an appeal of the decision.

19.1008.4 Challenges to Impartiality

- A. Except for Type IV hearings, a party to a hearing or a member of a hearing body may challenge the qualifications of a member of the hearing body to participate in the hearing and decision. The challenge shall state the facts relied upon by the challenger relating to a person's bias, prejudice, personal interest, ex parte contact or other facts from which the challenger has concluded that the member of the hearing body cannot participate in an impartial manner.
- B. The challenged person shall have an opportunity to respond to the challenge. The challenge and any response to the challenge shall be incorporated into the record of the hearing.
- C. The hearing body shall deliberate and vote to decide whether or not the challenged person may remain a member of the hearing body for the decision on which their impartiality was challenged. The person who is the subject of the challenge may not vote on the motion.

19.1008.5 Participation by Interested Officers or Employees

No officer or employee of the City who has a financial or other private interest in a proposal may give an official opinion to the hearing body on the proposal.

19.1008.6 Ex Parte Contacts

Except for Type IV hearings, the general public has a right to have the hearing body members unbiased by prehearing or ex parte contacts on matters heard by them. This must be balanced with the public right to access public officials on any matter. Therefore, hearing body members shall reveal any relevant prehearing or ex parte contacts at the commencement of the public

hearing on the matter. If such contacts have impaired the member's impartiality or ability to vote on the matter, the member shall so state and shall abstain from voting. In addition, parties who had the communication with the member have the right to rebut the substance of the communication at the commencement of the public hearing on the matter.

19.1008.7 Disqualification

Except for Type IV hearings, disqualification for reasons other than the member's own judgment may be ordered by a majority of the members of a hearing body present and voting. The member who is the subject of the motion for disqualification may not vote on the motion.

19.1008.8 Rights of Abstaining or Disqualified Member of the Hearing Body

- A. An abstaining or disqualified member of the hearing body shall be counted for purposes of forming a quorum. A member who represents a personal interest at a hearing may do so only by making full disclosure to the hearing body, abstaining from voting on the proposal, vacating the seat on the hearing body, and physically joining the audience. A member representing a personal interest at a hearing shall not be counted for purposes of forming a quorum.
- B. If all members of a hearing body abstain or are disqualified, all members present after stating their reasons for abstention or disqualification shall be requalified and shall proceed with the hearing.

19.1008.9 Absence of a Member of the Hearing Body

Except for Type IV hearings, a member absent during the presentation of evidence in a hearing may not participate in the deliberations or decision unless the member has reviewed all the evidence received.

19.1008.10 Burden and Nature of Proof

Except for Type IV determinations, the applicant shall bear the burden of proof and persuasion that the proposal is in compliance with applicable provisions of this code. The applicant and any opponents may submit a set of written findings or statements of factual information which are intended to demonstrate the proposals complies or fails to comply with any or all applicable standards and criteria.

19.1008.11 Continuance of Hearing

- A. All documents or evidence relied upon by the applicant shall be submitted to the City and be made available to the public. If additional documents or evidence are provided by any party at the hearing, the hearing body may allow a continuance or leave the record open for at least 7 days to allow the parties a reasonable opportunity to respond. The hearing body may ask the applicant to consider granting an extension of the 120-day decision period if a delay in proceedings could impact the ability of the City to take final action on the application, including resolution of any local appeals.
- B. Prior to closing the initial evidentiary hearing, any participant may request an opportunity to present additional evidence or testimony regarding the application. The hearing body shall grant such request by continuing the public hearing or leaving the record open for additional written evidence or testimony pursuant to Subsection 19.1008.11.C below.
- C. If the hearing body grants a continuance, the hearing shall be continued to a date, time and place certain, at least seven days from the date of the initial evidentiary hearing. An opportunity shall be provided at the continued hearing for persons to present and rebut new evidence and testimony. If new written evidence is submitted at the continued hearing, any person may request, prior to the conclusion of the continued hearing, that the record be left

open to submit additional written evidence or testimony for the purpose of responding to the new written evidence.

- D. If the hearing body leaves the record open for additional written evidence or testimony, the record shall be left open for at least 7 days. Any participant may file a written request with the hearing body for an opportunity to respond to new evidence submitted during the period the record was left open. If such a request is filed, the hearing body shall reopen the record and any person may raise new issues which relate to the new evidence, testimony, or criteria for decision-making.
- E. A continuance or extension granted pursuant to this subsection shall be subject to the limitations of ORS 227 unless the continuance or extension is requested or agreed to by the applicant.
- F. Unless waived by the applicant, the hearing body shall allow the applicant at least 7 days after the record is closed to all other parties to submit final written arguments in support of the application. The applicant's final submittal shall be considered part of the record, but shall not include any new evidence. For purposes of this subsection, "argument" means assertions and analysis regarding the satisfaction or violation of legal standards or policy believed relevant by the proponent to a decision. "Argument" does not include facts. "Evidence" means facts, documents, data or other information offered to demonstrate compliance or noncompliance with the standards believed by the proponent to be relevant to the decision.

19.1008.12 Decision

- A. Following the close of the public portion of the hearing, the hearing body shall approve, conditionally approve, or deny the application. If the hearing is an appeal, the hearing body shall affirm, reverse or remand the decision that is on appeal.
- B. A final local decision on an application for a land use approval or land use permit shall be made within 120 days from the date the application was deemed to be complete, except that, with the agreement of the hearing body and an applicant or appellant, the processing of a matter under consideration may be extended per Subsection 19.1001.7.C.
- C. Notice of decision shall be provided pursuant to requirements established Type III and Type IV applications and Appeals in applicable sections of this chapter.
- D. The hearing body shall prepare written findings for the decision. The findings shall include:
 - 1. A statement of the applicable criteria against which the proposal was tested.
 - 2. A statement of the facts that the hearing body found establishing compliance or noncompliance with each applicable criterion, and assurance of compliance with applicable standards.
 - 3. The decision to approve, conditionally approve, or deny a proposal and the reasons for that decision.

19.1008.13 Record of Proceedings

The City shall prepare and maintain minutes of all proceedings in accordance with the bylaws adopted for the hearing body.

19.1009 APPEALS

A decision on the issuance of a Type I, II or III land use application or land use permit may be appealed to the City by filing a petition to appeal with the City within 15 days of the date on the

written notice of decision. If the 15th day falls upon a weekend or legal holiday, the end of the appeal period shall be extended to the end of the next day which is not a weekend or legal holiday. Table 19.1001.5 identifies the decision authority and appeal authority for each application type.

19.1009.1 Filing an Appeal

- A. An appeal shall contain:
 - 1. Date and file number of the decision being appealed.
 - 2. Documentation that the person filing the petition has standing to appeal per Subsections 19.1009.4.A, 5.A, and 6.A.
 - 3. Detailed statement describing the basis of the appeal.
 - a. For appeal of a Type I or Type III decision, the statement must identify which approval criterion or standard is believed to have been overlooked or incorrectly interpreted or applied and/or which aspect of the proposal is believed to have been overlooked or incorrectly evaluated.
 - b. For appeal of a Type II decision, the statement must identify either an error described in Subsection 19.1009.1.A.3.a, or the manner in which the person filing the appeal was adversely impacted or aggrieved by the decision.
- B. The appeal petition fee shall be paid at the time of filing.
- C. If petition to appeal and applicable fee are not filed within the 15-day time period, or if the petition to appeal does not contain the required items specified in Subsections 19.1009.1.A.1-3 above, the petition shall not be accepted by the City. A decision by the City to not accept an appeal within the specified appeal period shall be considered final.

19.1009.2 General Procedures Applicable to All Appeals

Appeal hearings before the appropriate appeal authority as specified in Table 19.1001.5 shall be conducted in accordance with the public hearing provisions in Section 19.1008.

19.1009.3 Types of Appeal Hearings

The City of Milwaukie has two types of hearings used for appeals of land use decisions. The general procedures for these hearings are as follows.

A. Unrestricted De Novo Hearing

An unrestricted de novo hearing allows for the presentation of new evidence, testimony and argument by any party. The appeal authority shall consider all relevant evidence, testimony, and argument that are accepted at the hearing. The scope of the hearing shall not be limited to the issues that were raised on appeal. The standard of review for an unrestricted de novo hearing is whether the initial decision has findings and/or conditions that are in error as a matter of fact or law.

B. On the Record De Novo Hearing

An on the record de novo hearing does not allow for the presentation of new evidence by any party. New testimony is allowed. New arguments based on evidence already in the record and testimony that is new or already in the record are allowed. The scope of the hearing is not limited to the issues that were raised on appeal. The standard of review for an on the record de novo hearing is a new evaluation of existing evidence, new and existing testimony, and new and existing arguments.

19.1009.4 Specific Provisions for Appeal of a Type I Decision

- A. A Type I decision may only be appealed by the applicant or the applicant's representative.
- B. The City shall mail written notice of the appeal hearing to the applicant/representative not less than 20 days prior to the appeal hearing.
- C. The appeal hearing shall be an unrestricted de novo hearing.
- D. The decision of the designated appeal authority for appeals of Type I decisions shall be the final local decision.

19.1009.5 Specific Provisions for Appeal of a Type II Decision

- A. A Type II decision may be appealed by the applicant, the applicant's representative, or by any other person or organization who is adversely affected or aggrieved by the decision.
- B. At least 20 days prior to the appeal hearing, the City shall mail written notice of the appeal hearing to all parties who were entitled to Type II public notice under Subsection 19.1005.3.B.1.
- C. The appeal hearing shall be an unrestricted de novo hearing.
- D. The decision of the designated appeal body for appeals of Type II decisions shall be the final local decision.

19.1009.6 Specific Provisions for Appeal of a Type III Decision

- A. A Type III decision may be appealed only by the applicant, applicant's representative, or any other person or organization who participated by providing either oral testimony or written evidence on the record leading to the decision by the decision authority.
- B. At least 20 days prior to the appeal hearing, the City shall mail written notice of the appeal hearing to all parties who were entitled to Type III public notice under Subsection 19.1006.3.D.
- C. The scope of review for an appeal of a Type III decision shall be an on the record de novo hearing.
- D. The record shall include:
 - 1. A factual report prepared by the Planning Director.
 - 2. All exhibits, materials, pleadings, memoranda, stipulations, and motions submitted by any party and reviewed or considered in reaching the decision under review.
 - 3. The minutes from the original hearing and a detailed summary of the evidence.
- E. The decision of the designated appeal authority for the appeal of a Type III decision shall be the final local decision.

19.1009.7 Remand from the Land Use Board of Appeals

City of Milwaukie decisions remanded by the Land Use Board of Appeals (LUBA) shall be heard by the appeal authority following the procedures of Section 19.1009 and be decided within 90 days from the date of the remand.

19.1010 DESIGN REVIEW MEETINGS

The Design and Landmarks Committee shall conduct a design review meeting when required by Section 19.907 for applications in the downtown zones. The meeting shall occur prior to the initial Planning Commission hearing on the application. Design review meetings provide an

opportunity for the Design and Landmarks Committee to hear public comment, evaluate the proposal against relevant approval criteria, and vote on a recommendation to forward to the Planning Commission.

19.1010.1 Responsibility of City for Design Review Meetings

The city shall:

- A. Schedule land use applications for design review before the Design and Landmarks Committee at the earliest available scheduled meeting. If the Design and Landmarks Committee is unable to schedule a design review meeting with sufficient time for the Planning Commission to hold a public hearing in compliance with the 120-day rule, one of the following shall occur:
 - 1. The applicant may extend the 120-day requirement per Subsection 19.1001.7.C in order to accommodate Design and Landmarks Committee review of the application.
 - 2. If the applicant does not extend the 120-day requirement, the Planning Director shall prepare the design review recommendation in lieu of the Design and Landmarks Committee. The Planning Director's recommendation shall satisfy the requirement of Subsection 19.907.8.
- B. Provide public notice of the design review meeting per Subsections 19.1010.2.A - C below.
- C. Prepare minutes for the design review meeting that include the Design and Landmarks Committee recommendation and the reasons for the recommendation.

19.1010.2 Design Review Meeting Notice Requirements

- A. When a design review meeting is required by Section 19.907, the City shall mail written notice of the design review meeting at least 10 days prior to the meeting. The written notice shall be mailed to:
 - 1. The applicant and/or applicant's authorized representative.
 - 2. The owner(s) of record of the subject property.
 - 3. Owners of record of properties located within 300 feet of the perimeter of the subject property.
 - 4. Any City-recognized neighborhood district association whose boundaries include the subject property or are within 300 feet of the subject property.
- B. The public notice shall meet the requirements of Subsections 19.1006.3.D and E.
- C. At least 5 days prior to the design review meeting, notice of the meeting shall be posted on the site by the applicant, and shall remain posted continuously until the meeting. Signs shall be posted on the property in a location which is clearly visible to vehicles traveling on a public street and to pedestrians walking by the property. The number and size of signs shall be appropriate given the size of the property, number of street frontages, and the functional classification of surrounding streets. The City shall provide the applicant at least one sign and the instructions for posting. An affidavit of posting shall be submitted by the applicant and made part of the file.

19.1010.3 Rules of Procedure

- A. Design review meetings shall be conducted in accordance with the bylaws and rules of procedure adopted for the Design and Landmarks Committee by City Council. Provisions referenced in Subsections 19.1010.4-11 apply to all design review meetings.

- B. At the commencement of a design review meeting, a statement shall be made to those in attendance that:
 - 1. Lists the applicable approval criteria.
 - 2. States that public comment must be directed toward the applicable approval criteria or other criteria in the Zoning Code or Comprehensive Plan that the person commenting believes is applicable to the proposal.
- C. The design review meeting is not a public hearing, but shall be organized in the following manner:
 - 1. The applicant shall have an opportunity to make a presentation on the proposal.
 - 2. The public shall be allowed to comment on the application.
 - 3. The Design and Landmarks Committee shall deliberate on the application and presentation and shall make findings and a recommendation on the application per Subsection 19.1010.10.
- D. An abstaining or disqualified member of the committee shall be counted for purposes of forming a quorum. If all members of the committee abstain or are disqualified, the Planning Director shall prepare the design review recommendation in lieu of the Design and Landmarks Committee. The Planning Director's recommendation shall satisfy the requirement of Subsection 19.907.8.

19.1010.4 Challenges to Impartiality

- A. A party to a meeting may challenge the qualifications of a member of the committee to participate in the recommendation. The challenge shall state the facts relied upon by the challenger relating to a person's bias, prejudgment, personal interest, or other facts from which the challenger has concluded that the member of the committee cannot participate in an impartial manner.
- B. The challenged person shall have an opportunity to respond orally and in writing to the challenge. The challenge shall be incorporated into the record of the meeting.

19.1010.5 Participation by Interested Officers or Employees

No officer or employee of the city who has a financial or other private interest in a proposal may participate in the recommendation on the proposal.

19.1010.6 Ex Parte Contacts

Committee members shall reveal any relevant premeeting or ex parte contacts at the commencement of the design review meeting. If such contacts have impaired the member's impartiality or ability to vote on the matter, the member shall so state and shall abstain from voting. In addition, parties who had the communication with the member have the right to rebut the substance of the communication at the commencement of the meeting on the matter.

19.1010.7 Abstention or Disqualification

Disqualification for reasons other than the member's own judgment may be ordered by a majority of the members of the committee who are present and voting. The member who is the subject of the motion for disqualification may not vote on the motion.

19.1010.8 Burden and Nature of Proof

The applicant shall bear the burden of proof and persuasion that the proposal is in compliance with applicable provisions of this code. The applicant and any opponents may submit a set of

written findings or statements of factual information which are intended to demonstrate the proposal complies or fails to comply with any or all applicable standards and criteria.

19.1010.9 Continuance of Meeting

- A. A design review meeting may be continued if the Planning Director determines that there is sufficient time to hold a continued meeting before the Design and Landmarks Committee and a public hearing before the Planning Commission within the required 120 days or if the applicant waives the 120-day requirement per Subsection 19.1001.7.C.
- B. Design review meeting continuance proceedings shall be per Subsection 19.1008.11.

19.1010.10 Design Review Recommendation

Following the close of the public portion of the design review meeting, the Design and Landmarks Committee shall prepare a written report to the Planning Commission that recommends either approval, approval with conditions, or denial of the application.

- A. The written recommendation shall contain the following:
 - 1. The applicable approval criteria against which the application was reviewed.
 - 2. A statement of the facts that were relied upon to determine whether the application satisfied or failed to satisfy each applicable approval criterion.
 - 3. The decision to recommend approval or denial of the application, and, if the recommendation is for approval, any recommended conditions of approval. Recommended conditions of approval shall ensure conformance with the applicable approval criteria and development standards and mitigate the anticipated impacts, if any, of the proposal.
- B. The recommendation of the Design and Landmarks Committee will be forwarded to the Planning Commission, which shall consider the recommendation and integrate it with the land use application process applicable to the proposal.
- C. Design and Landmarks Committee recommendations are not appealable.

19.1010.11 Record of Proceedings

The City shall prepare and maintain minutes of all proceedings in accordance with the bylaws adopted for the Design and Landmarks Committee.

Comprehensive Plan Chapters 1 and 2

Draft Code Amendments
December 21, 2010

Overview of Key Changes

Commentary: Comprehensive Plan, Chapter 1, Citizen Involvement and Chapter 2, Plan Review and Amendment Process

The proposed amendments to the Comprehensive Plan affect limited procedural aspects of public notice and amendments. Though a broader evaluation of the City's public involvement policies may be timely and warranted, the proposed amendments are less ambitious. The focus of these amendments is to remove procedures and criteria from the Plan that are more appropriately in the code, while keeping the broader policies that will continue to drive the City's development review process in the Comprehensive Plan.

Only the numbered objectives of the Comprehensive Plan for which amendments are proposed are shown in this document. All other sections are proposed to remain as written.

Summary of Key Policy Items in the Proposed Amendments:

Chapter 1, Objective #3

The proposed amendments to this objective make the Comprehensive Plan less specific about the exact means of how communication with the public occurs, while maintaining the overall quality and openness of the communication. The proposed amendments to the zoning code (Section 19.1007.3.B) enforce the public involvement principles of this objective by requiring that there be opportunity for public input and involvement in the legislative amendment process.

Chapter 2, Objective #1

The proposed amendments to this objective remove the specific evaluation criteria and procedural steps involved with Comprehensive Plan amendments from the text of the plan itself. These items are proposed for relocation to other parts of the zoning code.

The specific criteria for amendments are proposed for relocation to Section 19.902, Amendments to Maps and Ordinances. The procedural portions of the amendment process are proposed for relocation to the Type IV land use review process in Chapter 19.1000, Review Procedures and Administration.

CITY OF MILWAUKIE COMPREHENSIVE PLAN

CHAPTER 1 — CITIZEN INVOLVEMENT

OBJECTIVE #3 — COMMUNICATION

Promote informed public participation in planning decisions by providing readily available publications and printed materials regarding current issues and proposed policies and providing for two-way communication between policy-makers and citizens.

Policies

1. Make planning documents available through City offices and public libraries. This includes, but is not limited to Plan inventories, planning background information, Staff reports and minutes of Planning Commission and Comprehensive Plan Review Committee meetings.
2. Keep the public informed of opportunities for involvement in land use planning using a range of available media including newspaper notices, the City website, mailings, the City newsletter, television, and meetings. ~~Advertise all public hearings regarding land use issues in the newspaper and on the local cable television station.~~
3. Seek citizens' input on major land use issues through community organizations, service organizations, interest groups, neighborhood groups, etc. Provide opportunities for citizen participation in preparing and revising local land use plans and ordinances. Provide citizen involvement opportunities that are appropriate to the scale of a given planning effort. Large area plans, affecting a large portion of community residents and groups, require citizen involvement opportunities of a broader scope than that required for more limited land use decisions. Provide information concerning major land use issues by conducting one "town hall" meeting coordinated by City Staff a minimum of 10 days prior to the public hearing before the Planning Commission. Neighborhood Associations and identified community service or interest groups shall be notified of both "town hall" meetings and public hearings. A major land use change has widespread and significant impact beyond the immediate area, such as changes producing large volumes of traffic, changes in the character of the land use, or a change affecting large areas or many different ownerships.
4. City Staff will communicate with citizens about land use policy changes and significant development proposals through a variety of media early on and throughout the decision-making process. ~~issue a news release to local newspapers explaining upcoming issues which would result in changes to the Comprehensive Plan or its implementing ordinances prior to discussion of these issues at a public hearing.~~
5. Provide timely and adequate notice of proposed land use matters to the public to ensure that all citizens have an opportunity to be heard on issues and actions that affect them. ~~News releases and~~

Proposed Code Amendment

~~Planning Commission agendas will be provided to the City Library and community/senior center. These groups will be encouraged to include stories regarding planning issues in their newsletters.~~

6. Any citizen testifying at a public hearing regarding a land use issue will receive a copy of the outcome of the hearing and the findings and conclusions upon which the decision was based.

CHAPTER 2 — PLAN REVIEW AND AMENDMENT PROCESS

OBJECTIVE #1 — AMENDING THE PLAN

5. All proposed legislative Comprehensive Plan amendments will be considered at advertised public hearings before the Planning Commission and City Council. ~~At least 30 days prior to a public hearing, a public notice shall be printed in a local newspaper and will appear on the public information cable television station. A second notice will appear at least ten days prior to the public hearing.~~

6. Amendments to the text or maps of the Comprehensive Plan will be processed as legislative actions per the procedures set forth in the Zoning Ordinance. ~~If the proposed amendment is quasi-judicial, notice of the requested change will be mailed to all residents within 400 feet of the property under consideration at least 30 days prior to the public hearing. Newspaper notice in accordance with the requirements for legislative plan amendments is also required.~~

7. All Plan amendments will be evaluated based on the criteria adopted in the Zoning Ordinance for approval of Plan amendments. ~~the following criteria:~~

- ~~• conformance with the Comprehensive Plan, its goals, policies, and spirit,~~
- ~~• public need for the change,~~
- ~~• public need is best satisfied by this particular change,~~
- ~~• the change will not adversely affect the health, safety, and welfare of the community,~~
- ~~• the change is in conformance with applicable Statewide Planning Goals,~~
- ~~• the change is consistent with Metro Growth Management Functional Plan and applicable regional policies.~~