



**AGENDA**  
**CITY OF THE DALLES PLANNING COMMISSION**

CITY HALL COUNCIL CHAMBERS

313 COURT SREET

THE DALLES, OREGON 97058

*CONDUCTED IN A HANDICAP ACCESSIBLE MEETING ROOM*

THURSDAY, JANUARY 2, 2002

6:30 P.M.

- I. Call to order
- II. Roll call
- III. Approval of agenda
- IV. Approval of minutes: September 19, 2002
- V. Public Comment
- VI. Public Hearing - Quasi-Judicial
  - A. Hearing for Site Plan Review 293-02 and Variance 102-02 of ALCO Holdings LLC (Mt. Hood Beverage) to relocate their existing business (currently located at 210 Webber) to a newly created lot on Crates Way. Applicant is also requesting a variance for the driveway access width standards. Property is located in the 3600 block of Crates Way and is further described as 2N 13E 28D Tax Lot 800, Block 2, Parcel 2. Property is zoned "I" –Industrial.
- VII. Resolutions

Resolution #437-03 approving Site Plan Review 293-02 and Variance 102-02 of ALCO Holdings LLC.
- VIII. Commissioner Comments
- IX. Next meeting date: January 16, 2003.
- X. Adjournment

**City of The Dalles**  
COMMUNITY DEVELOPMENT DEPARTMENT

**STAFF REPORT**

Site Plan Review No. 293-02 & Variance No. 102-02

**ALCO Holdings, LLC – Mt. Hood Beverage**

Prepared by: Daniel C. Durow, Director *DCD*

Procedure Type: Quasi-Judicial

Hearing Date: January 2, 2003

Assessor's Map: 2 North 13 East Map 28 D

Tax Lot: 800

Address: 3600 Block of Crates Way

Comprehensive Plan Designation: "I" Industrial

Zoning District: "I" Industrial

**SYNOPSIS:** ALCO Holdings, LLC, of Centralia, Washington, is the parent company of Mt. Hood Beverage Company, which is currently located at First and Webber in the City. It is staff understanding the present site is much larger than actually needed by the Beverage Company and they are proposing to relocate their activities to a newly created 0.64-acre parcel in the Port Industrial Park. The site will be located in the 3600 block of Crates Way. (An address is yet to be assigned.) Please see attached map. They are proposing a 1,056 square foot structure, which primarily acts as a distribution center for their beverage marketing activities. The applicant indicates this will be a reload center for their beverage company.

While the site plan approval could be granted administratively, the applicants are also requesting a variance in driveway width to allow a 45-foot driveway access to Crates Way. The purpose of the driveway is to accommodate longer semi-trucks. It should be noted the applicants originally requested two driveways and during Site Team review, it

was determined this would be difficult to allow under City standards and they have opted for a single access. See Site Team notes.\*

The entire site, with the exception of areas of required landscaping, will be paved.

**NOTIFICATION:** Property owners within 100 feet, City Departments, Franchise Utilities, Mid Columbia Fire and Rescue, Oregon Department of Transportation, and Wasco County Roads Department.

**COMMENTS RECEIVED:** No comments were received from property owners within 100 feet.

**Site Team Comments (10/08/02):**

**Engineering/Utilities/Planning**

- Self-created hardship. Reducing lot's width to 110 feet (current MIP in process) does not constitute justification for a variance.\*
- Semi-parking appears to be a problem.
- 150-foot driveway entrance.
- Add in MIP comments.
- One water and one sewer currently to old lot. Sewer will be required.
- Staff suggests that an oil/water separator be installed due to the use.
- \*Will accept bio-bags for use.
- Minor exterior lighting planned at drive approach.

**PUD**

- No issues or concerns.

**NW Natural Gas**

- No concerns.

**Mid Columbia Fire & Rescue**

- No concerns.

**RECOMMENDATION:** It is the staff's recommendation that the proposed site plan and variance be approved with conditions. If the Planning Commission agrees with the findings prepared by the staff, it may adopt them as part of the other findings to support the decision.

**A. LAND USE AND DEVELOPMENT ORDINANCE 98-1222:**

**Section 3.010.040, Applications:**

*Subsection B. Completeness.*

**FINDING A-1:** The date an application is determined to be "complete" starts the State mandated time frame for local jurisdictional review. The City of The Dalles is required to make a final land use decision within 120 days from the date an

application is deemed "complete". The Dalles City Council makes the final decision on any land use action if appealed from the Planning Commission. If no appeal is made during the allotted ten-day appeal period, the Planning Commission decision is final. This application was deemed complete on December 10, 2002. The 120-day deadline for final decision is April 9, 2002.

**Section 3.020.050, Quasi-Judicial Actions:**

*Subsection A. Decision Types, 1. Site Plan Review (Section 3.030) & 4. Variances (Section 3.070):*

**FINDING A-2:** This application is for Site Plan Review and a variance request. Site Plan Review applications may be reviewed as a quasi-judicial action but variance applications shall be processed as a quasi-judicial action. The Site Plan Review and variance request applications are being reviewed as a combined quasi-judicial application. Criterion met.

*Subsection B. Staff Report. The Director shall prepare and sign a staff report for each quasi-judicial action, which identifies the criteria and standards applying to the application and summarizes the basic findings of fact. The staff report may also include a recommendation for approval, approval with conditions, or denial.*

**FINDING A-3:** This staff report will detail criteria and standards relevant to a decision, all facts will be stated, and explanations will be given. This will be detailed through a series of findings related directly to relevant sections and subsections of the ordinance.

**Section 3.030.020 Review Procedures:**

*Subsection B. Applications. Site Plan Review applications shall be accompanied by at least 15 copies of the concept site plan...*

**FINDING A-4:** The required plans have been submitted. Criterion met.

**Section 3.030.040 Review Criteria.**

*A. City Ordinance Provisions. All the provisions from the applicable City ordinances have been met or will be met by the proposed development.*

**FINDING A-5:** All provisions have not been met by this proposal but only as it relates to the driveway standards. Granting a variance to these standards and/or developing conditions of approval may be necessary to approve this application. This will be detailed in the staff report through a series of findings.

*B. Public Facilities Capacity. Adequate capacity if City Facilities for water, sanitary sewer, storm sewer, and street and sidewalks can and will be provided to, and where applicable, through, the subject property.*

**FINDING A-6:** Adequate capacity exists for facilities including water, sanitary sewer, storm sewer, and streets. The City of The Dalles Public Works Department has verified that water and sewer is adequate. This street, known as Crates Way, is fully improved. It has been adequate to serve the needs of the numerous businesses and industries in the area for some time. It has a sidewalk on the south side of the street, curbs, and a storm drainage system.

It is the burden of the applicant to show that the variance is necessary, that the criteria for a variance are met, and that the minimum variance needed to solve the issue is being requested. The applicant has prepared a set of drawings or photos to support their request for a variance to the driveway standards. These are attached to this report and will also be presented at the hearing by the applicant.

C. *Arrangement of Site Elements.*

1. *Promote pedestrian, bicycle, and vehicular safety and welfare.*

**FINDING A-7:** The parking lot layout has adequate stall dimensions and aisle width providing for vehicular safety and movement. No pedestrian access from the street is proposed. A bicycle rack needs to be provided on site to accommodate a minimum of one bicycle. Criterion met with condition.

2. *Preserve and maintain public amenities and significant natural features.*

**FINDING A-8:** Currently this site has access to both City utilities and Northwest Natural Gas services. No natural features are on this site. This criterion is met.

3. *Avoid traffic congestion.*

**FINDING A-9:** The applicant is asking for a variance to the current City standards for driveway width. The variance in driveway width requires the applicant must show why the additional width is needed to accommodate the proposed use. The request for additional width is similar to the request by Pepsi at their site on Wet 1st Street. Large trucks do not have room within the street right-of-way to safely make the turn.

4. *Minimize potential adverse impacts on surrounding properties.*

**FINDING A-10:** The range of uses for this site does not have a high potential for off-site impacts. Nuisance conditions that may develop are addressed on a complaint basis. Criterion met.

D. *Lighting.*

**FINDING A-11:** The site plan does not show that significant lighting is planned for this site and the general location of the lighting is shown on the building on the site plan. The proposed lighting should not shine onto adjacent properties. This can be addressed as a condition of approval. Criterion met.

E. *City Engineer Approval.*

**FINDING A-12:** Proposed development plans will be reviewed by the City Engineer per established standards.

F. *Waiver of Remonstrance. Where applicable, the applicant shall agree to waive any future rights to remonstrate against future public improvements, per the provisions of Section 6.110: Waiver of Right to Remonstrate of this Ordinance.*

**FINDING A-13:** A waiver of remonstrance will not be required with this development.

**Section 5.090.020 Permitted Uses**

*Subsection A. Primary Uses Permitted Outright (subject to 3.030: Site Plan Review):*

- 8. *Manufacturing, fabricating, processing, repair, engineering, research and development, assembly, wholesale, transfer, distribution, and storage uses (except manufacture of explosives, the slaughter of animals, and the rendering of fats).*

**FINDING A-14:** This proposal is to site and construct a 1,056 square foot warehouse on a currently vacant 0.64-acre lot. The warehouse will serve as a distribution point for the beverage company’s products. These uses are permitted outright. Criterion met.

**Section 5.070.040 Development Standards:**

The following table specifies Industrial development standards applicable to this application.

| <b>Industrial</b>    | <b>Standard</b>   | <b>Proposal</b>   | <b>Meets Requirements</b>   |
|----------------------|---|---|---|
| Lot Size             | <i>10,000 Square Feet</i>   | Created lot: 0.64 acres   | Yes   |
| Setbacks             | <i>10 feet front, none on side and rear</i>   | 110’ front, approx.26’& 40’ side and 108’ Rear                                  | Yes   |
| Building Height      | <i>55 feet</i>  | 18’   | Yes   |
| Building Orientation | <i>Towards street or primary access way.</i>  | Orients towards Crates Way  | Yes, toward primary street  |
| Pedestrian Access    | <i>Entrances must have clear connection to street/sidewalk.</i>   | There is a sidewalk on Crates Way on south side at this time.                   | Yes.  |
| Off-Street Parking   | <i>Auto @ .5 (min) spaces per 1000 sf floor area – 1(max)/1000 sf and the provisions for employee parking. &amp; Bike @ .1/1000 sf allows a range of 6-8 auto &amp; one bicycle space based on a total of 1,056 sf for the structure.</i> | 6 Auto spaces with one van-accessible handicap space. No bicycle parking shown. | The auto parking has been met. The bicycle parking can be met as a condition of approval. |
| Landscaping          | Detailed Below  | Detailed Below  | Detailed Below  |

**FINDING A-15:** With conditions, this proposal meets the development standards.

**Section 6.010 Landscaping Standards:**

*6.010.030 General Provisions, Subsection B. Landscape Plans; where landscaping is required by this Ordinance, detailed landscape plans may be submitted with the development application. If not submitted for approval with the application, approval of detailed landscape plans shall always be a condition of the concept plan approval of the Site Plan Review process.*

**FINDING A-16:** The total square footage of the proposed building is 1,056 square feet. Landscaping requirements for the Industrial Zone are 10% of the first floor areas of all structures. Therefore, 105 square feet minimum of landscaping is required for the building. This application is proposing 750 square feet, of which 100 square feet will be irrigated and the remaining will be dry landscaping. The proposed landscaping exceeds the required landscaping for this proposal. The requirement for more detailed and refined landscaping for off-street parking is keyed by more than 6 off-street parking spaces, thus this application does not meet that threshold. Criterion met.

**Section 6.060 Driveway and Entrance Standards:**

*6.060.020 General Standards, Subsection A. Arterial, Collector, and Commercial /Industrial Local Streets;*

1. **Width.** *Driveway/entry width shall be kept to a practical minimum. No single driveway/entrance shall be less than 15 feet nor exceed 35 feet in width. Striping and pavement markings shall be required on all driveways/entries wider than 30 feet. The applicant shall verify requirements with the City Engineer.*

**FINDING A-17:** This proposal includes a request for a variance on the driveway widths. The applicant has prepared a set of drawings to support the variance request. (It is the obligation of the Planning Commission to determine if the criteria have been met and that the variance is the minimum necessary to accommodate the development proposal. Staff was able to make a recommendation and/or findings on this issue because the evidence to support the variance has been made available in a previous case, the Pepsi expansion which clearly indicated the driveway must be 45 feet in width to serve the larger semi-trucks.

2. **Angle.** *All two-way driveways/entries shall have a right angle intersection with the street. One-way driveways/entries may be placed on a 60-degree angle.*

**FINDING A-18:** The proposed driveway is two-way and at a right angle intersection with the street. Criterion met.

3. **Maneuvering Within Street.** *All drives and entrances shall be designed for a forward in/forward out vehicle movement only. No backing movements or other maneuvering within the street right-of-way are allowed.*

**FINDING A-19:** The 45 foot driveway width will allow adequate room to eliminate on-street maneuvering. Criterion met.

**Section 6.050 Access Management:**

*6.050.040 Access Standards, Subsection A. Separation Standards. Separation standards between access points is based on the City's preferred spacing standards as specified below in Table 1; however access separation may be reduced to accommodate characteristics specific to the proposed site and/or use. In cases where separation is reduced below the preferred spacing standard, the reduction shall not be less than appropriate stopping site distance standard listed below in Table 2 for arterial and*

collector streets, unless the approving authority finds that all of the provisions of Section 6.050.050 below have been met.

**FINDING A-20:** The applicant has amended the Site Plan to show only a single driveway. Criterion met.

### **Section 3.070.030 Variance Review Criteria**

The requirement for the variance is necessitated by the City's adopted driveway standards in the Land Use and Development Ordinances. These standards were taken from the City's Transportation System Plan, which, at this writing, has not been formally adopted by the City. The LUDO has been formally adopted, however, and provides:

City Standards. The LUDO in Section 6.060.020, General Standards, Item A-1, Width: *The driveway entry width shall be kept to a practical minimum. No single driveway/entrance shall be less than 15 nor exceed 35 feet in width.*

The applicant proposes to create a 45-foot wide driveway through the parcel for use by local delivery trucks and long-haul tractor-trailers. Previous cases before the City have shown the 35-foot maximum width is not workable in the industrial zones. The type of trucks that will be used at this facility need wider turning radii than the 35-foot driveways will allow. Most of the trucks using this facility, particularly those of 50 to 75 feet long, need on average at least 42 feet of turning radius in order to make the turn from Crates Way onto the property. One of the primary reasons for limiting driveway widths is for protection of pedestrian traffic. This is particularly applicable to commercial and neighborhood commercial development. This site, however, is in the heart of an existing industrial area with limited pedestrian traffic. Further, the existing roadway (Crates Way) is level and straight, with excellent sight distances available. A pedestrian sidewalk is located on the other side of the street, so pedestrian conflicts should be non-existent.

The review criteria for a variance are listed in Section 3.070.030 of The Dalles Land Use and Development Ordinance, which states that a variance to the requirements of this ordinance shall be granted only in the event that each of the following circumstances is found to exist.

*A. The proposed variance will not be contrary to the purposes of this Ordinance, policies of the Comprehensive Plan, or any other applicable policies and standards adopted by the City.*

**FINDING A-21:** The proposed variance to increase the width of driveway access beyond adopted City standards is necessary to allow the relocation of an existing economic enterprise in the City as a use allowed in the zone. The type of truck traffic mandates larger driveway access points. The driveway access point proposed is 45 feet in width. The typical 53-foot semi-truck with tractor and trailer normally requires 42.8 feet to clear the curb. The width of the driveway, therefore, must exceed the 35 feet to be operational for the proposed industrial activity.

*B. Exceptional or extraordinary circumstances apply to the subject property, which do not generally apply to other property in the same zone or vicinity. Such*

*circumstances are a result of lot size or shape, topography, or circumstances over which the applicant has no control.*

**FINDING A-22:** The 0.64-acre parcel has approximately 110 feet of frontage on Crates Way, which exceeds minimum requirements. The proposed driveway requested by the applicant is the minimum necessary to utilize the parcel for its intended industrial activity. The wider access will allow the necessary maneuverability of trucks and trailers onto the site without creating hazards or the need for maneuvering on the existing street.

- C. *The variance is necessary for the preservation of a property right of the applicant, which is substantially the same as owners of the other property in the same zone or vicinity.*

**FINDING A-23:** This is an industrial area in which the main means of transporting goods and services is via truck and trailers. Most of the surrounding businesses use the same type of transportation to receive and deliver products. Other property owners in the same zone or vicinity face the same types of problems with the City's newly adopted driveway width standards. They in turn, as individual circumstances change, have the right to request variances.

- D. *The conditions or circumstances justifying the variance have not been willfully or purposefully self-imposed, and do not result from a violation of this Ordinance since its effective date.*

**FINDING A-24:** The proposed driveway width has not been willfully or purposely self-imposed. The recently adopted standards of the City for industrial development and driveway width standards have not taken into consideration individual site characteristics, vehicle requirements, or the narrow widths of industrial streets. The purpose of the variance procedure is to allow variation from "textbook" site standards to meet existing conditions and site situations. These findings have generally shown that the adopted standards, particularly for driveway width, will not work in an industrial area utilizing tractor and trailer traffic.

- E. *The proposed variance will not substantially reduce the amount of privacy enjoyed by users of neighboring land uses if the variance were not allowed.*

**FINDING A-25:** Increasing of the width of the driveway to 45 feet will not reduce the amount of privacy enjoyed by the neighboring properties—all of which are industrial operations similar to the one being proposed. The Mt. Hood Beverage Company operation will be quite similar to a number of other operations in the immediate vicinity.

- F. *The proposed variance is the minimum variance, which would alleviate the difficulty.*

**FINDING A-26:** The proposed 45-foot driveway, or 10-foot driveway width variance, is the minimum variance, which will alleviate the hardship. The previous land use case, Pepsi Cola Bottling of The Dalles, showed that at least 45 feet of driveway width was needed to accommodate long-haul trucks and eliminate maneuvering on the street or driving over the existing curbs.

## B. Comprehensive Plan (June 1994):

**Goal #9 Economic Development** lists City goals applicable to this project as follows:

- *Increase the tax base needed to provide an adequate level of community services for The Dalles citizens.*
- *Encourage the growth of existing employers and attract new employers to The Dalles that complement the existing community.*

**FINDING B-1:** This proposal is in accordance with the City of The Dalles Comprehensive Plan by encouraging the establishment of a new employer in the City of The Dalles. Mt. Hood Beverage will add approximately 8 new employees. The development of this site will also help to increase the City's tax base by adding an additional 1,056 square foot building. Criterion met.

## C. Conclusion:

The above findings demonstrated substantial compliance with both the Land Use and Development ordinance and the Comprehensive Plan. The applicant must show that the criteria for a variance can be met to allow for the additional driveway width.

With conditions, and with variance approval, this proposal would be consistent with both the City of The Dalles Comprehensive Plan and Land Use Development Ordinance.

## D. Conditions of Approval:

1. Proposed lighting needs to be clarified on the final site plan to show that it will not shine onto adjacent properties.
2. Proposed development plans will be reviewed and approved by the City Engineer per established standards.
3. Signs will be applied for under a separate permit.
4. All concept site plan approval conditions must be addressed on a revised site plan prior to or concurrent with any building permit application.
5. Final detailed construction and landscaping plans are required with a building permit application.
6. Revised site plan will need to show a bicycle rack with a minimum of one space.
7. Additional safety signs and/or striping will be required at the sidewalk/driveway crossings that are wider than standard widths.

# Properties Within 100 Feet of SPR 293-02 & VAR 102-02



COLUMBIA  
RIVER

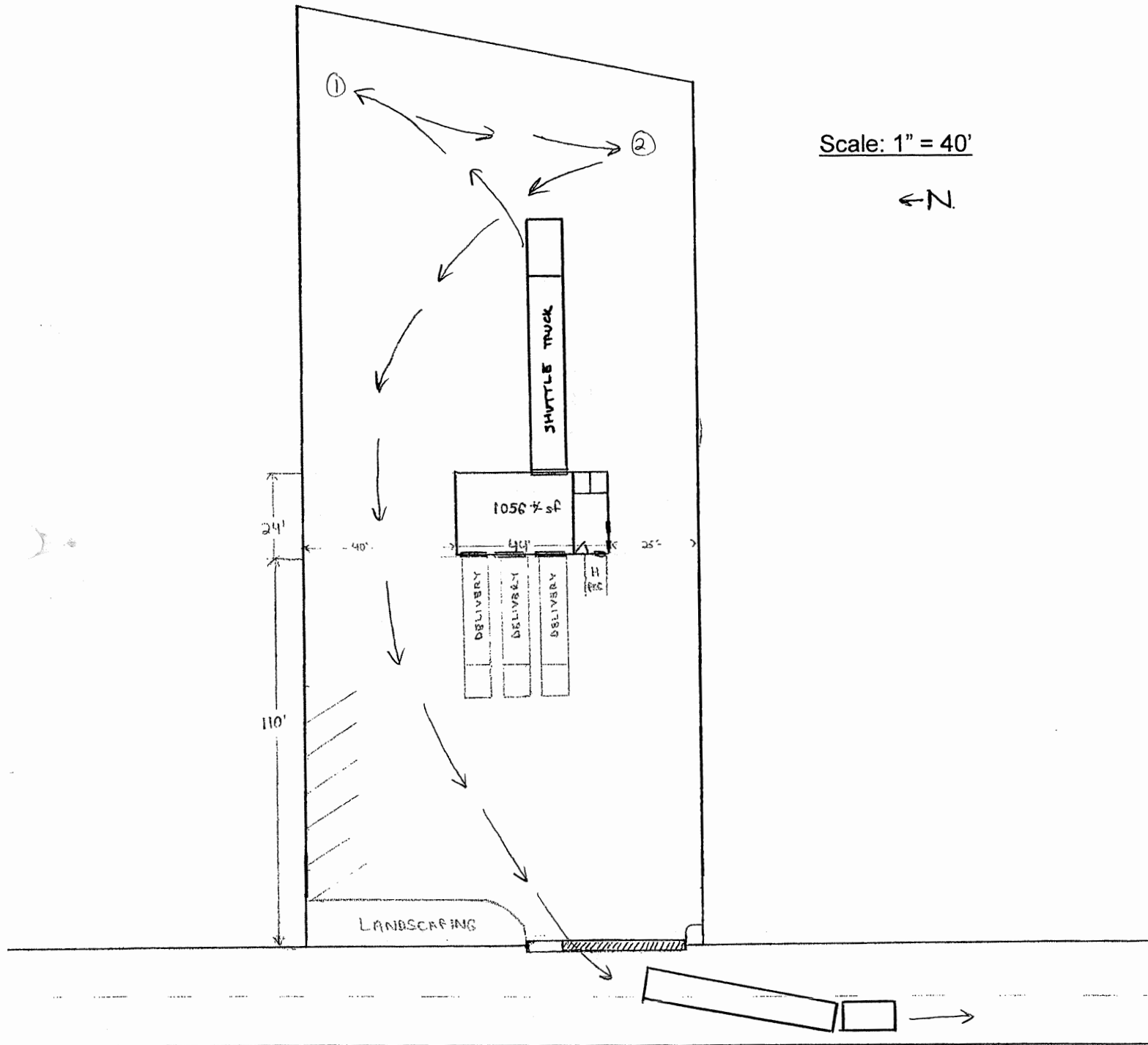
- ★ Subject Property
- ▨ Notified Properties

200 0 200 400 Feet



# The Dalles, Oregon

Traffic Flow Plan for  
ALCO Holdings/Mt. Hood Beverage Co.  
The Dalles Industrial Park, Block 2, Lot 5, Parcel 2

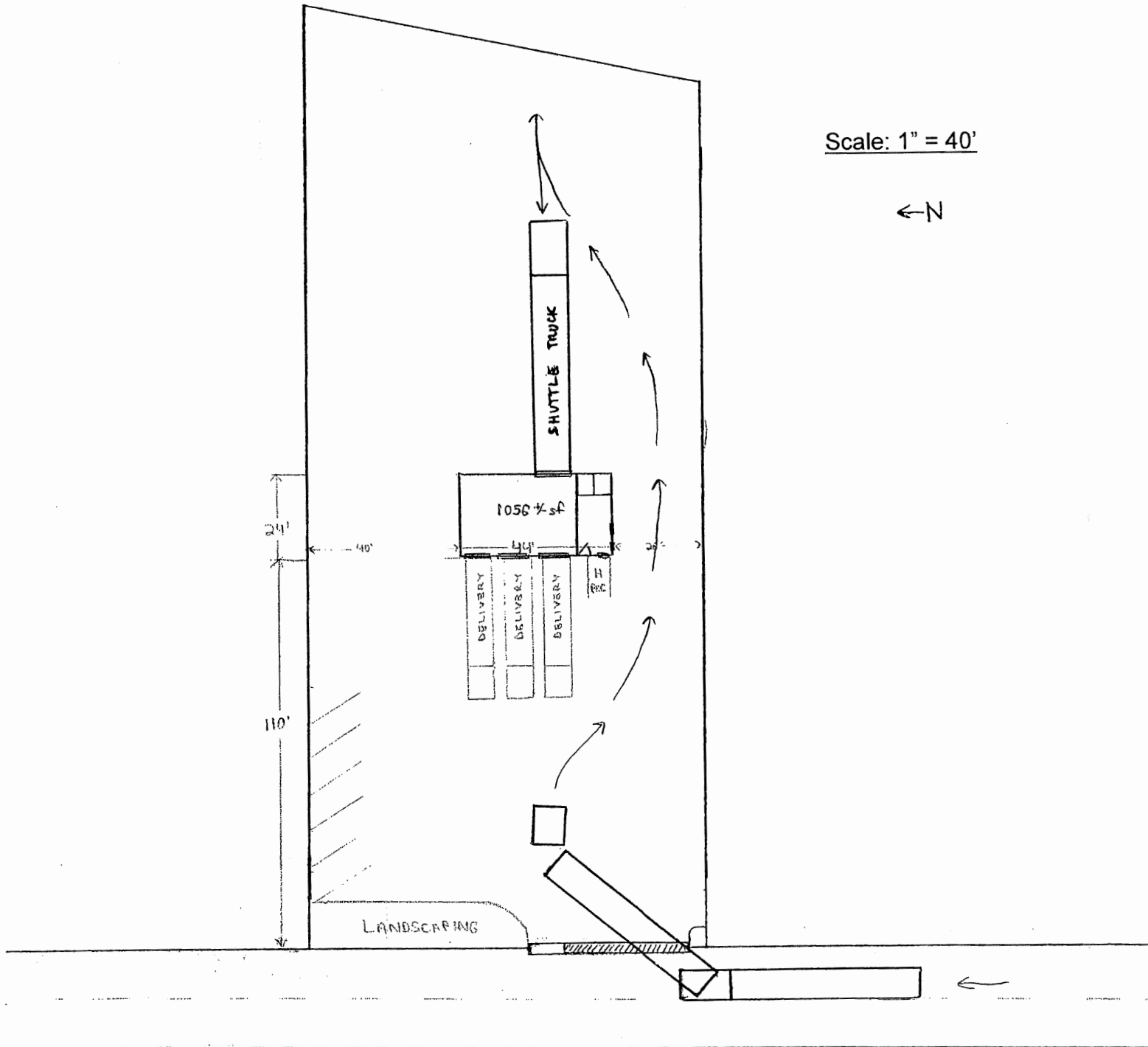


## Traffic Plan #1

Midnight, Mon – Thurs  
Shuttle Truck leaves, Delivery Trucks in place

# The Dalles, Oregon

Traffic Flow Plan for  
ALCO Holdings/Mt. Hood Beverage Co.  
The Dalles Industrial Park, Block 2, Lot 5, Parcel 2



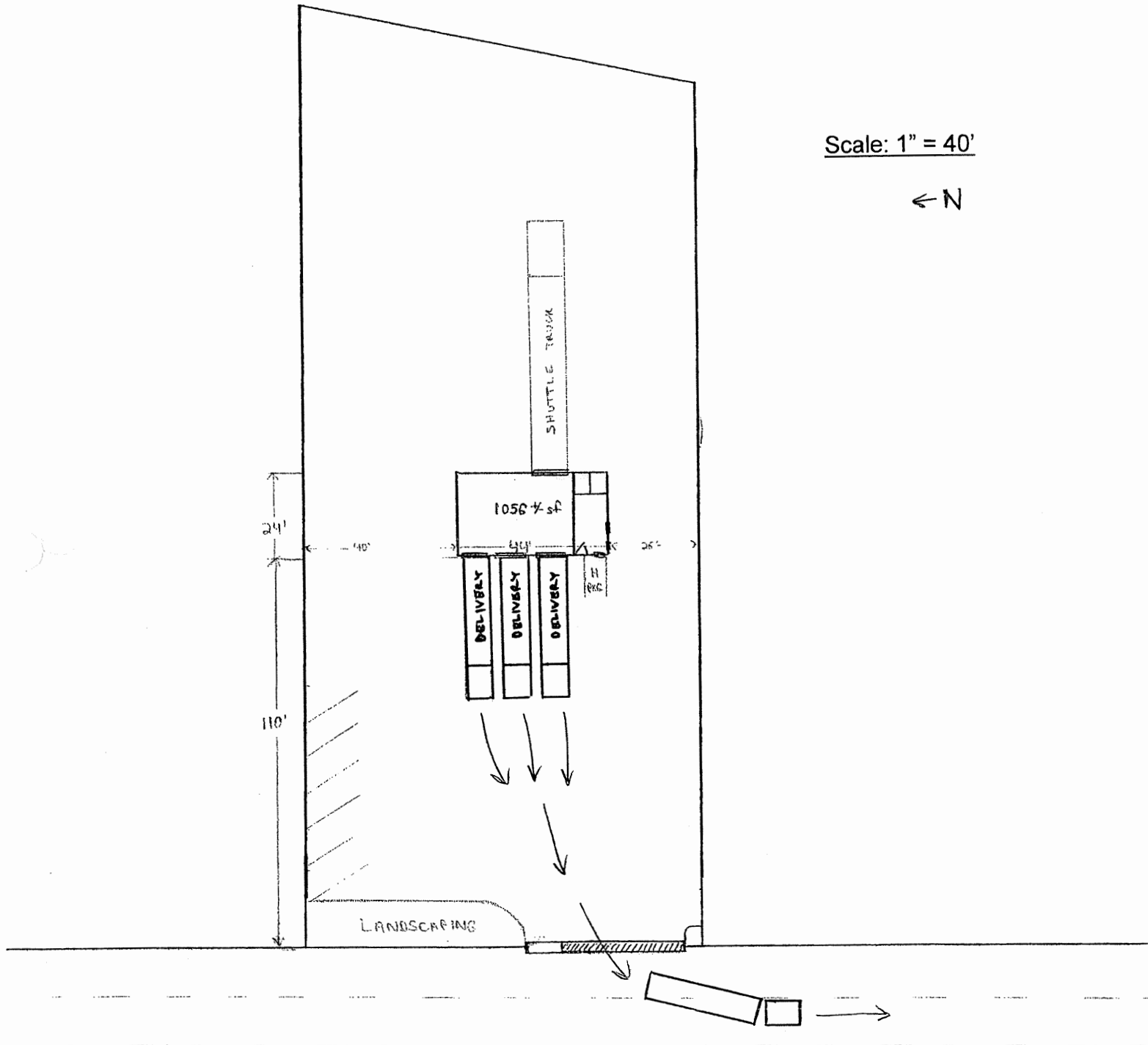
## Traffic Plan #2

4:00 am, Mon - Thurs

Shuttle Truck returns, Delivery Trucks in place

# The Dalles, Oregon

Traffic Flow Plan for  
ALCO Holdings/Mt. Hood Beverage Co.  
The Dalles Industrial Park, Block 2, Lot 5, Parcel 2

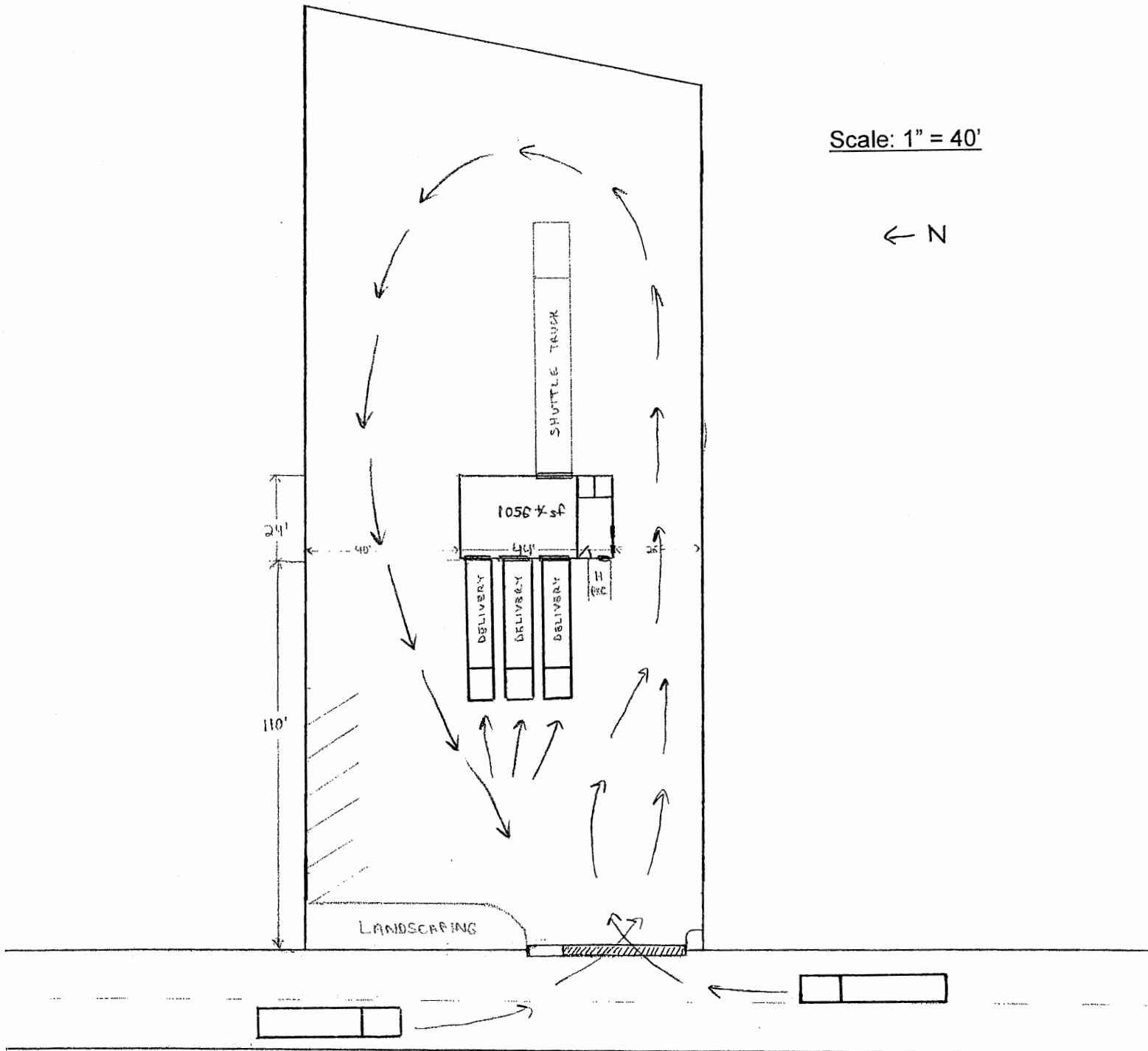


## Traffic Plan #3

6:30 am, Tuesday – Friday  
Delivery Trucks leave, Shuttle Truck in place

# The Dalles, Oregon

Traffic Flow Plan for  
ALCO Holdings/Mt. Hood Beverage Co.  
The Dalles Industrial Park, Block 2, Lot 5, Parcel 2

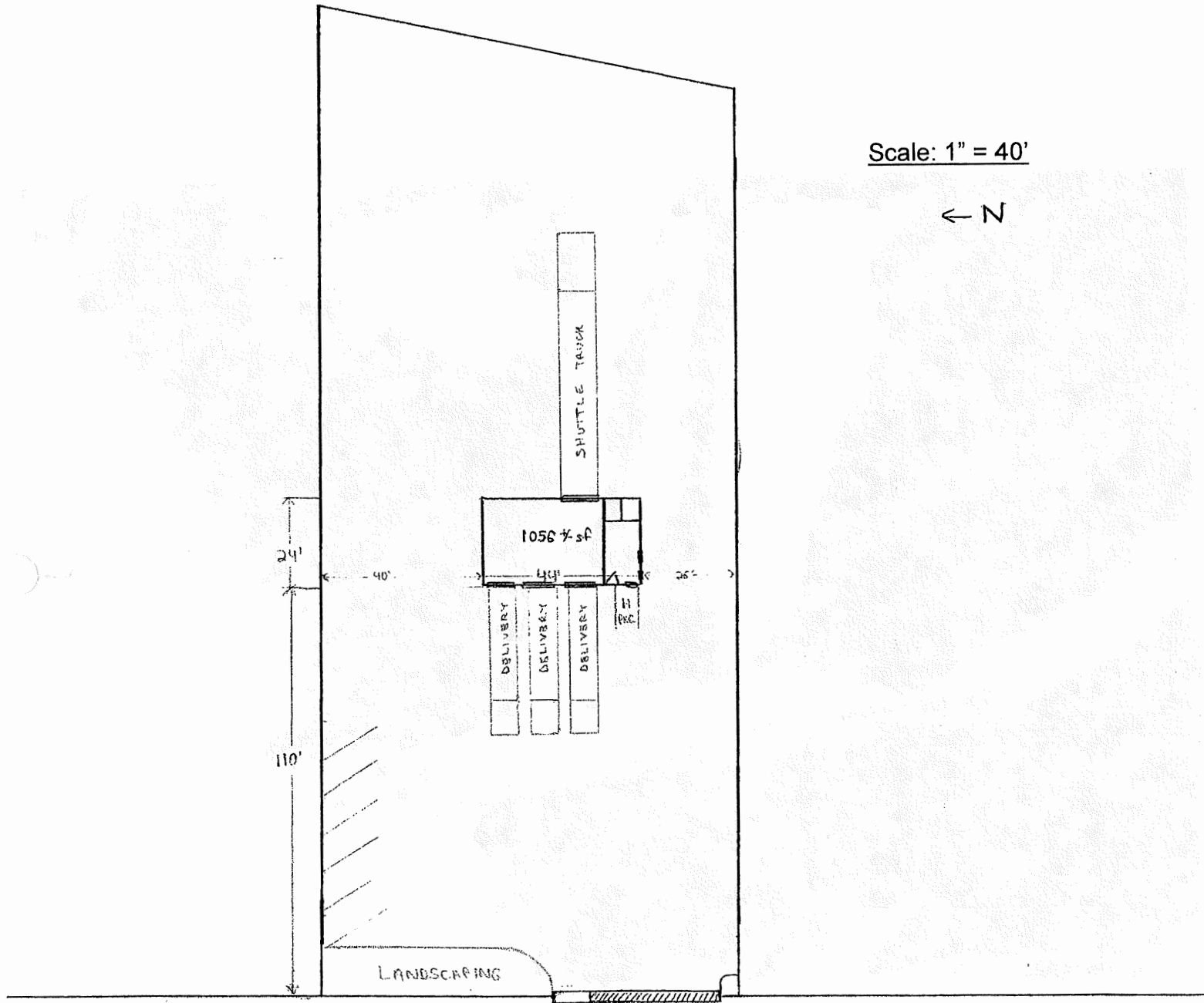


## Traffic Plan #4

3:30 pm, Tuesday – Friday  
Delivery Trucks return, Shuttle Truck in place

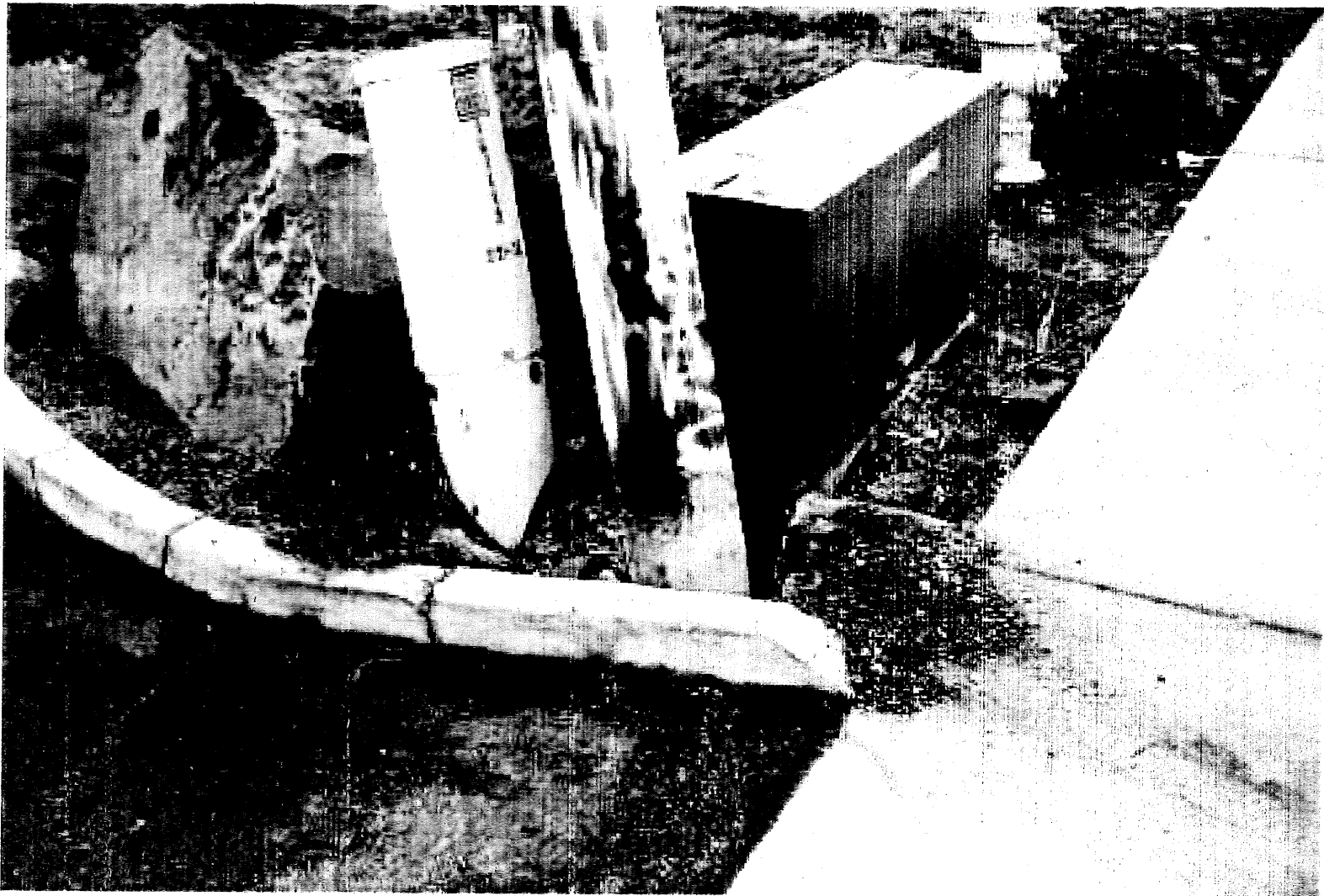
# The Dalles, Oregon

Traffic Flow Plan for  
ALCO Holdings/Mt. Hood Beverage Co.  
The Dalles Industrial Park, Block 2, Lot 5, Parcel 2



## Traffic Plan #5

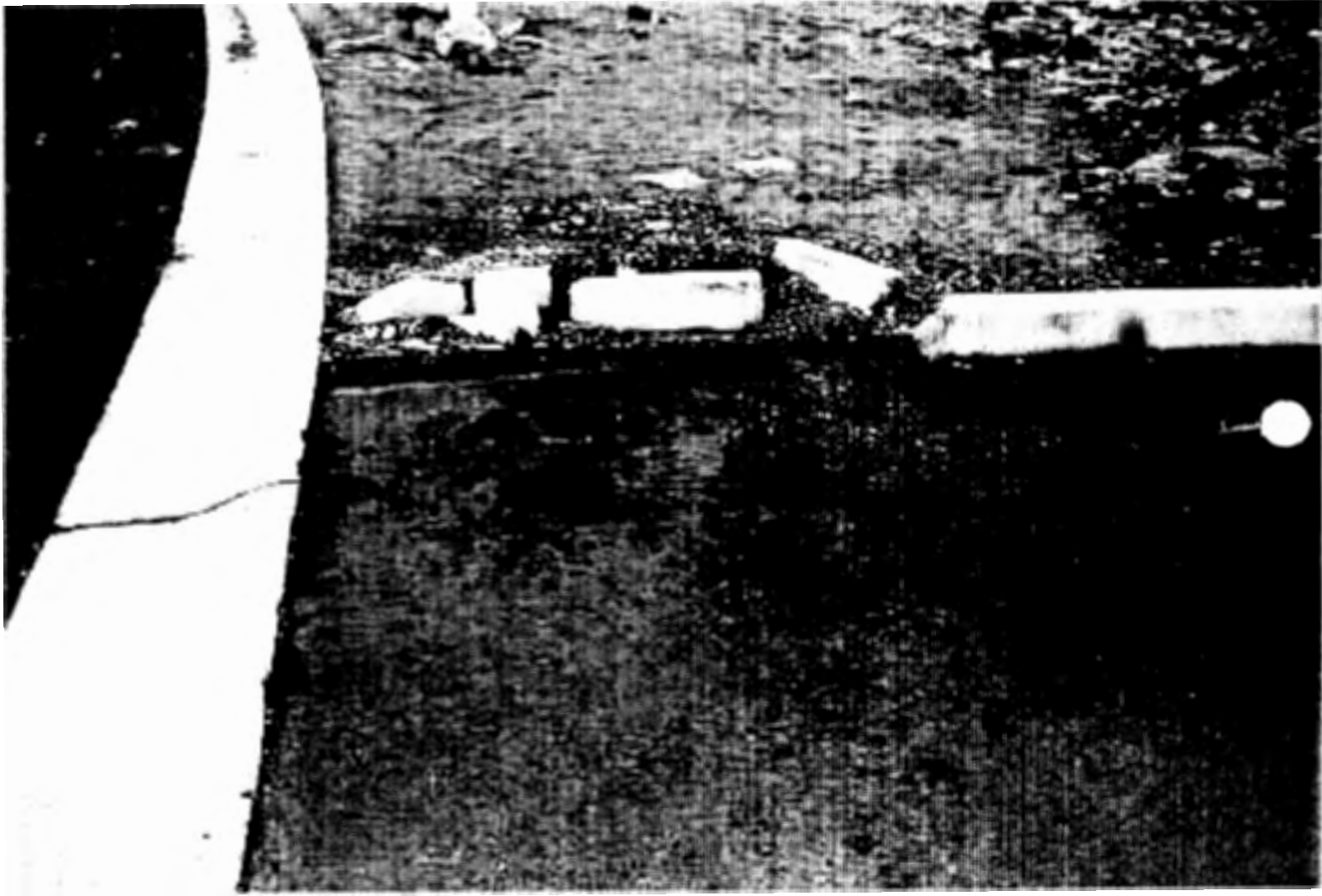
3:30 pm Friday – midnight Sunday  
All Trucks in place, no activity



Precision Lumber site



EOFF Site



Frito Lay site

**RESOLUTION NO. P.C. 437-03**  
**APPROVING SITE PLAN REVIEW 293-02 AND VARIANCE 102-02 OF ALCO HOLDINGS LLC, INC. TO RELOCATE THEIR EXISTING BUSINESS TO A NEWLY CREATED LOT ON CRATES WAY AND ALLOWING A VARIANCE FOR THE DRIVEWAY ACCESS WIDTH STANDARDS.**

**I. RECITALS:**

- A. The Planning Commission of the City of The Dalles has on January 2, 2003 conducted a public hearing to consider the above request for property located in the 3600 block of Crates Way, described as Township 2 North, Range 13 East, Map 28D, Tax Lot 800, Block 2, Parcel 2.
- B. A staff report was presented, stating the findings of fact, conclusions of law, and a staff recommendation.
- C. Staffs report of Site Plan Review 293-02, Variance 102-02, Applicants findings, and the minutes of the January 2, 2003 Planning Commission meeting, upon approval, provide the basis for this resolution and are incorporated herein by reference.

**II. RESOLUTION:**

Now, therefore, be it FOUND, DETERMINED, and RESOLVED by the Planning Commission of the City of The Dalles as follows:

- A. In all respects as set forth in Recitals, Part "I" of this resolution.
- B. Site Plan Review 293-02 and Variance 102-02 are hereby approved with the following conditions:
  - 1. Proposed lighting needs to be clarified on the final site plan to show that it will not shine onto adjacent properties.
  - 2. Proposed development plans will be reviewed and approved by the City Engineer per established standards.
  - 3. Signs will be applied for under a separate permit.
  - 4. All concept site plan approval conditions must be addressed on a revised site plan prior to or concurrent with any building permit application.
  - 5. Final detailed construction and landscaping plans are required with a building permit application.
  - 6. Revised site plan will need to show a bicycle rack with a minimum of one space.

7. Additional safety signs and/or striping will be required at the sidewalk/driveway crossings that are wider than standard widths.

### III. APPEALS, COMPLIANCE, AND PENALTIES

- A. Any party of record may appeal a decision of the Planning Commission to the City Council for review. Appeals must be made according to Section 3.020.080 of the Land Use and Development Ordinance, and must be filed with the City Clerk within ten (10) days of the date of resolution.
- B. Failure to exercise this approval within the time limits set either by resolution or by ordinance will invalidate this permit.
- C. All conditions of approval must be met within the time limits set by this resolution or by ordinance. Failure to meet any condition will prompt enforcement proceedings that can result in: 1) permit revocation; 2) fines of up to \$500.00 per day for the violation period; 3) a civil proceeding seeking injunctive relief.

The Secretary of the Commission shall (a) certify to the adoption of the Resolution; (b) transmit a copy of the Resolution along with a stamped approved/denied site plan or plat to the applicant.

APPROVED AND ADOPTED THIS 2<sup>nd</sup> DAY OF JANUARY 2003.

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Bruce Lavier, Chairman  
Planning Commission

I, Daniel C. Durow, Community Development Director for the City of The Dalles, hereby certify that the foregoing Resolution was adopted at the regular meeting of the City Planning Commission, held on the 2<sup>nd</sup> day of January 2003.

AYES:

NOES:

ABSENT:

ABSTAIN:

ATTEST: \_\_\_\_\_

Daniel C. Durow  
Community Development Director  
City of The Dalles