FOR MEETING OF: January 9, 2019

CASE NO.: VUL18-02

TO: HEARINGS OFFICER

FROM: LISA ANDERSON-OGILVIE, AICP

DEPUTY COMMUNITY DEVELOPMENT DIRECTOR AND PLANNING

**ADMINISTRATOR** 

**SUBJECT: VALIDATION OF UNITS OF LAND CASE 18-02** 

2500 BLOCK KUEBLER BV S AMANDA NO. 18-122728-LD

### **REQUEST**

A proposal to validate a unit of land that was created as separate tax lots through a sale by deed in 1998.

The request is to lawfully establish a tax lot created by Kuebler Boulevard right of way acquisition that was later sold to a third party creating the subject unit of land. The sale effectively divided the parent parcel into two separate units of land, without a land use approval. The applicant is requesting to validate property known as Marion County Tax Assessor s number 083W11D / 601. The subject unit of land is approximately 1.45 acres in size, zoned RA (Residential Agriculture), and located east of 4826 Battle Creek Road SE (Marion County Assessor Map and Tax Lot Number: 083W11D / 601).

**OWNER:** Boulder Hill, LLC (Robert Nunn)

**AGENT:** Brandi Dalton for Multi Tech Engineering Services

# **RECOMMENDATION**

Based on the application and information presented in the staff report, staff recommends that the Hearings Officer adopt the Facts and Findings of the staff report and APPROVE the request to validate one unit of land that was created through sale rather than through an approved subdivision or partition plat process, for property zoned IG (General Industrial) and located at the 2500 Block of Kuebler Bv S.

#### BACKGROUND/PROPOSAL

The proposal involves a unit of land, Tax Lot 601, which was unlawfully created through a deed sale in 1998. In 1998, Tax Lot 601 was sold separately by a warranty deed. Because the division of the property into a new unit of land did not receive land use approval for a partition, the individual units of land were not lawfully established.

SRC 205.060 codifies the Oregon Legislative Assembly House Bill 2723 (2007), which provided authority to Oregon cities and counties to 'validate' units of land that were previously created by sale, but where the resulting land division did not comply with applicable law regulating such divisions.

Tax Lot 601 should not have been sold as a separate unit of land because it is not currently a

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legal lot. The validation of unit of land process provided in SRC 205.060 provides a method to correct this error. On November 14, 2018 Multi-Tech Engineering on behalf of the property owner, Boulder Hill, LLC, filed a request to validate an existing unit of land that was created through sale rather than through an approved subdivision or partition plat process, for property zoned RA (Residential Agriculture) and located at 4826 Battle Creek Road SE.

The application was deemed complete for processing on November 29, 2018. Notice of the public hearing was mailed December 20, 2018. Notice was also posted on the subject property by the applicant's representative pursuant to SRC requirements. The statementated 120-deadline to issue a final local decision in this case is March 29, 2019.

# **APPLICANT'S STATEMENT**

A request for a validation of unit of land must be supported by proof that it conforms to all applicable criteria imposed by the Salem Revised Code. The applicant submitted such statements, which are included in their entirety as Attachment B to this staff report. Staff utilized the information from the applicant's statements to evaluate the applicant's proposal and to compose the facts and findings within the staff report.

#### **FACTS AND FINDINGS**

# 1. Salem Area Comprehensive Plan (SACP) Designation

Comprehensive Plan Map: The subject property, is designated "Residential Agriculture" on the Salem Area Comprehensive Plan (SACP) Map.

*Urban Growth Policies:* The subject property, is located inside of the Salem Urban Growth Boundary and inside the corporate city limits.

Growth Management: The subject property is located outside of the Urban Service Area.

# 2. Zoning and Surrounding Land Use

The subject property is zoned RA (Residential Agriculture). The property subject to the validation request, Tax Lot 601, is currently vacant. The surrounding properties are zoned and used as follows:

North: RA (Residential Agriculture); Vacant

South: Across Kuebler BLVD; CR (Retail Commercial); Commercial development

East: RA (Residential Agriculture); Vacant

West: RA (Residential Agriculture); Vacant

#### 3. Existing Site Conditions

The subject property (Tax Lot 601) is rectangular. Kuebler Blvd SE, a parkway, provides access to the subject property or Battle Creek Road SE through legal parcels under the

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same ownership.

The overall subject property is sloping, varying in elevation from approximately 392 feet in elevation near the northeast corner to approximately 382 feet in elevation at the southwest corner.

### 4. Neighborhood and Citizen Comments

The subject property is located within the boundaries of Morningside Neighborhood Association (Morningside) and adjacent to South Gateway Neighborhood Association. Notification was sent to the neighborhood associations and surrounding property owners within 250 feet of the property on December 20, 2018. Notice of the proposed application was also posted on the subject property. As of the date of this staff report, no written comments have been received from Morningside or South Gateway.

# 5. City Department and Public Agency Comments

- The Public Works Department, Development Services and City Surveyor staff reviewed the proposal and provided these comments and recommendations for plat approval.
  - 1) Plat Submittal: Require project surveyor to submit his or her Partition Plat to the City Surveyor for review as per ORS 672.005(2)(g)&(h), ORS 672.007(2)(b), ORS 672.045(2), ORS 672.060(4), OAR 820-020-0015(4)&(10), OAR 820-020-0020(2) and OAR 820-020-0045(5).
  - 2) Final Plat Application: Provide preliminary plat information to Development Services staff as outlined in the City of Salem Land Surveys and Plats webpage. Once the application has been deemed complete, complete the Final Plat Application.
  - 3) Pre-Plat Review Meeting: Please request a Pre-Plat Review Meeting between the City Surveyor and the applicant's project surveyor to ensure compliance with comments (1) and (2) as described above.
  - 4) ORS and SRC: The application shall provide the required field survey and partition plat as per the statute and code requirements outlined in the Oregon Revised Statues (ORS) and the Salem Revised Code (SRC). If the said documents are not in compliance with the requirements outlined in ORS and SRC, and as per SRC 205.035, the approval of the partition plat by the City Surveyor may be delayed or held indefinitely based on the non-compliant violation.
- The Building and Safety Division reviewed the proposal and identified no apparent issues.
- The Salem Fire Department reviewed the proposal and indicated that they have no concerns for this land division.

#### 6. Public Agency and Private Service Provider Comments

Public agencies and public and private service providers for the subject property were mailed notification of the proposal.

Portland General Electric commented that development cost per current tariff and service requirements will apply to the subject property and a 10-foot PUE is required on all front street lots.

### 7. Criteria for Granting a Validation of Unit of Land

SRC 205.060(d) sets forth the criteria that must be met before a unit of land can be validated. In order to approve a validation of unit of land, the review authority shall make findings based on evidence provided by the applicant demonstrating that all the following criteria and factors are satisfied.

The applicable criteria are stated below in **bold** print. Following each criterion is a response and/or finding relative to the proposed tentative partition. The applicant provided justification for all applicable criteria (Attachment B).

SRC 205.060(d)(1): The unit of land is not a lawfully established unit of land.

**Finding:** The property was annexed into the City of Salem in July, 1990. The original parcel of land was bisected by Kuebler Boulevard in 1988, which did not legally divide the property. The unit of land subject to the validation request was created in 1998 through a deed recorded selling of the subject property. Therefore, Tax Lot 601 was not a lawfully established unit of land. This criterion is met.

SRC 205.060(d)(2): The unit of land was created through sale or deed or land sales contract executed and recorded before January 1, 2007.

**Applicant Statement:** It appears that TL 601 was first separately described in 1998.

**Finding:** Staff concurs with the applicant's written statement. The subject unit of land was not created solely to establish a separate tax account, and was not created by gift or any other method that is not considered a sale. The applicant has provided a copy of the recorded deed creating the subject unit of land through sale as evidence that this criterion is met.

SRC 205.060(d)(3): The unit of land could have complied with applicable criteria for the creation of the unit of land in effect when the unit of land was sold.

**Finding:** The subject property was entirely zoned RA (Residential Agriculture), when the land area was created by deed. The applicant provided Salem Revised Code Chapter 63, Subdivisions (repealed) and Chapter 145, RA Zone (repealed), which were in effect when

<sup>&</sup>lt;sup>1</sup> Notwithstanding criterion SRC 205.060(d)(3), the Hearings Officer may approve an application to validate a unit of land that was unlawfully created prior to January 1, 2007, if approval was issued for a permit to allow the construction or placement of a dwelling or other building on the unit of land after the sale. No approval has been issued for such construction on Tax Lot 1200.

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the land area was created. The development standards of the RA zone had a minimum 4,000 square foot lot size, 40-foot width and 70-foot depth, dimension requirement. Tax Lot 601 has more than 40-feet in width, 70-foot in depth and 4,000 square foot square footage. The City of Salem Ordinance in effect when the deed was recorded in 1998 could have allowed the parcel as a lawful parcel through a land use determination decision. This criterion is met.

SRC 205.005(d)(4): The plat complies with SRC 205.035 and ORS 92.

**Finding:** The applicant submitted a copy of a proposed plat (**Attachment C**). The Public Works Department reviewed the proposal and submitted comments describing the procedure and submittal requirements for recording of a final plat.

#### **RECOMMENDATION**

Based on the application and information presented in the staff report, staff recommends that the Hearings Officer adopt the Facts and Findings of the staff report and APPROVE the request to validate one unit of land that was created through sale rather than through an approved subdivision or partition plat process, for property zoned RA (Residential Agriculture) and located east of 4826 Battle Creek Road SE (083W11D / 601).

Prepared by Olivia Glantz, Planner III

Application Deemed Complete Date: November 29, 2018
State Mandated Decision Date: March 29, 2019

Attachments: A. Vicinity Map

B. Applicant's StatementC. Applicant's Proposed Plat

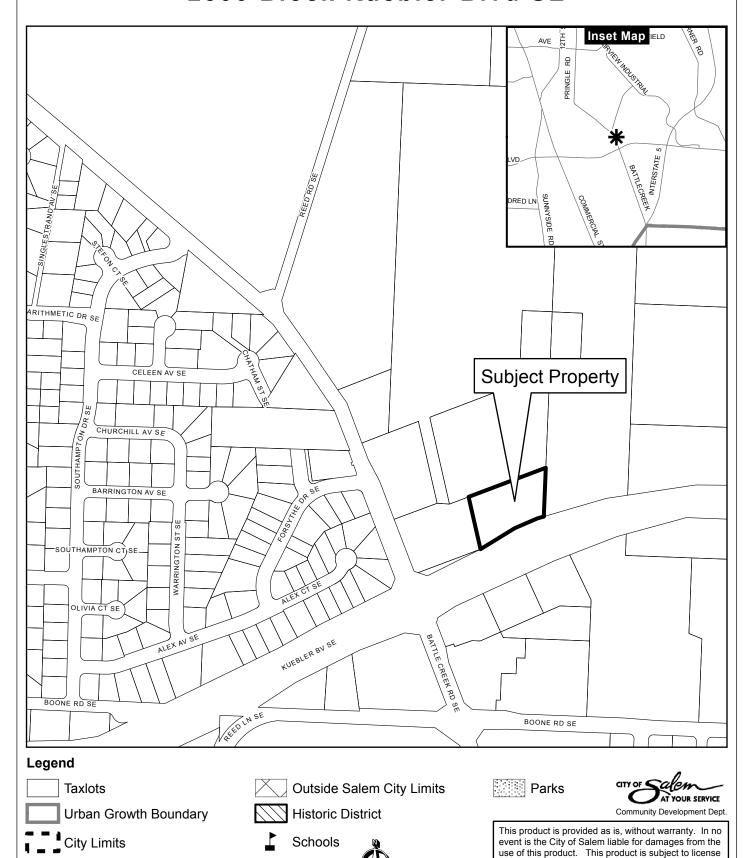
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# **Attachment A**

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# Vicinity Map 2500 Block Kuebler Blvd SE



400 Feet





#### Criteria SRC 205.060(d)

#### 1. The unit of land is not a lawfully established unit of land;

**Findings:** The subject property is located off of Kuebler Boulevard (083W11D/Tax Lot 601). It has been determined by staff that the subject property is not a unit of land that was lawfully established. Therefore, in order to lawfully establish the subject property as a legal unit of land, the applicant is requesting a Validation of Unit of Land review and approval.

Other documents and research by the City may determine how the land was created. The Warranty Deed attached, Reel 1536/Page 749, shows when and how the land was created.

2. The unit of land was created through sale by deed or land sales contract executed and recorded before January 1, 2007;

**Findings:** The subject property was created through a Warranty Deed in 1998. The deed is attached and identified as Reel 1536 Page 749.

3. The unit of land could have complied with applicable criteria for the creation of the unit of land in effect when the unit of land was sold; and

**Findings:** The unit of land did comply with the applicable criteria of the 1998 RA zone requirements. The parcel meets lot size, depth, width, access, and public utility requirements.

The property is zoned RA (Residential Agriculture) and was governed by City of Salem Zone Code, SRC Chapter 145 (a copy is attached).

SRC Section 145.070 sets out the lot area and width requirements for a parcel of land within the RA zone. The subject parcel meets the minimum lot size and dimension requirements.

The City of Salem Subdivision Chapter 63 was in effect at the time this parcel was created (a copy is included).

4. The plat complies with SRC 205.035 and ORS 92. Development with the tentative partition plan can be adequately served by City infrastructure.

**Findings:** The plat has been prepared by a certified Surveyor and is in compliance with the requirements of SRC 205.035 and ORS 92. See the attached plat. As determined through the subdivision approval process, the subject property as conditioned can be adequately served by City infrastructure.

205.035. Final Plat.

(a) Applicability. No final plat of a partition, subdivision, phased subdivision, manufactured dwelling park subdivision, or replat shall be recorded without receiving final plat approval as set forth in this section.

**Findings:** The process under way will meet this requirement.

(b) Procedure. Final plats are exempt from the procedures of SRC Chapter 300 and shall instead follow the procedures set forth in this section. Final plats shall be reviewed by the City prior to recording with county. Applications for final plat shall be submitted prior to expiration of tentative plan approval.

**Findings:** The final plat will be reviewed by the City prior to recording.

(c) Criteria. A final plat shall be approved if all of the following criteria are met:
 (1) The final plat is in substantial conformance with the approved tentative plan or tentative replat

**Findings:** That is being established through this process.

- (2) For phased subdivisions in commercial and industrial zones, unless the divergence from the tentative plan would require a modification of any condition of approval, the final plat for each phase may diverge from the tentative plan and still be in substantial conformance with the approved tentative plan for that phase if there is:
  - (A) A decrease or increase in the number of lots within the particular phase;
  - (B) A change in the location or width of public rights-of-way within the specific phase; provided, however, the change does not materially affect connectivity, does not increase or decrease the number of connections to streets set forth in the tentative plan, does not change the point of connection with existing or planned streets, and does not change the street designation from one classification to another;
  - (C) A change in the location or width of a public utility easement, so long as the change does not adversely affect connectivity with constructed or planned utilities;
  - (D) A decrease in the number of phases; or
  - (E) An increase or decrease in the area of a specific phase.
  - (F) If the approval of a final plat for a specific phase requires the change of a boundary of a subsequent phase, or a change to the conditions of approval, the tentative plan shall be modified to reflect the changes.

**Findings:** This does not apply in that the action is not a phased development.

(3) The final plat complies with all applicable provisions of ORS Chapter 92.

**Findings:** That will be the case, as determined by the City Surveyor and County Surveyor prior to recording.

(4) Conditions of approval imposed on the tentative plan or tentative replat have been met;

**Findings:** As required, the Conditions of Approval placed on the Subdivision application request will be met. However, it is expected that minimal conditions will be attached to this Validation of Units of land decision.

(5) The final plat dedicates, free and clear of all liens and encumbrances and without any reservation or restriction other than reversionary rights upon vacation, all City infrastructure, if such dedication is required by the UDC or as a condition of approval;

Findings: No right-of-way is being dedicated through this Validation of Units of Land request.

- (6) The City Engineer has certified that:
  - (A) All required City infrastructure and private improvements are completed and approved, and, if applicable, the owner of the property subject to the final plat has entered into a fee-in-lieu of construction agreement pursuant to SRC 200.400-200.420; or
  - (B) The owner of the property subject to the final plat has executed and filed with the City an improvement agreement, requiring all City infrastructure and private improvements to be completed within 18 months of the final plat approval, and, if applicable, the owner of the property has entered into a fee-in-lieu of construction agreement pursuant to SRC 200.400-200.420. The improvement agreement shall be accompanied by a performance guarantee as provided in SRC 110.100. Upon request, the improvement agreement shall be extended for an additional I8-month period if the performance guarantees are modified, if necessary, to reflect any change in cost of construction. The improvement agreement shall state that, should all improvements not be completed within the term of the improvement agreement or its extension, the City may pursue any and all remedies available to it, including, but not limited to, those set forth in SRC 110.100.

Findings: This is not applicable in that no infrastructure is being constructed with this action.

(7) If applicable, the owner has entered into a fee-in-lieu of construction agreement pursuant to SRC 200.400-200.420.

**Findings:** This t's not applicable in that no infrastructure is being constructed with this action.

- (d) Approval or Rejection of Final Plat.
  - (1) If the Director finds that the final plat does not meet the approval criteria set forth in subsection (c) of this section, the Director shall notify the applicant of the deficiencies and afford the applicant opportunity to comply. Rejection of a final plat does not affect tentative plan or tentative replat approval.
  - (2) If the Director finds that the final plat meets the approval criteria set forth in subsection (c) of this section, the Director shall endorse approval on the final plat, and the applicant may process and record the final plat.

**Findings:** This will be determined at the time of final plat submission, but it is expected that the plat will comply with any imposed conditions.

(e) Recording of Final Plat. The approved final plat shall be recorded within 10 years of the effective date of the tentative plan or tentative replat approval. No building permits for development of lots or parcels shall be issued until the final plat is recorded.

**Findings:** This will be complied with as we expect to complete the process in a few months.

(f) Operation and Maintenance of Facilities and Common Property. Where facilities and common property, including, but not limited to, private streets, parking areas, privately owned pedestrian walkways and bikeways, and landscape strips, are included within the development, the recorded covenants, conditions, and restrictions for the development shall include a provision that such facilities and common property be perpetually operated and maintained by a property owners' association. Each property owner shall be a member of the property owners' association. The association shall have the power to levy and assess against privately owned property in the

development all necessary costs for operation and maintenance of such facilities and common property. The documents creating such association shall be approved by the Director.

(g) Operation and Maintenance of Flag Lot Accessways. Where a flag lot accessway serving more than one lot or parcel is included within a development, reciprocal and irrevocable access rights for all lots or parcels served by the flag lot accessway shall be included on the final plat and in the deeds for the individual lots or parcels. Maintenance of the flag lot accessway shall be shared between the owners of the properties served by the flag lot accessway and an agreement requiring maintenance of the flag lot accessway shall be recorded in the deeds for the individual lots or parcels. (Ord No. 31-13)

**Findings:** Neither (f) or (g) are applicable to this application, as no facilities are being created that require operation and maintenance

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