



CITY OF ECHO
ZONING MAP
STAFF REPORT

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

REQUEST: Adopt an updated Zoning Map.

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: June 4, 2025

Website, City Hall, and Post Office Posting: May 29, 2025

Adjoining Property Owner Notice: June 3, 2025

Planning Commission Public Hearing: June 24, 2025

City Council Public Hearing: July 8, 2025

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

Background: An Echo Zoning Map is mostly non-existent with current staff relying on the Comprehensive Plan map adopted in 1978. Other zoning maps are available, but their adoption is unclear. Two 2013 maps created by Umatilla County have several inconsistencies with city application of zoning.

Summary of Changes: Staff working with the PAC (see description below) created a current zoning map to reflect current assumptions. Once that was completed a proposed zoning map was developed working towards zoning designations that aligned with the proposed land use zones or districts. To fully accomplish this the cemetery, school property, and golf course are proposed to all be zoned for residential purposes and the city hall, fire station, and neighboring church are all proposed to be zoned for commercial purposes with those uses added to the respective section of proposed Chapter 2 of the Development Code.

There is one unresolved issue that will need to be considered prior to final adoption of the Zoning Map, which is the area between the two canals that is mostly in private ownership. Two of the PAC members want to retain this area as Open Space; others feel the Open Space designation is contrary to private property rights and negatively affects future development of land between the two canals. This is also discussed in the Comprehensive Plan staff report as part of both Goal 6 and 7.

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 Zoning Map to replace the 1978 Comprehensive Plan Map that currently guides zoning questions. The applicable requirements follow in **bold** type with responses in regular type. Future changes, if the Zoning Map is adopted, will be governed by the Echo Development Code. There is also a review of the 14 statewide planning goals as part of this staff report. They follow at the end.

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 an item for the City Council to further consider as part of the adoption process which began 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 and 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 new Zoning Map, replacing the 1978 Comprehensive Plan map, 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 on 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 Zoning Map. Care was taken through the work with the PAC to ensure that Comprehensive Plan Findings and Policies supported the proposed development regulations and use zones.

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 Zoning Map 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 Zoning Map 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.

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 does address 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. The proposed Zoning Map was reviewed by a Public Advisory Committee appointed by the city council, generally meeting the first policy, and will be subject to the public hearings process, generally meeting the intent of this second policy. The public hearings have also been noticed as required by the provisions within the current Zoning Administration regulations with both published notice and mailed notice 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 Zoning Map. Application of the criteria above is consistent with the Goal 2 planning process as applied to the review and adoption of a new Zoning Map.

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 mapping and 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 amendments to the Comprehensive Plan call these features out with the Zoning Map capturing Open Space that has been identified for protection.

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.

The City of Echo is predominantly a residential community with limited commercial and industrial activity. The recent annexation of the Northgate area will add significant acreage to the city's employment lands inventory and create a space that can provide local services and cater to the traveling population. The siting standards in the proposed Development Code for both the Tourist Commercial and Light Industrial use zones are protective of the property and community and can be seen to implement this Goal. The placement of these activities away from the original town center also provides protection of the historical resources that have been identified.

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 is 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 Zoning Map reflects the principles of Goal 9 by depicting where those economic opportunities are at.

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

A major change in the proposed Zoning Map 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 Map 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, reflected in the proposed Zoning Map, 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. Public services are not depicted on the proposed Zoning Map, but the City of Echo can serve the areas that have been mapped for 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. Like many of the Goals the proposed Zoning Map does not depict zoning for roads and streets, but it does identify where that infrastructure is at.

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. If at a future date the city determines that more land is needed for either residential use or for employment lands an expansion of the urban growth boundary may be necessary to allow for development.