



**CITY OF ECHO**  
DEVELOPMENT CODE  
STAFF REPORT

**HEARING DATE:**  
PLANNING COMMISSION:  
JUNE 24, 2025  
CITY COUNCIL:  
JULY 8, 2025  
COUNCIL CHAMBERS  
5:00 PM

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**REQUEST:** Adopt an updated Development Code.

Applicant: City of Echo  
Post Office Box 9  
20 S. Bonanza Street  
Echo, Oregon 97826

Notice to the Department of Land Conservation and Development: May 18, 2025

Newspaper Notice:

Planning Commission Public Hearing:

City Council Public Hearing:

Assigned Staff: Dave Slaght, City Manager, and Carla McLane, Echo Contract Planner

**Background:** The Echo Development Code guided the city for many decades with the first Development Code adoption in 1978 with the most recent codification occurring in 2015 with the addition of provisions regarding the siting of marijuana facilities. Other provisions related to the development of Northgate have been adopted over the past several years and are codified as part of this update.

**Summary of Changes:** After review of Echo's current Subdivision and Zoning Ordinances, and a conversation with previous planner Jacob Foutz, it became evident that the best path to an updated Development Code that would reflect current planning practice would be to work from the State of Oregon's model code. However, the model code has been pulled from the Department of Land Conservation and Development's website as they are planning their own update work. To best achieve the task a recent update for the City of Stanfield was utilized, modifying it to reflect Echo's needs and recent Northgate amendments.

As part of the grant requirements an Audit of the current zoning and subdivision regulations was accomplished and shared with the PAC. It is attached to this Staff Report for the benefit of the public and the City Council.

The proposed Development Code is presented in five Chapters as follows:

Chapter 1 General Administration: This chapter introduces the Development Code, provides definitions, and briefly describes how enforcement can occur.

Chapter 2 Land Use Districts: This chapter discusses the various land use zones or districts, providing for uses and outlining initial development criteria for each.

Chapter 3 Design Standards: This chapter provides guidance on how development should occur related to access, landscaping, parking, public services, flood plain regulations, and other similar considerations.

Chapter 4 Administration of Land Use and Development Permits: This chapter is the 'how to' chapter providing the framework for how permits will be reviewed and approved. It covers development review, partitioning, conditional uses, and master planning.

Chapter 5 Exceptions to Code Standards: This chapter provides the processes that can be used when a variance may need to be granted as well as provides guidance for non-conforming uses.

**Approval Criteria and Process:** The current Zoning Administration Requirements include 9-1-6 Amendments and 9-1-7 Conditions for Granting Amendments that will guide this review to adopt a Development Code to replace the Zoning Administration Requirements. The current Subdivision Administrative Regulations includes 8-1-2 Amendments that will guide this review as it pertains to the subdivision and land partitioning requirements. The applicable requirements follow in **bold** type with responses in regular type. Future changes, if the Development Code is adopted, will be governed by the Echo Development Code.

**9-1-6 Amendments:**

**A. Authorization to Initiate Amendments: An amendment to the text of this Title or to a zone boundary may be initiated by the City Council, an affected governmental unit, or by application of a property owner or resident of the City or urban growth area. The request for an amendment shall be accomplished by filing an application with the City Recorder.**

Response: This amendment was initiated as part of a Technical Assistance grant from the Department of Land Conservation and Development designed to update the City of Echo's Comprehensive Plan, Development Code, and Zoning Map.

The City Council, as part of the grant process, appointed a Public Advisory Committee, or PAC, to provide citizen input to the project. Those PAC members worked with the City Manager and Contract Planner to review the draft Comprehensive Plan, Development Code, and Zoning Map. Twelve meetings of the PAC were held allowing for review of proposed revisions to those city planning documents.

Consensus was sought but regularly not accomplished resulting in a couple of items for the City Council to further consider as part of the adoption process which will begin with a Joint Work Session with the PAC followed by two Public Hearings.

**B. Public Hearings on the Proposed Amendment: The City Council shall hold a public hearing as provided in Section 9-1-3 of this Chapter on the proposed**

**amendment before making a decision. Findings of fact upon which the decision was made shall be made a part of the record.**

Response: Public hearing dates have been set but may need to be modified to ensure that applicable notice provisions as well as current requirements under Oregon Revised Statute are accomplished. Notice provided to the Department of Land Conservation and Development will also accomplish notice to other state agencies through their notice provisions. This Staff Report meets the requirement for Findings of Fact identified above.

**C. Record of Amendments: The City shall maintain a record of amendments to the text and map of this Title in a form convenient for use by the public.**

Response: The city maintains a list of adopted Ordinances which meets this requirement.

**D. Limitation on Reapplication: No application for an amendment to the text of this Title or to a zone boundary shall be considered within a one year period immediately following a previous denial of such request, except the City Council may permit a new application if, in the opinion of the City Council, new evidence or a change of circumstances warrants it.**

Response: This action is an initial request based on City Council support of the Technical Assistance grant that was obtained through the Department of Land Conservation and Development. It is anticipated that the City Council will adopt either as presented or amended so no further action will be required.

**9-1-7 Conditions for Granting Amendments:**

**All development proposals plan amendments or zone changes shall conform with the adopted Transportation System Plan. In addition, the applicant must show that the proposed change conforms to the Comprehensive Plan.**

Response: The adoption of a Development Code, replacing the current zoning and subdivision administration regulations, does not, by itself, create changes to the regular traffic patterns and impacts within the city limits. Recently approved changes in the Northgate area were required to submit appropriate traffic analysis for that development. It is reasonable to determine that there is no impact to the TSP or the adopted Interchange Management Area.

Conformance with the Comprehensive Plan is also reasonable to determine as it is also being amended and updated concurrently with the adoption of a new Development Code. Care was taken through the work with the PAC to ensure that Comprehensive Plan Findings and Policies supported the proposed development regulations.

**A. Amendments to the comprehensive plan and land use regulations, which significantly affect a transportation facility, shall assure that allowed land uses are consistent with the function, capacity, and level of service of the facility identified in the Transportation System Plan. This shall be accomplished by one of the following:**

- 1. Limiting allowed land uses to be consistent with the planned function of the transportation facility**
- 2. Amending the Transportation System Plan to ensure that existing, improved,**

- or new transportation facilities are adequate to support the proposed land uses consistent with the requirement of the Transportation Planning Rule; or,
3. **Altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.**

Response: As stated above the adoption of a new Development Code will not create changes to the regular traffic pattern or impacts within the city limits. Staff would find that these standards are not applicable to the proposal.

**B. A plan or land use regulation amendment significantly affects a transportation facility if it:**

1. **Changes the functional classification of an existing or planned transportation facility;**
2. **Changes standards implementing a functional classification system;**
3. **Allows types or levels of land use that would result in levels of travel or access that are inconsistent with the functional classification of a transportation facility; or would reduce the level of service of the facility below the minimum acceptable level identified in the Transportation System Plan.**

Response: As stated above the adoption of a new Development Code will not create changes to the regular traffic pattern or impacts within the city limits. Staff would find that these standards are not applicable to the proposal.

**8-1-2 Amendments:**

**An amendment to this Subdivision Title may be initiated by the City Council, an affected governmental unit, or by application of a property owner or resident in the City or urban growth area. The procedure to be followed for adoption of the proposed amendment shall be that prescribed by Oregon Revised Statutes, section 92.048.**

Response: The following is Oregon Revised Statutes 92.048. Responses are shown in italicized text.

92.048 Procedure for adoption of regulations under ORS 92.044 and 92.046. The procedure for adoption of any ordinance or regulation under ORS 92.044 and 92.046 is as follows:

(1) The planning commission of the county or the city shall hold a public hearing on the proposed ordinance or regulation after publishing notice of the hearing 10 days prior to the hearing in a newspaper of general circulation published in the area in which land to be subject to such ordinance or regulation is situated or, if there is no such newspaper, a newspaper of general circulation published in the county. The notice shall contain the time, place and purpose of the hearing and a description of the land to be subject to the ordinance or regulation.

*Notice will be given as stated above, both in conformance with current Echo requirements and current statutory requirements.*

(2) Prior to the expiration of 60 days after the date of such hearing, the planning commission may transmit its recommendation regarding the proposed ordinance or regulation to the governing body of the county or city, as the case may be. If the planning commission recommendation has not been received by the governing body of the county or the city prior to the expiration of such 60-day period, the governing body may consider the ordinance or regulation without recommendation of the planning commission thereon.

*The recommendation will move in a timely manner from the first hearing of the governing body to the second hearing.*

(3) Prior to the adoption of such ordinance or regulation, the governing body of the county or the city shall hold a hearing thereon after giving notice of the hearing in the same manner provided in subsection (1) of this section.

*Notice will be provided in conformance with current Echo requirements and current statutory requirements.*

(4) A copy of any regulation or ordinance adopted by the governing body of a county or a city under this section, together with a map of the area subject to the regulation or ordinance and a brief statement of the different classifications, if any, of land partitioning under the ordinance or regulation, shall be filed with the recording officer of the county in which the land subject to the ordinance or regulation is situated. Such ordinance or regulation shall not be effective until so filed. If the ordinance or regulation is applicable throughout all of the area over which the county or city has jurisdiction under ORS 92.042, only an outline map of such area shall be filed with the recording officer of the county.

*The proposed changes will be provided to the appropriate departments or divisions at Umatilla County.*

(5) The ordinance or regulation may be amended from time to time by following the procedure prescribed in this section.

*Future amendments of the Echo Development Code will be done in compliance with the amendment provisions contained within it.*

### **Analysis of the Statewide Planning Goals 1 through 14 follows.**

#### **Goal 1 Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

The City of Echo Comprehensive Plan addresses Citizen Involvement and, in the current version, has two policies that encourage periodic community surveys and encourage citizens to attend city council meetings and hearings. This is codified in the current Subdivision and Zoning regulations through public hearing and other notice requirements. The amendments to both the Comprehensive Plan and the proposed Development Code provide more robust provisions and reflect both current planning practice and regulations found in Oregon Revised Statute and Administrative Rule. The public hearings to adopt these new provisions have been noticed as required by the provisions within the current Comprehensive Plan regulations with published notice. Notice was also mailed to affected adjoining landowners of the proposed changes to the Zoning Map.

#### **Goal 2 Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

Goal 2 establishes the underlining process that a county or a city needs to utilize when considering changes to their Comprehensive Plans, development codes, or maps. The city council, based on requirements of the Technical Assistance Grant, established a Public Advisory Committee, or PAC, to work with staff and the consultant towards amendments to the city planning documents, including the proposed Development Code. Application of the criteria above is consistent with the Goal 2 planning process as applied to the review and adoption of a Development Code.

**Goal 3 Agricultural Lands: To preserve and maintain agricultural lands.**

Goal 3 requires counties to preserve and maintain agricultural land for farm use. Counties must inventory agricultural lands and protect them by adopting exclusive farm use zones consistent with Oregon Revised Statute 215.203 et. seq. Cities do not have this charge with the focus being on the creation of land for residential, commercial, and industrial uses.

Echo, like many small eastern Oregon cities, does have some agricultural use within the city limits. The role of protecting agricultural lands is the responsibility of Umatilla County.

**Goal 4 Forest Lands: To conserve forest lands by maintaining the forest land base and to protect the state’s forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.**

Goal 4 requires cities and counties to preserve and maintain forest lands for forest and recreational purposes. There are no forest lands impacted by this request or within the City of Echo. The proposed amendments to the Comprehensive Plan do identify within the Goal 4 discussion that the City of Echo is a Tree City USA member and seeks to protect and plant trees for the benefits that trees can provide.

**Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources: To protect natural resources and conserve scenic and historic areas and open spaces.**

The City of Echo is a historical town taking great care to capture and preserve that history. The Umatilla River is a natural resource that is both beautiful and can be menacing during spring flooding season. The proposed Development Code incorporates regulatory provisions that are protective of the floodplain, wetlands, and riparian areas.

**Goal 6 Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water and land resources of the state.**

Goal 6 addresses the quality of air, water, and land resources. In the context of comprehensive plan amendments, a local government complies with Goal 6 by adopting Findings and Policies that are protective of the environment and can meet both state and federal standards, particularly those related to air and water quality. Development Codes can provide regulation concerning these resources. Some aspects of Chapter 3 Design Standards accomplishes regulation protective of these resources.

**Goal 7 Areas Subject to Natural Hazards and Disasters: To protect people and property from natural hazards.**

Goal 7 works to address natural hazards and disasters and through a Natural Hazard Mitigation Plan create programs to protect both people and property. Mapping of the flood plain and the associated floodplain regulation are an important part of communicating where risk is and managing development based on that risk.

**Goal 8 Recreation Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.**

The City of Echo has several recreational assets with the most prominent being the Echo Hills Golf Course. The Comprehensive Plan identifies a number of those assets and has policy that is protective and will encourage future development at the Golf Course and of the Umatilla

River Trail. These assets are not specifically mapped on the proposed Zoning Map with the recommendation that the Golf Course be zoned for residential purposes to allow future development to incorporate housing as part of the economic opportunity that could be achieved.

**Goal 9 Economy: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

Goal 9 requires local governments to adopt comprehensive plans and policies that contribute to a stable and healthy economy. Recent annexation of the Northgate project property and the mapping of those use zones will assist in facilitating economic development within the City of Echo, creating jobs and tax base that will be beneficial to the community. The proposed Tourist Commercial and Light Industrial use zone provisions reflect the principles of Goal 9 by encouraging good development.

**Goal 10 Housing: To provide for the housing needs of citizens of the state.**

A major change in the proposed Development Code is to consolidate residential zoning into one singular category that allows development to be managed by impacts, not just the type of housing unit proposed. The proposed Development Code also has a change in zoning for the golf course, converting it to residential, that will allow future expansions to incorporate housing into that space. Both changes are supportive of Goal 10 and are consistent with the findings of the Housing Strategies Report completed in 2019.

**Goal 11 Public Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

Goal 11 requires local governments to plan and develop a timely, orderly, and efficient arrangement of public facilities and services. The goal provides that urban and rural development be guided and supported by types and levels of services appropriate for, but limited to, the needs and requirements of the area to be served. The proposed changes to the Comprehensive Plan outline the many public facilities and services available to Echo residents and identify policies that will maintain and grow them over time. Regulation of public services are accomplished within Chapter 3 Design Standards found in the proposed Development Code. These regulations are applied to any development, whether it be for residential, commercial, or industrial use.

**Goal 12 Transportation: To provide and encourage a safe, convenient and economic transportation system.**

Goal 12 requires local governments to provide and encourage a safe, convenient, and economic transportation system, implemented through the Transportation Planning Rule. The City's adopted Transportation System Plan, while old, still provides a framework for how development and transportation can occur together for the betterment of the City of Echo. The proposed Development Code incorporates a number of regulations to assure that the Transportation Planning Rule is achieved through future street improvements and new development.

**Goal 13 Energy: To conserve energy.**

Goal 13 directs local jurisdictions to manage and control land and uses developed on the land to maximize the conservation of all forms of energy, based on sound economic principles. But like many of the Goals it is not specifically mapped. Electricity and natural gas are available to local residents, but the location of those services is not a part of the land use planning program

nor are they mapped by the city. Coordination as part of the development process ensures that these services, mostly under Goal 11, are available for use.

**Goal 14 Urbanization: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.**

Goal 14 is mostly achieved through the management of a city's urban growth boundary. The proposed Zoning Map does depict the city limits, the urban growth boundary, and the proposed use zones which all guide how the City of Echo will grow now and into the future. Both the proposed Comprehensive Plan and Development Code implement a vision and regulation to guide how Echo will grow into the future in accordance with Goal 14.