

**CITY OF FLORENCE
ORDINANCE NO.9, SERIES 2023**

**AN ORDINANCE APPROVING THE ANNEXATION OF PROPERTY WITHIN THE UGB,
IDENTIFIED AS 88384 1ST AVENUE, ASSESSOR'S MAP 18-12-04-42 TAX LOT 01202**

RECITALS:

1. The City of Florence was petitioned by the property's Power of Attorney, Jessica Hill, on July 11, 2023, as required by Oregon Revised Statutes (ORS) 222.111(2) and Florence City Code (FCC) 10-1-1-4.
2. The signed petition to annex was received constituting more than half of the owners of land in the territory consenting in writing to the annexation, with the sole owner consenting to annex more than half of the land in the contiguous territory, and the owner consenting to annex representing more than half of the assessed value of property in the territory in accordance with ORS 222.170(1);
3. The territory proposed to be annexed is within the Florence Urban Growth Boundary of the Florence Realization 2020 Comprehensive Plan and is contiguous to the City limits as required by ORS 222.111 (1).
4. The Planning Commission determined, after review of the proposal, testimony, and evidence in the record, that the proposal was consistent with Realization 2020—the City's acknowledged Comprehensive Plan—and adopted findings of fact in support of the annexation.
5. The City Council met in a public hearing on October 16, 2023, after giving the required notice per FCC 10-1-1-6 and ORS 222.120 to consider the proposal, evidence in the record, and testimony received.
6. The City Council on October 16, 2023, found that the request met the applicable criteria and that the property could adequately be served.
7. Per FCC 10-1-2-3, the City Council may establish zoning and land use regulations that become effective on the date of the annexation, and the City Council adopted Ordinance No. 10, Series 2023 zoning the annexed property as Medium Density Residential, as described in Exhibits A and B, consistent with the Florence Realization 2020 Comprehensive Plan text and map and the Florence Zoning Code.

Based on these findings,

THE CITY COUNCIL OF THE CITY OF FLORENCE ORDAINS AS FOLLOWS:

1. The City of Florence approves the annexation of Assessor's Map 18-12-04-42 Tax Lot 01202, and territory owned by the petitioner into the City of Florence containing approximately .34-acre as described in Exhibit A.
2. This annexation is based on the Findings of Fact in Exhibit B and evidence in the record.
3. The City Recorder is hereby directed to file certified copies of this Ordinance with the Oregon Secretary of State's Office consistent with the requirements of that office 90 days prior to the general election in order for the annexation to be effective upon filing pursuant to ORS 222.040(1) and 222.180(1).
4. The City Recorder is also hereby directed to file certified copies of this Ordinance with the Lane County Assessment and Taxation Office, Lane County Chief Deputy Clerk and Oregon Department of Revenue pursuant to state law.

ADOPTION:

First Reading on the 16th day of October, 2023.

Second Reading on the 16th day of October, 2023.

This Ordinance is passed and adopted on the 16th day of October, 2023.

Councilors:

AYES

NAYS

ABSTAIN

ABSENT

Rob Ward, Mayor

Attest:

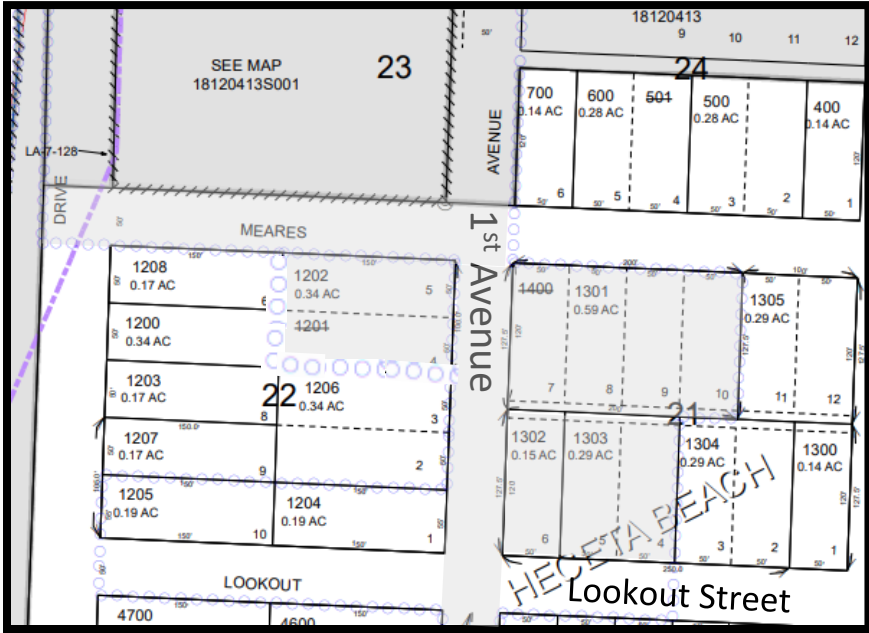
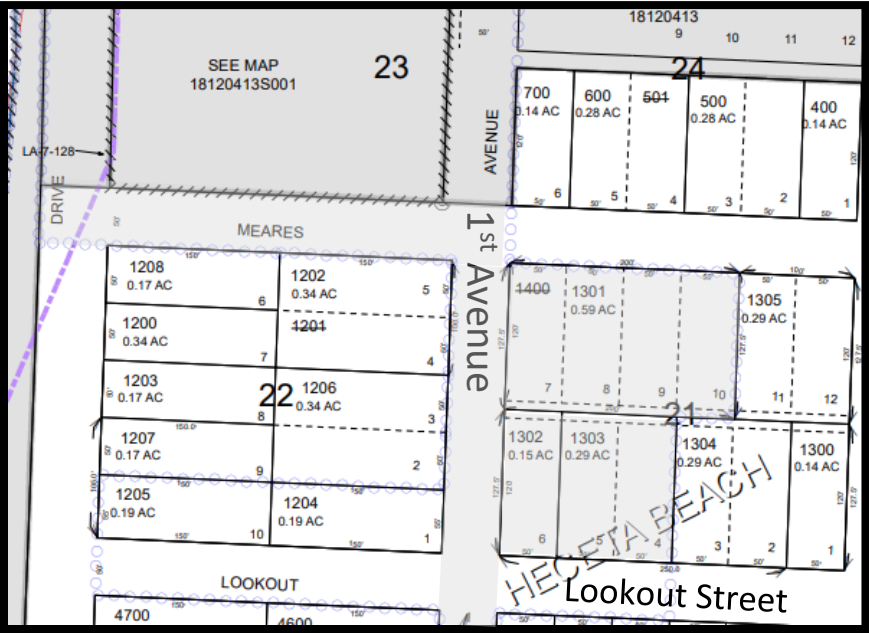
Lindsey White, City Recorder




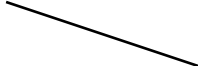
EXHIBIT A

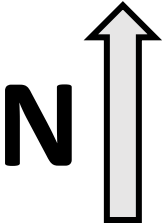
Exhibit A Resolution PC 23 12 ANN 01 88384 1st. Ave.- Hill & Oflock

Before Proposed Annexation

After Proposed Annexation



 City of Florence	 City Limits
 Unincorporated	 Tax Lot Boundaries



Legal Description

Legal Description: Lots 4 and 5, Block 22, HACETA BEACH,
as platted and recorded in Volume 7, page 25, Lane County Plat
records, in Lane County, Oregon.

**CITY OF FLORENCE
FINDINGS OF FACT
Ordinance No. 9, 2023 Exhibit B
Ordinance No. 10, 2023 Exhibit B**

Public Hearing Date: October 16, 2023
Date of Report: October 6, 2023

I. PROPOSAL DESCRIPTION

Proposal: Annexation
A request from the Power of Attorney of a property for the City of Florence to annex the property from Lane County into the City.

Zone Assignment
Upon annexation, the property requires zoning assignment by the Florence City Council. The corresponding zoning district matching the property's plan designation is Medium Density Residential District.

Petitioners/Applicants: Jessica Hill and Jerad Oflock

General Property Description (Annexation boundary described in respective Exhibit A; Zoning areas described in respective Exhibit A):

88384 1st Avenue
Assessor's Map Reference (MR) 18-12-04-42, Tax Lot (TL) 01202

Comprehensive Plan Map Designation: Medium Density Residential

Surrounding Land Use | Current Zoning:

Site: Detached single-unit dwelling | Suburban Residential/Mobile Home District with Interim Urban Combining District Overlay (County)

North: Tourism & Lodging (Driftwood Shores Resort) | Commercial

South: Detached single-unit dwelling | Suburban Residential/Mobile Home District with Interim Urban Combining District Overlay (County)

East: Detached single-unit dwelling | Medium Density Residential

West: Detached single-unit dwelling | Suburban Residential/Mobile Home District with Interim Urban Combining District Overlay (County)

Streets | Classification: North: (improved/gravel) Meares St - Local.; South: None; East: 1st Ave. – Local; West: None

II. NARRATIVE

The applicant petitioned for annexation of Tax Lot 01202 from Lane County jurisdiction to City of Florence jurisdiction. The property is owned by Jared D. Oflock Trust and the applicant and petitioner is the Power of Attorney (POA) for this property, Jessica Hill. If the property is annexed, the City of Florence City Council may use its authority to assign a City zoning designation. City staff initiate a zoning assignment application to process concurrently with the annexation request.

The property includes an existing single-unit dwelling that abuts 1st Avenue to the east, and property immediately to the south, both of which are within the City of Florence Urban Growth Boundary (UGB) but are outside the City Limits. Meares St. abuts the property to the north and is within the City of Florence City limits. The abutting portion of Meares Street is improved with gravel and primarily used for parking and beach access. Access to the subject property would be from the existing, improved 1st Ave.

Sewer infrastructure is available in 1st Avenue. The property owner will bear any costs associated with accessing the pressure wastewater lines.

The petition requesting annexation and zoning assignment was received on July 11, 2023, and deemed complete as of July 13, 2023. State law requires signatures from at least 50% of the property owners and electors of the Property to petition for annexation without an election. This type of annexation is known as a “Double Majority” annexation (ORS 222.125).

Procedurally, Florence City Code, Title 10, Chapter 1 calls for processing the annexation as a Type IV application. The zoning assignment procedure applies to the property as illustrated in Exhibit A of the zoning assignment Resolution. In accordance with FCC 10-1-5-B, the two actions will be processed through consolidated proceedings.

The property is designated in the Florence Realization 2020 Comprehensive Plan as Medium Density Residential, and shall be zoned Medium Density Residential upon annexation.

The property would continue to be served by Heceta Water PUD, which maintains water infrastructure directly adjacent to the property. After annexation, the Property will be provided City services such as sewer and police protection. The property is within the Siuslaw Rural Fire Protection and Western Lane Ambulance Districts. The property will continue to be served by all districts presently providing public services.

III. PUBLIC NOTICE

Notice of the proposed zone change was sent to the Department of Land, Conservation and Development (DLCD) on August 22, 2023, not less than 35 days prior to the proposed first evidentiary hearing of September 26, 2023, as required by State law and the Florence City Code.

Notice of the Planning Commission’s public hearing was mailed on September 6, 2023, to owners of property within 300’ of the Property. Notice was published in the Siuslaw News on September 15, 2023.

Public Comments:

September 26, 2023. David Johnson & Kimber Bishop: A speaker’s card received prior to the Planning Commission Hearing stated (Exhibit F):

- 1) Clarification of the Property Description: From "Commercial lodging to the N; Single family S + E; Beach to the West" to "Commercial lodging to the N; Single family South, East and West". We own one lot to the West.
- 2) Heavy equipment staging and impact to our septic drain field at the east half of our lot (Map Lot 1812044201200)
- 3) If in the future, the potential of up to 10 units in a Medium Density Residential zone is developed, what building requirements will ensure the private road to the west is not used?

Response:

- 1) The property classifications have been reviewed and checked for correct property classifications and language consistent with relevant Florence City Code chapters and definitions.
- 2) Any heavy equipment used for connecting this subject site to City sanitary sewer would be contained on the subject property or in the ROW with no anticipated impacts to adjacent properties or their septic systems. Impact from this connection is anticipated to be temporary and have a duration during site work only.
- 3) Medium density residential has a maximum of 12 units per acre. The subject property is 0.34 acres. Therefore, the maximum dwelling units that could be developed on this lot would be 4 ($0.34 \times 12 = 4.08$). Any development on this lot would be required to meet minimum development standards consistent with FCC 10-10, including required review process and noticing to neighboring property owners in accordance with FCC 10-1. This lot has the potential for future development and increased density, but none is proposed as part of this application.

IV. REFERRALS

On September 17, 2023, referrals were sent to the Florence Public Works, Building, Utility Billing, Police Departments, Lane County Management Divisions, Heceta Water PUD, Western Lane Ambulance, and Siuslaw Valley Fire and Rescue.

Referral Comments:

At the time of this report, the City had received comments from Florence Public Works, Siuslaw Valley Fire and Rescue and the Lane County Transportation Department.

Florence Public Works Department

"Florence Public Works offers the following comments regarding the annexation of 88384 1st Avenue, Assessors Map No. 18-12-04-42, Tax Lot 01202:

Sanitary Sewer

Currently, the total sanitary sewer capacity of the treatment plant is 1.3 million gallons per day (mgd) dry weather flow. Our current average dry weather flow is 0.745 which equates to 0.555 mgd of excess capacity at the treatment plant.

The City has a pressure sewer line located on the east side 1st Avenue as well as a regional sewer pumping facility on 1st Avenue across from 88466 1st Avenue (Surfside Restaurant – Driftwood Shores Resort and Conference Center). Gravity sewer is currently unavailable at this location, however pressure sewer is available and the existing pressure sewer line has excess capacity. Florence Public Works has been working with the property owner in getting them connected to sanitary sewer as quickly as possible since their septic drainfield has failed and they are having their septic tank pumped on a very frequent and regular basis. Due to this failure and

the property owners desire to connect to City sanitary sewer in an expeditious manner, they have pre-paid the customary \$12,000 connection fee to the pressure sewer line in this area and the wastewater system development charges.

In order to connect to the pressure sewer line, the City will tap (connect) to the pressure sewer main line, extend a small diameter pressure line to the location of the existing septic tank and install the necessary pump and controls.

Streets

Currently, this portion of 1st Avenue has already been annexed to the City, however the street continues to be under Lane County for maintenance. The City does not plan on seeking jurisdictional transfer of maintenance responsibilities for 1st Avenue at this time.

Stormwater

Since the property is already developed, additional stormwater management is not necessary.

Water

The property is currently within Heceta Water People's Utility District (HWPUD) service territory and will remain a HWPUD customer. Please contact HWPUD for specific fire flow and domestic capacities for this area."

Siuslaw Valley Fire and Rescue

Siuslaw Valley Fire and Rescue responded that they had no concerns with this property being annexed into the City.

Lane County Transportation Department

Lane County states supporting the annexation and "highly encourages the annexation of the right-of-way of 1st Avenue to the greatest extent possible..."

V. APPLICABLE REVIEW CRITERIA

Annexation:

Oregon Revised Statutes (ORS)

222.111; 222.120; 222.125; 222.170

Oregon Administrative Rule (ORS)

660-015-000, Goal 10 Housing

660-012-0060, Transportation

Florence Realization 2020 Comprehensive Plan, Chapters

1: Citizen Involvement, Policy 4

2: Land Use, Policy 6; Residential Policy 10; and Residential Plan Designations

12: Transportation: 8

14: Urbanization; Annexation section, Policies 1 through 7

Florence City Code (FCC), Chapters

1: Zoning Regulations; Sections 10-1-1-6-3 & 4, 10-1-2-3, and 10-1-3

Proposed Zone Assignment—Medium Density Residential District:

Florence Realization 2020 Comprehensive Plan

1: Citizen Involvement, Policy 4

2: Land Use, Policy 6; Residential Policies 2, 7, 8 & 10; and Section on Residential Plan Designations

Florence City Code (FCC), Chapters

1: Zoning Regulations; Sections

1: Zoning Regulations: Sections 10-1-1-4, 10-1-1-5, 10-1-1-6-3 & 4, 10-1-2-3, & 10-1-3

10: Residential Districts; Section 1

Oregon Land Use Planning Goals

- Goal 10 Housing (OAR 660-015-0000)

VI. FINDINGS OF FACT

The following findings support the resolutions and address approval criteria within the Florence Realization 2020 Comprehensive Plan, Florence City Code, State Statutes, and State Administrative Rules.

Applicable criteria are shown in **bold text**, followed by findings of consistency in plain text.

FLORENCE REALIZATION COMPREHENSIVE PLAN

Chapter 1: Citizen Involvement

Policies

4. Official City meetings shall be well publicized and held at regular times. Agendas will provide the opportunity for citizen comment.

Consistent with this policy is met regarding City meetings being well publicized and at regular times. Noticing was previously discussed in these Findings and meets Code criteria in accordance with FCC 10-1-1-6-4-D. These public hearing proceedings are being held at a regular time, place, and day for Planning Commission meetings. Citizens were provided the opportunity to submit both verbal and written comments as described on the meeting agenda, notice of hearing, and the media notice published in the Siuslaw Newspaper. The option to provide public comment included both in-person and virtual options. Beyond meeting this Comp. Plan policy, Oregon State meeting laws under Executive Order No. 20-16 have also been met. These policies are met.

Chapter 2: Land Use

Policies

6. “The City shall conduct an internal review at least once every three years to assess the capacity of sewer, water and stormwater systems including three-year projections of additional consumption using a three percent growth rate.”

Consistent with this policy, the provision of City utility services to the proposed annexation area is based on the most up-to-date assessment of the projected capacity of these systems, assuming a 3 percent growth rate. This policy directs that the City conduct these internal reviews on a regular basis to ensure that the City continuously has the capacity to serve existing and new development, including annexed properties. The City has actively studied the capacity of these

systems and hired consultants to supplement these studies. Most recently the City updated its Stormwater Management Plan and Public Facilities Master Plan. Public Works testimony using analysis from the documentation within these recent study results confirm that the City has the capacity to serve the annexation area without affecting service to existing City residents, consistent with the direction in this policy.

Residential

Goal

To create residential living environments that satisfy a wide variety of local and regional population needs and desires and add long-term community value.

Policy 2. The City shall initiate an evaluation of its residential ordinances following adoption and acknowledgment of this Plan with respect to increasing residential densities through the use of smaller lot sizes, encouraging cluster developments, and providing developers with density bonus options based on public benefit criteria.

In December 2019, the City adopted new housing codes that increased the density of residential districts through the use of small lots. The revised Medium Density Residential District (formerly Single-family Residential) implements this policy and provides the framework for the future development of this property. While the City adopted housing codes July 2023 and went into effect August 2023. These new housing codes were not in effect when this application was received. Therefore the 2019 housing codes apply to this application, not the 2023 updated housing codes.

Policy 7. Residential development shall be discouraged in areas where such development would constitute a threat to the public health and welfare, or create excessive public expense. The City continues to support mixed use development when care is taken such that residential living areas are located, to the greatest extent possible, away from areas subject to high concentrations of vehicular traffic, noise, odors, glare, or natural hazards.

The subject property is zoned Suburban Residential/Mobile Home with an Interim Urban Combining District Overlay within Lane County and is developed. The implementing zone for this area is Medium Density Residential. The City has established policy in the Comprehensive Plan and City Code regulating development in these land use classifications. Residential development on the property would not constitute a threat to the public health or welfare or create excessive public expense any more than the development that is typical to the area, and development regulations are in place to abate any potential issues.

According to RLID, 61 percent of the property includes soils (Waldport fine sand, 12 to 30 percent slopes) that require a Phase 1 Site Investigation Report (SIR) prior to development or clearing. In accordance with Title 10 Chapter 7, these are performed in conjunction with development or platting to identify areas of hazard and ensure the development is proposed in a manner to eliminate the risk associated with the hazard. At this time, the property contains a detached single unit residence, and no new development is being proposed aside from attaching to the City sanitary sewer system after annexation.

The adjacent improved street infrastructure is designated Local, serving local residences as well as public beach access points, and Driftwood Shores Resort. The surrounding area includes residential properties. Existing and proposed development on this property will be subject to City code related to traffic impact studies and resulting improvements and be subject to nuisance code and land use codes. Any future proposed development on the property shall be subject to both City zoning regulations and State building codes as applicable.

Policy 8. Existing residential uses in residential zoning districts and proposed residential areas shall be protected from encroachment of land uses with characteristics that are distinctly incompatible with a residential environment. Existing residential uses in commercial and industrial zones shall be given the maximum practicable protection within the overall purposes and standards of those districts.

This proposed annexation site represents a residential use and the adjacent property to the north, and separated by Meares Street, is Driftwood Shores Resort which is a mixed use consisting of tourism and lodging facilities, private condos, and commercial space. Both uses are pre-existing, and this annexation does not warrant reevaluation of screening and buffering protection by Driftwood Shore Resort (Commercial) for this residential lot.

Policy 10. Single family residential uses (including manufactured homes) shall be located in low and medium density residential areas, and shall be discouraged from high density residential areas to protect that land for the intended uses.

The property includes an existing detached single-unit residence. Any additional development on the property would be in accordance with the implementing zoning district, Medium Density Residential. The properties surrounding this property to the south and west have County zoning consistent with the City's Medium Density Residential (MDR) District. The properties to the east, located on the east side of 1st Ave have been annexed into the City and have been zone designated MDR.

Medium Density Residential

The Medium Density Residential designation is intended for areas where existing lot sizes are in the neighborhood of 5,000 – 6,500 square feet, and for the majority of developable land remaining in the City, as well as urbanizable lands east of Highway 101. The corresponding zoning district is Single Family Residential. Single family homes and manufactured homes meeting certain minimum standards are allowed. Duplexes are a conditional use.

Upon annexation, the City Council may assign City of Florence zoning to the property. Zone assignment of Medium Density Residential would match the property's underlying Comprehensive Plan Designation. Residential development on the Property would meet the requirements of this zone, as detailed in FCC Title 10 Chapter 10.

Chapter 14: Urbanization

Goal

To provide for an orderly and efficient transition from County/rural land uses to City/urban land uses.

This proposal is consistent with this Urbanization goal as the proposed annexation provides for an orderly and efficient transition from County/rural land uses to City/urban land uses, as follows:

- The annexation area is within the Florence urban growth boundary (UGB) and is contiguous to existing City limits, and the proposal meets the applicable City code and Comprehensive Plan policies; it is, therefore, an orderly transition from rural to urban land uses.
- The existing public infrastructure is an orderly and efficient mechanism for providing urban services to this geographic area. The annexation will allow the provision of City sewer to the property. All connections to the sewer line will be funded through system development charges, connection fees, and property owner investment. This financing method allows for cost-effective service delivery to all users of the system.

Annexation Policies

1. **The procedures of ORS 222.840 et. Seq. (Health Hazard Abatement) shall be initiated if needed to remove dangers to public health. In the absence of a need for health hazard abatement annexation procedures, any annexation of county territory to the City of Florence shall utilize an annexation method allowable by state law that requires a majority of consents, and shall not utilize the “island annexation” procedures set forth by ORS 222.750.**

The proposed annexation has been initiated by the property owner’s Power of Attorney in order to receive City services and has not been initiated in order to abate a health hazard. ORS 222.840 is not applicable to this specific proposal.

For this proposed annexation, the City of Florence has utilized a method allowable by state law that requires a majority of consents and did not utilize an “island annexation.” The proposed annexation is not an island annexation because the territory to be annexed is contiguous with the Florence City limits. The City has received a signed petition from the property owner. This criterion is met.

2. **For properties within the North Florence Dunal Aquifer that are also within the Urban Growth Boundary, no land divisions shall be allowed prior to annexation to the City. The North Florence Dunal Aquifer boundary is delineated by the EPA Resource Document “For Consideration of the North Florence Dunal Aquifer as a Sole Source Aquifer,” EPA 910/9-87-167, September 29, 1987, Comprehensive Plan Appendix 5.**

The property is located within the UGB and the North Florence Dunal Aquifer and thus not eligible for land division until annexed. However, no land division is proposed with this application for annexation.

3. Conversion of lands within the UGB outside City limits shall be based on consideration of:

a) Orderly, economic provision for public facilities and services:

The proposed annexation is consistent with Policy 3a. because the annexation area will be served through an orderly, economic provision of public facilities and services, including sewer, water, streets, fire and police protection, power, and communications. The utility services have the capacity to serve the properties within the proposed annexation, and the services and facilities can be provided in an orderly and economic manner, as described in detail below. The annexation request is not intended to address details about placement of individual utility lines or other development-level utility details.

Sewer: The Florence Public Works Department has evaluated the impact of the possible future residential development and has concluded that there is sufficient capacity in the City's wastewater treatment facilities to serve potential Medium Density Residential uses without negatively affecting existing customers. Per the Public Works Department's referral comments (Exhibit D), the City has a pressure sewer line located on the east side 1st Avenue as well as a regional sewer pumping facility on 1st Avenue across from 88466 1st Avenue (The Market at Driftwood Shores). Gravity sewer is currently unavailable at this location. Pressure sewer is available, and the existing pressure sewer line has excess capacity. In order to connect to the pressure sewer line, there is a \$12,000 connection fee that includes the actual connection and tapping of the pressure sewer main line and extension of the small diameter pressure line to the property. This does not include wastewater System Development Charges (SDC's) which are separate and are due prior to connection to the City pressure sewer line since this is an existing home.

Water:

The property is currently within Heceta Water People's Utility District (HWPUD) service territory and will remain an HWPUD customer. Public Works recommends that the petitioner contact HWPUD for specific fire flow and domestic capacities for this area.

Stormwater: There will be no change in the requirements of handling stormwater upon annexation. Future development on the property will be expected to meet City Code, maintaining post-development stormwater flows from the property at pre-development levels. The associated policies reduce the risk of public impacts, including impacts on local natural resources.

Streets:

Currently, this portion of 1st Avenue has already been annexed to the City, however the street continues to be under Lane County for maintenance. The City does not plan on seeking jurisdictional transfer of maintenance of this road at this time.

FCC 10-1-4-E-2 requires performance of a Traffic Impact Study upon, "A change in zoning or plan amendment designation where there is an increase in traffic or a change in peak-hour traffic impact." The County zoning district currently permits lot sizes similar to the minimum required by the Medium Density District. A TIS is not warranted for this application. It is for these same reasons that the Transportation Planning Rule does not apply—density is not changing, zoning is not impacted, development may impact the street network and may be evaluated via a TIA/TIS when an impact is proposed. Adjacent transportation facilities have not been identified in the 2012 TSP as deficient facilities. An existing public street network is available to serve this property.

Fire and Life Safety: Siuslaw Valley Fire and Rescue District currently provides protection services to the annexation area and will continue to do so following the annexation.

Police: Once annexed, the City will provide public safety services. The Florence Police Department will expand their current emergency response service to patrol and respond to calls for the subject property.

Power: Central Lincoln People's Utility District currently provides electricity to the property and will continue to do so following the annexation.

Communications: Lumen (formerly CenturyLink) currently provides phone service to the area and will continue to do so following the annexation. Other utility companies such as Charter provide other communications services and will continue to do so following the annexation. In addition, there are a number of cellular phone companies that provide service in the area.

b) conformance with the acknowledged City of Florence Comprehensive Plan;

This proposal is consistent with this policy as the Florence Realization 2020 Comprehensive Plan was acknowledged by the Department of Land Conservation and Development (DLCD) and is the acknowledged Plan for the City of Florence. As demonstrated in these findings of fact, the annexation proposal is in conformance with this acknowledged Plan.

c) consistency with state law.

The annexation proposal is consistent with this policy as the proposal is consistent with state law, as presented below in the review of Oregon Revised Statutes.

4. The City will send a referral requesting comments on annexations to Lane County. The Comments submitted will be considered in any action taken on the annexation request and will become part of the public record of the proceeding.

Referrals requests were sent to Lane County. Cassidy Mills with the Lane County Transportation Department replied in support of this annexation and encourages annexation along the 1st Ave to the greatest extent possible.

5. The City will send a referral requesting comments on annexations to the Heceta Water District, for annexations within the District's service boundary. The comments submitted will be considered in any action taken on the annexation request and will become part of the public record of the proceeding.

The Water District was provided notice. As of the writing of this report no testimony has been received. Any comments received will become part of the public record for later public hearings.

6. Annexed properties shall pay systems development charges as required by City Code.

Connecting the existing residence to City infrastructure will necessitate payment of applicable systems development charges, and future development may necessitate additional charges commensurate with impacts on the relevant infrastructure systems.

7. **As a matter of public policy, Lane County and the City of Florence share a substantial interest in development within the Urban Growth Boundary. In order to receive a full range of urban services provided by the City of Florence, development within the Urban Growth Boundary shall require annexation. However, it is also recognized that until annexation Lane County will retain primary permitting responsibility for those lands.**

Lane County provides services and administers jurisdiction to all properties outside of the City of Florence and within the Urban Growth Boundary. After the completion of annexation, the City of Florence will be the responsible jurisdiction for development of the property, with the exception of maintenance and access from the abutting 1st Ave, which is under jurisdictional maintenance by Lane County.

The same applies to the portion of improved/gravel portion of Meares St, on the west of 1st Ave that is under City jurisdiction.

OREGON REVISED STATUTES

ORS 222.111 Authority and procedure for annexation.

(1) When a proposal containing the terms of annexation is approved in the manner provided by the charter of the annexing city or by ORS 222.111 to 222.180 or 222.840 to 222.915, the boundaries of any city may be extended by the annexation of territory that is not within a city and that is contiguous to the city or separated from it only by a public right of way or a stream, bay, lake or other body of water. Such territory may lie either wholly or partially within or without the same county in which the city lies.

The property proposed for the annexation area is located within the urban growth boundary of the City of Florence. The property is directly contiguous to the City boundaries.

(2) A proposal for annexation of territory to a city may be initiated by the legislative body of the city, on its own motion, or by a petition to the legislative body of the city by owners of real property in the territory to be annexed.

The annexation petition of the property was initiated by the Power of Attorney (POA) of the real property in the territory to be annexed. The property ownership is under Jerard D. Oflock Trust.

(3) The proposal for annexation may provide that, during each of not more than 10 full fiscal years beginning with the first fiscal year after the annexation takes effect, the rate of taxation for city purposes on property in the annexed territory shall be at a specified ratio of the highest rate of taxation applicable that year for city purposes to other property in the city. The proposal may provide for the ratio to increase from fiscal year to fiscal year according to a schedule of increase specified in the proposal; but in no case shall the proposal provide for a rate of taxation for city purposes in the annexed territory which will exceed the highest rate of taxation applicable that year for city purposes to other property in the city. If the annexation takes place on the basis of a proposal providing for taxation at a ratio, the city may not tax property in the annexed territory at a rate other than the ratio which the proposal authorizes for that fiscal year.

Upon annexation, owners of the annexed property will pay property taxes at the same rate as other properties within the City consistent with Oregon laws governing taxation. The proposal for annexation did not include a tax differential schedule as allowed in this statutory section.

(4) When the territory to be annexed includes a part less than the entire area of a district named in ORS 222.510, the proposal for annexation may provide that if annexation of the territory occurs the part of the district annexed into the city is withdrawn from the district as of the effective date of the annexation. However, if the affected district is a district named in ORS 222.465, the effective date of the withdrawal of territory shall be determined as provided in ORS 222.465.

The annexation area is within the Siuslaw Valley Fire and Rescue District, which is a rural fire protection district named in ORS 222.510, but not named in ORS 222.465. The annexation area will not be withdrawn from the Fire District and thus will remain within the Siuslaw Valley Fire and Rescue District.

(5) The legislative body of the city shall submit, except when not required under ORS 222.120, 222.170 and 222.840 to 222.915 to do so, the proposal for annexation to the electors of the territory proposed for annexation and, except when permitted under ORS 222.120 or 222.840 to 222.915 to dispense with submitting the proposal for annexation to the electors of the city, the legislative body of the city shall submit such proposal to the electors of the city. The proposal for annexation may be voted upon at a general election or at a special election to be held for that purpose.

Resolution No. 28, Series 2010, adopted by the City Council, the legislative body of the City, on July 6, 2010, expressed the City's intent to dispense with elections in the City and annexation area as permitted by ORS Chapter 222, when sufficient written consents are received.

The City received written petition from the owner's POA of the property within the annexation area, as allowed in ORS 222.170; therefore, an election is not required.

ORS 222.120 Procedure for annexation without election; hearing; ordinance subject to referendum.

(1) Except when expressly required to do so by the city charter, the legislative body of a city is not required to submit a proposal for annexation of territory to the electors of the city for their approval or rejection.

Chapter II Section 4 Item (2) (h) of the Charter for the City of Florence lists annexation as one of the City's powers, "to annex areas to the City in accordance with State law." The Charter does not expressly require the City to submit a proposal for annexation of territory to the electors of the City for their approval or rejection. Therefore, the City will not be holding an election on this annexation request. Resolution No. 10, Series 2010 expressed the City's intent to dispense with elections in the City and annexation area as permitted by ORS Chapter 222, when sufficient written consents are received.

(2) When the legislative body of the city elects to dispense with submitting the question of the proposed annexation to the electors of the city, the legislative body of the city shall fix a day for a public hearing before the legislative body at which time the electors of the city may appear and be heard on the question of annexation.

Resolution No. 10, Series 2010, Section 2 specifically expressed the City Council's intent to dispense with any and all annexation elections both in the City and in the annexed territory whenever permitted by ORS Chapter 222 and instead hold a public hearing. A public hearing on this annexation and zoning assignment proposal was held before the Planning Commission on September 26, 2023 and City Council (the legislative body) on October 16, 2023 allowing City electors to be heard on the proposed annexation.

(3) The city legislative body shall cause notice of the hearing to be published once each week for two successive weeks prior to the day of hearing, in a newspaper of general circulation in the city, and shall cause notices of the hearing to be posted in four public places in the city for a like period.

The Planning Commission public hearing was noticed as a Type III quasi-judicial land use proceeding, with notice of the public hearing published in the Siuslaw News on September 15, 2023. The Florence City Council, as the legislative body, making the final decision on the request for annexation, held a public hearing fully noticed as listed in this criterion on October 16, 2023. At that time, this criterion will be addressed. This annexation is a Type IV review process, but is noticed as a Type III process as regulated by FCC 10-1-1-6-3-B.

(4) After the hearing, the city legislative body may, by an ordinance containing a legal description of the territory in question:

(a) Declare that the territory is annexed to the city upon the condition that the majority of the votes cast in the territory is in favor of annexation;

(b) Declare that the territory is annexed to the city where electors or landowners in the contiguous territory consented in writing to such annexation, as provided in ORS 222.125 or 222.170, prior to the public hearing held under subsection (2) of this section; or

(c) Declare that the territory is annexed to the city where the Department of Human Services, prior to the public hearing held under subsection (1) of this section, has issued a finding that a danger to public health exists because of conditions within the territory as provided by ORS 222.840 to 222.915.

The proposed annexation is contiguous to the City limits on both its eastern and northern property lines. Subsection "b" above is met. The Florence Planning Commission made recommendation to the City Council. The City Council as the legislative body will be making these declarations.

(5) If the territory described in the ordinance issued under subsection (4) of this section is a part less than the entire area of a district named in ORS 222.510, the ordinance may also declare that the territory is withdrawn from the district on the effective date of the annexation or on any subsequent date specified in the ordinance. However, if the affected district is a district named in ORS 222.465, the effective date of the withdrawal of territory shall be determined as provided in ORS 222.465.

No properties will be withdrawn from the Siuslaw Valley Fire and Rescue as discussed above.

(6) The ordinance referred to in subsection (4) of this section is subject to referendum.

The Ordinance passed by City Council is subject to referendum per ORS 222.170 (1) and 222.170 (2).

(7) For the purpose of this section, ORS 222.125 and 222.170, “owner” or “landowner” means the legal owner of record or, where there is a recorded land contract which is in force, the purchaser thereunder. If there is a multiple ownership in a parcel of land each consenting owner shall be counted as a fraction to the same extent as the interest of the owner in the land bears in relation to the interest of the other owners and the same fraction shall be applied to the parcel’s land mass and assessed value for purposes of the consent petition. If a corporation owns land in territory proposed to be annexed, the corporation shall be considered the individual owner of that land.”

The written consent from the property owner was received by the City on a petition requesting annexation to the City.

ORS 222.125 Annexation by consent of all owners of land and majority of electors; proclamation of annexation. The legislative body of a city need not call or hold an election in the city or in any contiguous territory proposed to be annexed or hold the hearing otherwise required under ORS 222.120 when all of the owners of land in that territory and not less than 50 percent of the electors, if any, residing in the territory consent in writing to the annexation of the land in the territory and file a statement of their consent with the legislative body. Upon receiving written consent to annexation by owners and electors under this section, the legislative body of the city, by resolution or ordinance, may set the final boundaries of the area to be annexed by a legal description and proclaim the annexation. [1985 c.702 §3; 1987 c.738 §1]

Note: 222.125 was added to and made a part of ORS chapter 222 by legislative action but was not added to any smaller series therein. See Preface to Oregon Revised Statutes for further explanation.

The City historically has used ORS 222.120 and never included this section of the statute in the criteria or ever used the reduced process it outlines even though past applications have met the criteria. This application meets the criteria of this statute.

ORS 222.170 Effect of consent to annexation by territory; proclamation with and without city election.

(1) The legislative body of the city need not call or hold an election in any contiguous territory proposed to be annexed if more than half of the owners of land in the territory, who also own more than half of the land in the contiguous territory and of real property therein representing more than half of the assessed value of all real property in the contiguous territory consent in writing to the annexation of their land in the territory and file a statement of their consent with the legislative body on or before the day:

(a) The public hearing is held under ORS 222.120, if the city legislative body dispenses with submitting the question to the electors of the city; or

(b) The city legislative body orders the annexation election in the city under ORS 222.111, if the city legislative body submits the question to the electors of the city.

The area under consideration consists of the applicant’s property. Written consent from the property owner was signed and provided with the petition for annexation received by the City on July 11, 2023. The applicant owns property representing 100% of the assessed value of real property under consideration. This criterion is met.

(2) The legislative body of the city need not call or hold an election in any contiguous territory proposed to be annexed if a majority of the electors registered in the territory proposed to be annexed consent in writing to annexation and the owners of more than half of the land in that territory consent in writing to the annexation of their land and those owners and electors file a statement of their consent with the legislative body on or before the day:

(a) The public hearing is held under ORS 222.120, if the city legislative body dispenses with submitting the question to the electors of the city; or

(b) The city legislative body orders the annexation election in the city under ORS 222.111, if the city legislative body submits the question to the electors of the city.”

One elector resides within the property, but did not make petition for this annexation. The petitioned to be annexed was made by the sole property owner’s POA and has provided consent for the proceedings, the public hearing may be held by Council under ORS 222.120. The criterion is met.

(3) “Annexed properties shall pay system development charges as required by City Code.”

The proposed annexation is consistent with Policy 3. Florence City Code Title 9 Chapter 1 Section 4-A requires properties annexed to pay systems development charges. Systems development charges will be paid upon connection to City utilities and upon further development on the property.

ORS 373.270 Transferring jurisdiction over county roads within cities

(1) Jurisdiction over a county road within a city may be transferred under this section whenever:

(a) The county governing body deems it necessary, expedient or for the best interest of the county to surrender jurisdiction over any county road or portion thereof within the corporate limits of any city; and

(b) The governing body of the city deems it necessary or expedient and for the best interests of the city to acquire jurisdiction over the county road or part thereof to the same extent as it has over other public streets and alleys of the city.

Jurisdictional transfer of public rights-of-way is not being pursued as part of this annexation request. This criterion and the other criteria of ORS 373.270 would be followed in the event of jurisdictional transfer.

FLORENCE CITY CODE

TITLE 10: CHAPTER 1: ZONING ADMINISTRATION

10-1-1-6: TYPES OF REVIEW PROCEDURES:

10-1-1-6-3: TYPE III REVIEWS – QUASI-JUDICIAL LAND USE HEARINGS:

B. Notification of Hearing:

1. At least twenty (20) days prior to a Type III (quasi-judicial) hearing, notice of hearing shall be posted on the subject property and shall be provided to the applicant and to all owners of record of property within 100 feet of the subject property, except in the case of hearings for Conditional Use Permits, Variance, Planned Unit Development and Zone Change, which notice shall be sent to all owners of record of property within 300 feet of the subject property.

- a. Notice shall also be provided to the airport as required by ORS 227.175 and FCC 10-21-2-4 and any governmental agency that is entitled to notice under an intergovernmental agreement with the City or that is potentially affected by the proposal. For proposals located adjacent to a state roadway or where proposals are expected to have an impact on a state transportation facility, notice of the hearing shall be sent to the Oregon Department of Transportation.
 - b. For a zone change application with two or more evidentiary hearings, notice of hearing shall be mailed no less than ten (10) days prior to the date of the Planning Commission hearing and no less than ten (10) days prior to the date of the City Council hearing.
 - c. For an ordinance that proposes to rezone property, a notice shall be prepared in conformance with ORS 227.186 and ORS 227.175(8).
 - d. Notice shall be mailed to any person who submits a written request to receive notice.
 - e. For appeals, the appellant and all persons who provided testimony in the original decision.
2. Prior to a Type III (quasi-judicial) hearing, notice shall be published one (1) time in a newspaper of general circulation. The newspaper's affidavit of publication of the notice shall be made part of the administrative record.

Subsections 1c and 1e are not applicable. Notice was provided as required in subsections 1a, 1b, 1d, and 2. These criteria are met.

10-1-1-6-4: TYPE IV PROCEDURE (LEGISLATIVE)

D. Notice of Hearing:

1. **Required hearings. A minimum of two hearings, one before the Planning Commission and one before the City Council, are required for all Type IV applications (e.g., re-zonings and comprehensive plan amendments).**

The applicant has proposed annexation of the property located at 88384 1st Ave in Florence, OR. There will be at least two public hearings as part of this process. The first public hearing was before the Planning Commission of September 26, 2023. This meeting, before the City Council represents the second public hearing.

10-1-2-3: ZONING OF ANNEXED AREAS: The City Council may establish zoning and land use regulations that become effective on the date of annexation. This zoning district shall be consistent with the objectives of the Florence Comprehensive Plan and Zoning Code. When zoning is not established at the time of annexation, an interim zoning classification most nearly matching the existing County zoning classification shall be automatically applied until the City Council establishes zoning and land use regulations in accordance with the conditions and procedures of Chapter 1 of this Title. (Amd. by Ord. 30, Series 1990).

The zoning district corresponding to the subject property's Comprehensive Plan designation is Medium Density Residential (MDR) as regulated by FCC Title 10, Chapter 10. This zoning district will be assigned upon approval of the request from the City Council and finalization of the annexation process with the county and state. Review of the applicable code and Comprehensive Plan objectives and policies are contained within these findings.

10-1-3: AMENDMENTS AND CHANGES

B. Quasi-Judicial Changes:

- 4. Planning Commission Review:** The Planning Commission shall review the application for quasi-judicial changes and shall receive pertinent evidence and testimony as to why or how the proposed change is consistent or inconsistent with and promotes the objectives of the Florence Comprehensive Plan and Zoning Ordinance and is or is not contrary to the public interest. The applicant shall demonstrate that the requested change is consistent with the Comprehensive Plan and Zoning Ordinance and is not contrary to the public interest.

On September 26, 2023, the Planning Commission held a public hearing on this annexation request and quasi-judicial zone assignment and voted on Resolutions PC 23 12 ANN 01 and Resolution PC 23 13 ZC 01 to recommend approval to the City Council.

On October 16, 2023 the City Council held a hearing on this annexation request and quasi-judicial zone assignment. The findings of fact were available in advance of the hearing and were reviewed against the applicable city and state policies. Annexation of properties within the UGB is permitted if the request meets the applicable ORS and the City's urbanization policies. These have been reviewed earlier with supporting findings.

TITLE 10: CHAPTER 10: RESIDENTIAL DISTRICTS

10-10-1: RESIDENTIAL ZONES AND PURPOSE:

A. Medium Density Residential (MDR): The Medium Density Residential District is intended to provide a quality environment for medium density, urban residential uses and other compatible land uses determined to be necessary and/or desirable.

The property has previously been developed with a detached single unit dwelling and associated developments (i.e., parking facilities and utilities), is proposed to be zoned Medium Density Residential District. This zone is appropriate, as it corresponds to Comp. Plan designation (Medium Density). The approximately .34-acre Property consists of one tax lot, which meets the minimum lot size of the district (5,000 sq. ft.). No specific policies are applicable under this

annexation or zoning proposal since no development is proposed or approved under this application.

Oregon Administrative Rules – 660-015-0000

OAR 660-015-0000 (Goal 10):

To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

[...]

Needed Housing Units -- means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing units" also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" also includes (but is not limited to) attached and detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

[...]

Finding: The population of the City of Florence exceeds 2,500 people, so the requirement for various housing types applies.

The City's Residential Buildable Lands Inventory was adopted in 2018. In compliance with Goal 10 and applicable administrative rules implementing Goal 10, the inventory looks at acreage available for development within the City's residential areas. While residential uses are permitted or conditionally permitted in areas with non-residential designations, the BLI only inventories acreage within residential zoning districts (see Housing Needs Analysis Appendix I).

The zoning assignment for this annexation request does relate to the opportunity to provide additional residential uses. The addition of land to the city limits impacts the City's residential inventory in the City's BLI in a positive way by adding more buildable land to the inventory to support additional housing.

The Housing Needs Analysis 2017, Exhibit IV.6, identifies a forecasted need under Scenario A of 858 single family dwelling units, with an estimated land need of 164 acres. The proposed zoning assignment to Medium Density Residential for the .34 acres creates a positive impact on the supply of residential land base.

B. IMPLEMENTATION

5. Additional methods and devices for achieving this goal should, after consideration of the impact on lower income households, include, but not be limited to: (1) tax incentives and disincentives; (2) building and construction code revision; (3) zoning and land use controls; (4) subsidies and loans; (5) fee and less-than-fee acquisition techniques; (6) enforcement of local health and safety codes; and (7) coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.

Finding: The proposal is consistent with this rule because it includes proposed zoning that supports implementation of the adopted HNA, including opportunity for needed housing units and types such as additional detached or new attached housing and accessory dwelling units.

VII. CONCLUSION

The evidence in the record demonstrates, and based on findings herein, that the proposed annexation and zone assignment is consistent with the policies set forth in state statutes and rules, Florence City Code, and the Florence Realization 2020 Comprehensive Plan.

VIII. EXHIBITS

- Exhibit A: Map of Annexation Area
- Exhibit B: Findings of Fact
- Exhibit C: Petition for Annexation and Application
- Exhibit D: Referral Comments
- Exhibit E: Significant Reach Map Excerpt
- Exhibit F: Speaker's Card September 26, 2023