

VOLUME I: GOALS AND POLICIES

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TRANSPORTATION INFORMATION AND POLICIES ARE INCLUDED IN THE DALLAS TRANSPORTATION PLAN, VOLUMES I AND II, ADOPTED BY ORDINANCE 1693.

Introduction: Organization & Implementation

The Dallas Comprehensive Plan

The Dallas Comprehensive Plan is the controlling land use document for the City and its Urban Growth Boundary (UGB). From a land use perspective, the comprehensive plan is like a state or federal constitution: it provides the legal framework and long-term vision for implementing plans and land use regulations. The Dallas Comprehensive Plan has been found by the Land Conservation & Development Commission (LCDC) to comply with the 14 applicable “Statewide Planning Goals,” which are, in effect, state planning requirements that must be met by each city and county in Oregon.

The Dallas Comprehensive Plan includes three volumes: Volume I includes goals and policies that provide specific direction in making “quasi-judicial” land use decisions; *i.e.*, decisions that require judgment in the application of general policies to specific situations, such as zone changes, annexations, conditional use permits and major variances. Goals set a general direction and are not intended to be decision criteria. Policies that are written in mandatory language (e.g., “shall,” “must,” “will”) are mandatory in character: they must be followed when Dallas makes a “quasi-judicial” land use decision. In cases where mandatory policies conflict, the City Council may balance these policies in making a decision. Policies that are written in permissive language (e.g., “should,” “may,” “encourage”) indicate the preferred direction of the City, but are not binding on the Council.

Volume I also includes the Comprehensive Plan Map #1, which indicates on a parcel-specific basis, what land uses will be allowed in the long-term. Where Volume I plan policies conflict with the map #1, the specific text of these policies shall control.

Legislative land use decisions (*e.g.*, changes in the text of Volume I or to the Comprehensive Plan Map #1 that apply generally to the City, and not to a specific property or small group of properties) adopted by the City Council must also conform with Volume I goals, policies and maps; or affected goals, policies and maps must be amended by the City Council to be consistent with the Statewide Planning Goals.

Volume II of the Dallas Comprehensive Plan includes background information that served as the basis for Volume I goals and policies. For example, maps of environmentally-significant stream corridors and the justification for the Dallas UGB is included in Volume II. Thus, Volume II forms a part the “legislative history” that supports the goals, policies and plan map.

Principal Implementing Documents

The Dallas Comprehensive Plan is implemented by two principal documents:

1. The **Dallas Development Code (DDC)** sets forth zoning, land division and environmental protection requirements, and is a chapter of the Dallas City Code. The DDC is the land use law of Dallas, unless it is found to be inconsistent with the Dallas Comprehensive Plan. Consistency with DDC requirements is a pre-condition to granting of building permits under the City's Building Safety Codes, which are based on state building safety regulations.
2. The **Dallas Public Facilities Plan (PFP)** describes sanitary sewer, water, and storm drainage which must be made in order to provide adequate public facilities to support the types and levels of development prescribed in the Dallas Comprehensive Plan. The public facilities plan is supported by adopted facilities master plans and sets priorities for facilities construction through the six-year capital improvements program and the City's annual budget. The City Engineering staff also maintains construction specification standards documents which set minimum construction standards for public improvements, such as sewer, water and streets.

Public & Private Participation

Implementation of the comprehensive plan ultimately depends upon the combined efforts of private citizens, businesses, and local, state and federal governments. The private sector implements the plan by giving it their support and continuous input to the planning process of the plan; by developing their businesses and homes in conformance with the plan; and by initiating community projects such as clean-up, fix-up or paint-up campaigns. Government implements the plan through regulatory controls such as zoning and subdivision ordinances; through the timely placement of public facilities and establishment of public programs; through inducements such as low-interest loans, tax exemptions and direct subsidies; by joint cooperative agreements between one another; and by providing for financing through special grant-in-aids or other financial aids.

One method of implementing the policies of the plan is through intergovernmental cooperative agreements between the City and other public agencies or cities. Many of the policies which the plan encourages the City to perform can best be met through joint arrangements with other agencies. In many cases the burden of solving a problem does not rest entirely with the City. Therefore, the City should seek to join with other agencies in implementing the policies and recommendations of the plan. In other situations, it may be to the City's financial advantage to join with other cities or agencies in an effort to solve a problem common to each of the communities. Through this method, programs and projects that cannot be implemented economically by one community may be initiated by sharing the cost between different cities or agencies. The City of Dallas has worked closely with other municipalities and the County in mutual aid, economic development, and sharing equipment.

Advice and consultation on the part of the Planning Commission, City staff and other City officials can be a very effective tool of implementation. In the course of conducting day-to-day business, individuals can be made aware of the importance of the Comprehensive Plan and a number of alternatives presented to guide development. On a more formal basis, advice and consultation is also given to the City Council.

Comprehensive Plan and Development Code Revisions

The Dallas Comprehensive Plan should not be perceived as a static document -- a one-time guide to the development of a community. In fact, state law requires that the comprehensive plan and its implementing measures be re-considered every 7-10 years, through the “Periodic Review” process.

Thus, the comprehensive plan should be viewed as a dynamic instrument capable of change to meet the needs of the community. The plan and implementation measures should be revised when public needs and desires change, when state and federal land use laws change, and when development is different in character or rate than originally contemplated. At the same time, because the comprehensive plan was preceded by an extensive citizen and agency involvement effort, it should be given a chance to work. For this reason, major revisions to the plan that would result in a widespread and significant impact beyond an immediate local area should be considered during the “periodic review” process. In contrast, minor plan amendments may be considered on a regular basis, but should be grouped together so that the cumulative effects of plan amendments can be more fully understood.

CITY OF DALLAS COMPREHENSIVE PLAN CHAPTER 1

CITIZEN INVOLVEMENT



**GOAL: TO ENSURE MEANINGFUL CITIZEN
INVOLVEMENT AND PARTICIPATION IN
THE LAND USE PLANNING PROCESS**

Chapter1: Citizen Involvement

INTRODUCTION

Goal 1 of the Statewide Planning Goals is Citizen Involvement. The City of Dallas, its elected and appointed officials, and city staff, are dedicated to involving citizens in the planning process. This Chapter contains the mechanisms and requirements for Citizen Involvement in Dallas.

THE PLANNING PROCESS

The Planning Commission is primarily responsible for making land use decisions and recommending amendments to the Comprehensive Plan and land use regulations.

The City Council is responsible for policy decisions relating to the planning process and for adopting amendments recommended by the Planning Commission. In addition, the Council is responsible for overseeing and giving direction to the Committee for Citizen Involvement (CCI) to ensure that the goal of the citizen involvement program is being met. Citizens are responsible for participation in the planning process, becoming educated about land use issues, and in assisting the City in its evaluation of the planning processes and the Citizen Involvement Program.

The following sections address the Committee for Citizen Involvement, the components of Statewide Planning Goal 1, and contain policy statements and measures to implement the policies. This Chapter constitutes the city of Dallas Citizen Involvement Program (CIP).

COMMITTEE FOR CITIZEN INVOLVEMENT

The Planning Commission shall function as the Committee for Citizen Involvement (CCI) for the City of Dallas. The CCI may recommend or request that the City Council appoint, from time to time, a Citizen Advisory Committee (CAC) to assist the Planning Commission. In addition, the City Council may appoint a Citizens Advisory Committee when it is determined to be necessary in order to review and provide feedback or guidance to the Planning Commission on issues of wide-ranging impact such as major revisions to the Comprehensive Plan or land development regulations. The Council shall set the parameters and make-up of the CAC, and shall endeavor to include a representative cross section of the community and/or subject matter experts as warranted.

The Planning Commission shall function as the Committee for Citizen Involvement (CCI) for the city of Dallas. The CCI may recommend that the City Council appoint, from time to time, a Citizen Advisory Committee (CAC) to assist the CCI in matters related to long range planning, specific projects, and/or Comprehensive Plan review.

Responsibilities

- 1) The CCI, under the direction of the City Council, shall ensure that the Citizen Involvement Program is being implemented.
- 2) The CCI shall make an annual written report to the City Council that assesses the effectiveness and overall implementation of the Citizen Involvement Program. Copies will be distributed to all Standing Committee members. The annual report should incorporate both quantitative and qualitative measures of citizen involvement efforts (e.g. number and types of communication methods used; number of participants at public hearings; number of website hits; number of non-required citizen involvement events; citywide survey results measuring community attitudes on public information and awareness).
- 3) The CCI shall assist citizens and citizen groups in becoming aware of opportunities provided by the Citizen Involvement Program.
- 4) The CCI shall make recommendations to the City Council for improving the Citizen Involvement Program, as necessary.
- 5) The CCI shall perform such other duties as directed by the City Council.

Citizen Involvement Goal

To ensure meaningful citizen involvement and participation in the land use planning process.

Citizen Involvement Policies

1.1 Two Way Communication

To provide mechanisms which will promote effective two-way communication between citizens and the policy/decision makers.

Implementation Measures:

1. All meetings shall be open to the public as required by State law, and as appropriate to the body.
2. All public meetings shall be scheduled at times and in places which are conducive to citizen participation.
3. Appropriate notice of all public meetings shall be given, including the date and agenda of the meeting. Notice shall be given through advertisements in local newspapers and by posting notices in public places. In no case shall a meeting be

noticed less than 24 hours before it is scheduled to occur.

4. The City will maintain City Bulletin Boards in public places that contain meeting agendas and other information.
5. The City will promote the City website as a source of information as well as a communication tool for residents to communicate with the City. In addition, the City will continue to expand the use of social media and technology to interact with citizens.
6. The City will conduct, at least every two years, a citywide survey regarding city issues.
7. The City Council will host an annual Town Hall meeting to discuss selected topics of interest to the public.
8. The City will continue to develop outreach programs with service clubs, schools, and other organizations in order to provide planning information and education.
9. A City Newsletter will be sent out via e-mail and distributed by other appropriate methods.

1.2 Citizen Influence

To provide citizens an opportunity to be involved in the planning process.

Implementation Measures:

1. In addition to topics scheduled for discussion, there shall be an opportunity at meetings of public bodies for the public to provide input for items which do not appear on the meeting's agenda.
2. Staff will hold informal, well-publicized educational workshops on proposed revisions to the Comprehensive Plan, Land Development Regulations and other planning topics that have potential widespread impact prior to the hearing. Workshops will be open to the public for participation and discussion. Questions and concerns will be conveyed to the decision-making bodies.

1.3 Technical Information

To ensure that all documents and information which will assist citizens in effectively participating in the planning process are available to the public in an understandable form subject to the requirements of state and local laws.

Implementation Measures:

1. The City shall place appropriate planning documents on the website in a timely manner.

2. The City will continue to update planning counter materials, maps, and development pamphlets to reflect regulation and policy changes.

1.4 Feedback Mechanisms

To ensure that the governing bodies will respond to citizens land use planning questions and concerns.

Implementation Measures:

1. The City will continue to implement established mechanisms for responding to questions at Planning Commission and City Council meetings.
2. All specific written questions from citizens will be responded to in writing in a timely fashion, with an initial response not to exceed 20 calendar days from the date of receipt.
3. The rationale used by a governing body for making policy decisions shall be recorded and made available for review by the general public.

1.5 Financial Support

To ensure that there are adequate resources devoted to the Citizen Involvement Program.

Implementation Measures:

1. The City budget shall contain a Citizen Involvement Program line item. The amount budgeted shall be recommended yearly by the CCI. The Community Development Director shall include this recommendation in the appropriate Department Budget.
2. City staff will assist the CCI in implementing the Citizen Involvement Program and will provide technical assistance to citizens.

Adopted by Ordinance 1780

Chapter 2: A Sustainable Dallas Economy

Economic Goals

The City’s overall economic goal is to continue as a sustainable community in order to enhance the quality of life for all Dallas citizens. This goal is best achieved by increasing economic opportunities without threatening environmental quality or eroding the region’s natural resource base.

- A. Maintain the existing and encourage the future development of a sound economic base in Dallas by providing for adequate and diversified industries, retail and wholesale establishments and service related industries.**
- B. Encourage new industrial development that serves the needs of the Dallas community and is designed to minimize impacts on Dallas residential neighborhoods, consistent with the policies of the Dallas Comprehensive Plan.**
- C. Maintain the Central Business District as the dominant commercial and cultural center of the community.**
- D. Encourage a broad variety of commercial activities in the Dallas area in convenient and desirable locations to serve the public.**
- E. Provide for small-scale, neighborhood commercial centers that complement the Central Business District and which minimize routine travel from home to shopping.**

Economic Policies

2.1 Industrial Development Policies

- 1. Encourage the future development of industrial facilities, primarily ones that would have a limited environmental effect upon the community and which do not place excessive demands on the City’s infrastructure.
- 2. Require all existing and future industries to locate within the City Limits and to conform to existing federal and state environmental laws.
- 3. Encourage the diversification of industries in Dallas to reduce the chance of economic depression because of an economic slump in one industry.
- 4. Encourage the development of an industrial or business park within the Dallas City Limits.
- 5. Provide for a choice among suitable industrial and business park sites.

6. Encourage the development of agriculture-related industries.

2.2 Manpower Development Policies

1. Provide citizens within the City of Dallas with adequate employment opportunities, training programs for expanding their employment opportunities, and needed supportive services to enhance their employability.
2. Encourage the use of appropriate Federal and State manpower programs that are available to governmental units and private businesses to provide more jobs in the Dallas area.
3. Encourage the creation of job opportunities for **residents** in the Dallas area within new and present businesses and industries.
4. Encourage skill training and upgrading opportunities and programs for the residents of Dallas.
5. Encourage the use of available manpower planning moneys to analyze the labor force and determine industries and businesses which would be able to provide employment **for residents of the Dallas area**.
6. Encourage the use of supportive services to enhance the employability of target group individuals.

2.3 Industrial Land Use Policies

1. Preserve prime industrial sites and reserve suitable land to provide a choice among sites for new industrial development prior to actual demand.
2. Support the Ash Creek Water Control District in order to maximize use of the Ash Creek Industrial area.
3. Encourage the use of the industrial park concept by requiring master planning rather than piecemeal development of industrial sites and areas.
4. Where appropriately buffered, designate multi-family residential land near industrial sites to minimize travel distance from employment centers to housing.
5. Encourage the continued growth of the service-related industries.

2.4 Commercial Land Use

1. Encourage regional offices of the state and federal governments to locate in the City of Dallas and if possible, the Central Business District.
2. Recognize and promote the Central Business District (CBD) as the principal commercial and cultural center of the community.

3. Encourage the development of adequate off-street parking facilities in the Central Business District.
4. Encourage the development of improved access to the Central Business District and the establishment of a convenient route for those not destined for the CBD, as shown on the Comprehensive Plan Map #1.

2.5 Other Commercial Zones

1. Encourage medically-related offices and service facilities to locate in the vicinity of the community hospital.
2. Encourage the "cluster" development of commercial activities on sites large enough to provide adequate street access, off-street parking and landscaping.
3. Discourage "strip" commercial development along arterial streets, by concentrating commercial uses in the CBD and in defined neighborhood commercial "nodes."

2.6 Mixed Use Nodes

1. **LaCreole Mixed Use Node:** Concentrate general commercial uses that are automobile-oriented and that require large areas for development to locate in the north Dallas commercial area (LaCreole Drive north of E Ellendale Avenue).
 - a) To implement this policy the city, working with affected property owners, shall develop a master-planned General Commercial node of approximately 30 buildable acres, as well as supporting multi-family and open space uses.
 - b) In addition to meeting setback, buffering and lot coverage standards of the underlying commercial zoning district, the master plan shall reserve at least 5% of the General Commercial area for use as central, open, publicly-accessible plazas.
2. **Barberry & Wyatt Mixed Use Nodes:** Two master-planned Neighborhood Commercial nodes are shown on the Dallas Comprehensive Plan Map to accommodate long-term commercial needs and to minimize the distance Dallas citizens must travel for routine shopping needs.
 - a) **Barberry Mixed Use Node:** Approximately 15 acres of Neighborhood Commercial land south of E Ellendale Avenue, between Fir Villa and Hawthorne Avenue.
 - b) **Wyatt Mixed Use Node:** Approximately 5 acres of Neighborhood Commercial land north of the intersection of W Ellendale Avenue and Wyatt Avenue.
 - c) Each of these commercial nodes must be preceded and supported by substantial multi-family development and open space, and must be provided with adequate public facilities, as required by Policy 3.2.
 - d) In addition to meeting setback, buffering and lot coverage standards of the underlying neighborhood commercial zoning district, the master plan shall reserve at least 10%

of the Neighborhood Commercial area for use as a central, open, publicly-accessible plaza.

3. Master-planned commercial developments shall only be approved following a thorough analysis of traffic and public facilities impacts. Transportation and public facilities improvements required as a result of this analysis shall be paid for by the commercial developer.
4. Zone changes from Low Density Residential to Commercial are limited to the three identified commercial areas. Parcel-by-parcel commercial zone changes are not permitted in the absence of a master development plan, showing the relationships among neighboring land uses and transportation systems.

Chapter 3: Livable Residential Neighborhoods

Residential Neighborhood Goals

- A. To maintain and enhance the quality of existing residential neighborhoods and, through master planning, to ensure that new development is integrated into the community and results in new, high quality residential neighborhoods.**
- B. To encourage the development of a variety of housing types and densities to meet the needs and desires of the community, and assure that existing and future residents of the community have the opportunity to acquire safe and sanitary housing at reasonable cost.**

Residential Neighborhood Policies

The following locational & design policies must be explicitly considered when reviewing annexation, zone change and quasi-judicial development applications:

3.1 Locational & Design Policies

Residential neighborhood areas shall be planned and developed consistent with the following design requirements:

1. Each residential neighborhood shall be located within 1.5 miles of the Central Business District or land that is zoned or planned for general commercial or neighborhood commercial development.
2. Each residential neighborhood shall be served by a grid street system, which minimizes the use of cul-de-sacs, double-frontage lots and walled subdivisions.
3. Each residential neighborhood within a Mixed Use Node shall provide multi-family housing.
4. Land planned or zoned to allow for multi-family housing shall be located adjacent to planned commercial areas or along arterial and collector streets, and shall be reserved exclusively for that purpose. Land planned or zoned to allow less dense attached middle family dwellings (like tri-plexes, four-plexes and townhomes) shall be located, in whole or in part, within a quarter mile of employment, retail and service centers but does not need to be located adjacent to planned commercial areas, or along arterials and collector streets. Land planned or zoned for medium density residential is an appropriate transition between land planned or zoned for high density residential and land planned or zoned for low density residential.

5. Pedestrian and bicycle access shall be provided between commercial, open space and residential uses in all new development.
6. Public or private park land shall be provided in proportion to residential development and in accordance with Chapter 4.5 (Level-of-Service).
7. Identified river and stream corridors, wetlands, flood hazard, steep hillsides and slide hazard areas where building would be hazardous shall be considered unbuildable, and shall be used to define neighborhood boundaries.
8. Outside of the Mixed Use Node, high density residential zoning shall be limited to the area immediately adjacent to the Central Business District and to the General and neighborhood commercial zones.
9. Redevelopment of the second and third stories of buildings in the Central Business District for residential and commercial uses shall be encouraged.

3.2 *Master Plan Districts*

A master plan of development, consistent with Residential Neighborhood Policies, shall be required and shall be approved by the Planning Commission prior to the approval of a zone change or annexation.

3.3 *Phasing & Adequate Public Facilities*

Residential development shall be phased and provided with adequate sanitary sewer, water, storm drainage, transportation and park and recreational facilities, as prescribed in Chapter 7, Public Facilities Plan. In addition:

1. Except in areas identified for more intensive development, existing residential areas and housing stock within the community shall be maintained and conserved.
2. The development of close-in vacant land, readily serviceable by a full range of urban services shall have a higher priority than development of peripheral land that cannot be provided, efficiently, with a full range of urban services.
3. Vacant land within the current City limits shall have a higher priority than unincorporated areas.
4. Except in documented health hazard situations, annexation shall occur in areas where services can be most easily extended, as prescribed in Chapter 7, the Public Facilities Plan.
5. Where Master Plan Nodes are shown to contain vacant land that is planned for High Density Residential, these areas shall receive higher priority in the consideration of capital im-

provement project funding. Additional funding is to be explored through city and developer initiated local improvement districts and reimbursement programs.

3.4 Innovative Techniques

To ensure that affordable, higher density housing is provided consistent with the conservation of existing neighborhoods and identified natural resources, the following policies shall be implemented through the provisions of the Dallas Development Code:

1. Minimum as well as maximum residential densities shall be required in all residential zones to ensure that buildable residential land within the Dallas UGB is used efficiently and the public costs of providing urban services are minimized. The following minimum densities shall apply to each net buildable acre (i.e., 43,650 square feet of buildable area, exclusive of streets, recreational areas, designated open space and public utilities):
 - a) RL 04-09 dwelling units per net buildable acre
 - b) RM 06-16 dwelling units per net buildable acre
 - c) RH 10-40 dwelling units per net buildable acre

All three residential zones (RL, RM, and RH) implement the Comprehensive Plan Map land use designation of Residential.

2. The use of new and innovative techniques, such as the Planned Unit Development (PUD) option, should be encouraged to preserve natural amenities of a site, provide open space, ensure a smooth transition among different land uses, and provide for increased residential densities. Amendments to the Development Code for implementing the PUD option should examine the advantages and disadvantages of creating an overlay or customized zone versus the advantage and disadvantages of applying this option with concurrent review of subdivision or conditional use applications. Criteria for PUD approval and shall be clear and objective.
3. Master planning of multiple-ownership areas within existing Mixed Use Nodes shall be required prior to annexations and zone changes.

3.5 Manufactured Dwellings

The City has adopted the following policies to address manufactured dwellings consistent with State law:

1. Manufactured dwellings shall be permitted on individual lots in all areas planned for low density residential use within the Urban Growth Boundary.
2. Manufactured dwellings shall meet the construction design requirements specified in Oregon Administrative Rule under Chapter 918 and additional architectural design standards

in the Dallas Development Code for “manufactured homes,” if there is no conflict with rules.

3. Manufactured dwelling parks shall be permitted through the Planned Unit Development process or alternative process as described in the Development Code.
4. The city may consider amending the Development Code to allow manufactured home parks greater than 3 acres in size and with densities of up to 10 units per acre on Planned Unit Developments in RL designated areas.

3.6 Publicly-Assisted Housing

To provide assistance to low and moderate income renters and homeowners, the City should:

1. Provide sufficient residential land to meet the needs of government-assisted housing programs and other assistance programs.
2. Focus regulations to housing type and density by zoning, while exploring potential code changes that incentivize the development of housing projects that are financed through affordable housing assistance programs.
3. Support nonprofit organizations in their endeavor to provide housing assistance to Dallas households that are rent-burdened as defined by Oregon rule. Also support other projects that assist housing needs of the community.
4. Ensure government-assisted housing is able to locate throughout the community.
5. Support the use and development of senior housing near the Central Business District and neighborhood commercial areas to increase accessibility to needed services such as public transportation, central health care, senior recreational centers, and shopping facilities.
6. Dallas should plan for and accommodate its fair share of government-assisted housing developments, in accordance with regionally-adopted formulas, goals and strategies.
7. Ensure the Development Code recognizes transitional housing that provides temporary housing together with government or community assistance programs.

3.7 Incentivizing Construction of Affordable Housing

To help encourage or incentivize the construction of affordable housing, the city may consider the following:

1. Identify publicly-owned properties (excluding park/open space areas) that could be developed for affordable housing.

2. Partner with local housing authorities or non-profit housing developers to provide infrastructure (sewer, water, road improvements) or parking that supports affordable housing development.
3. Implementation of programs that allow payment of System Development Charges (SDCs) to be deferred for a period of time after building permit issuance but before a certificate of occupancy is granted.

3.8 Incentivizing Construction of Market-Rate Rental Housing

To reduce the deficit of market-rate rental housing, as identified in the Housing Needs Analysis of 2019, the city may encourage development of additional market rate apartments by considering the following policy:

1. Encouraging upper-level redevelopment and conversions in downtown through financial assistance programs, such as use of urban renewal funds as loans.

3.9 Maintaining Proximity to Social Service Programs

Dallas is the Polk County seat, where regional social service programs are available including but not limited to clothing, food, legal, health, employment and housing assistance. Access and proximity to these services is important to families with low, very low and extremely low income. To ensure access to these services, Dallas should consider the following policy:

1. During the next update of the Transportation System Plan, work with adjacent local city and county governments to evaluate feasibility of providing enhanced paratransit services for low income residents and fixed-route transit connections to neighboring communities.

3.10 Optimize Available Land within the UGB for Medium Density

Results of Housing Needs Analysis of 2019 show the current UGB to contain 680 acres of buildable residential land, and that residential land need is forecasted to be 365 acres for the next 20 years. While Dallas has a surplus of available land within UGB that is planned for residential, the recommended forecast method shows Dallas to be deficient in medium density housing types. To ensure medium density housing is provided, Dallas should consider the following policies:

1. Consider legislative zoning map amendments to the official zoning map that allow some RL zoned properties within the UGB to become RM, consistent with siting policies.
2. Encourage a mix of housing types in RM and RH zones.

Chapter 4: Parks & Open Space

Parks and Open Space Goal

To conserve and protect the community's natural and scenic resources and to ensure that new development helps to provide for the outdoor recreational needs of its residents.

Park and Open Space Policies

The following policies must be explicitly considered when reviewing annexation, and quasi-judicial Zoning Map and Comprehensive Plan Map applications. Applicable provisions of the Dallas Development Code shall govern review of development applications for possible detrimental effects on the environment from pollution or disturbance of natural habitat and for the visual impacts of their proposed design.

4.1 Natural, Scenic and Historic Resources Policies

1. A riparian buffer shall be established and protected along Rickreall and Ash Creeks, as prescribed in the Dallas Development Code. This undisturbed area shall be surveyed and protected through deed restrictions or other appropriate means, prior to development approval.
2. Dallas will encourage the development of an integrated trail system to provide recreational opportunities and to link open space and park areas through the planned development process.
3. Rickreall and Ash Creeks shall be protected from pollution.
4. Steeply-sloped areas shall be preserved in their natural state to the maximum extent possible through hillside development standards in the Dallas Development Code.
5. Identified scenic, recreational, or historic sites shall be protected to the maximum extent possible through clear and objective standards in the Dallas Development Code.
6. The City shall maintain and update a Local Landmarks Register for recognizing properties and buildings of local historic significance. The Local Landmarks Register is intended to comply with Goal 5 of the Statewide Planning Goals and is acknowledged by the Dallas Comprehensive Plan as a city-wide historic resource inventory. While most historic buildings are located in downtown Dallas, all buildings in the city that are 50 years of age or older, or of exceptional importance, are eligible for inclusion in the Local Landmarks Register. In accordance with standards and guidelines adopted by the Oregon State Historic Preservation Office (SHPO), the Dallas Development Code shall identify the procedure

and criteria for designating and including locally significant historic resources in the Local Landmarks Register. In accordance with SHPO standards and guidelines, Dallas Development Code shall also govern review of development proposals that remove, remodel and alter resources once included in the Local Landmarks Register.

4.2 Park Systems Development Fees

In order to provide for park development and to assure new development participates in the need for parks, the City maintains a trust fund used exclusively for the acquisition, development, and improvement of park or other recreational lands and related facilities. The fund is established in accordance with the Dallas City Code, Chapter 4.620-4.665.

4.3 School Playgrounds and Athletic Fields

Where an assured source of funding is available, school sites may be used to meet the Level of Service (LOS) standards required by Parks and Open Space Policy 4.5. Therefore, it is the policy of the City:

1. To encourage the use of public school facilities in a manner which will result in the increased availability of recreational opportunity to nearby residents.
2. Where public funding is not available, the City and the School District may accept private funding improvements and maintenance of school recreational facilities, where necessary to comply with adopted LOS park standards.
3. Policies 1 and 2 above may be accomplished by a cooperative agreement between the City and the Dallas School District for joint development and use of school property.
4. The area north of Rickreall Creek, between LaCreole Middle School and Whitworth Elementary School, should be developed as a community park to serve the East Dallas area and complement recreational facilities associated with area schools. A paved bike/pedestrian path system should be constructed to connect the two schools.

4.4 Specific Park Needs

1. The Parks & Open Space Map #5 identifies areas that are park deficient, and which require additional developed park land in order to meet the LOS standards identified in Policy 4.5.
2. Additional property should be acquired for Birch Park as finances permit.
3. The area south of Oakdale Avenue is presently undeveloped and overlooks the Ash Creek waterway. While the acquisition and development of this property would be less costly than those on Stump Street, the area is not as favored because of topography and location.
4. In order to meet passive recreation needs (the opportunity to picnic, stroll, or simply sit and enjoy pleasant surroundings), the plan proposes the establishment of a Rickreall

Creek Trail connecting (at a minimum) the City Park to the proposed East Dallas Community Park. Eventually, the trail might form a segment of a regional trail system connecting the Coast Range to the Willamette River.

5. Golf courses may be approved as a result of a comprehensive plan amendment from the existing plan designation to “Parks & Open Space.” Such amendments shall consider the impact of reducing the land supply in the relevant land use category.

4.5 Classifications of Park Facilities and Level-of-Service (LOS) Standards

Dallas’ park system is classified into community parks, neighborhood parks, mini-parks and view-points. The availability of park and recreation facilities is a major consideration in the phasing of residential development, and in the consideration of residential zone changes, annexations and quasi-judicial land use applications. Level of service (LOS) standards for community and neighborhood parks, or privately-developed substitutes, are provided below.

4.5.1 Community Parks

Community parks serve a number of neighborhoods or, in some cases, an entire town. The typical community park varies from 20 to 80 acres in size but at a minimum should contain 2.5 acres/1,000 population served. The community park offers a much wider range of facilities than the more local, neighborhood park. Facilities usually included are: organized play fields for baseball, soccer, and football; tennis courts; multi-use play areas; picnic tables and cooking facilities; and trails, paths, and natural areas. A community park usually serves the function of a neighborhood park to adjacent residential areas and should be located within a half-mile of new residential development, unless private park facilities are provided.

- Service Level Standard:**
- ◇ **2.5 acres per 1,000 population**
 - ◇ **A community or neighborhood park shall be located within walking distance (0.5 miles) of new residential development**

4.5.2 Neighborhood Parks

Neighborhood parks offer a wide range of recreational facilities and open space opportunity. The site should be centrally located and consist of from 5 to 20 acres of flat-to-gently sloping land. A community or neighborhood park should be located within 0.5 miles of new residential development. Wooded groves and lakes and streams are desirable, if available. Ideally, neighborhood parks should be developed in conjunction with school sites. Park facilities are usually determined by the needs and desires of the neighborhood, but generally include: multi-purpose courts (tennis, basketball, volleyball); turf-covered playgrounds for informal field games; tables, small shelters, areas for sitting, playground equipment, paths, and trails. A neighborhood park should be located within a half-mile of new residential development, unless private park facilities are provided.

- Service Level Standard:**
- ◇ **2.5 acres per 1,000 population**
 - ◇ **A community or neighborhood park shall be located within walking distance (0.5 miles) of new residential**

◇ **development.**

4.5.3 Mini Parks

Mini parks vary in size from 2,500 square feet to several acres and are usually developed to serve sub-neighborhood areas or to supplement neighborhood parks in high density residential districts. The most common use of mini parks is for the development of “tot lots,” but they are also effective as residential green space (landscaped areas) and as rest areas in the commercial district. Gala Park is an example of the former and the Courthouse and Museum lawns are examples of the latter. Mini parks developed for children should include: play apparatus, drinking fountain, park furniture, waste receptacles, and, in certain cases, wading pool, lighting, landscaping, and a small shelter. Adult parks in residential areas should include: extensive landscaping, park furniture, lighting, and drinking fountain. In areas with a high proportion of senior citizens, the park may also include such special facilities as outdoor chess and checkers tables, croquet, horseshoe pits, and shuffleboard courts. In commercial areas, parks should include: park furniture, water fountain, landscaping, and lighting.

Service Level Standard: ◇ **Fully developed private parks may be used to meet the community or neighborhood park LOS standard, when provided by the developer on a 1:1 developed acre basis, through the planned development process.**

4.5.4 Greenways

Greenways are linear parks intended for passive recreation and conserve identified natural resource sites, such as river or stream corridors. Greenways typically include adequate parking, handi-capped-accessible trails, park benches, and shelters. Typically, greenways are provided through the planned development or subdivision process, and may be maintained by the public, a homeowners’ association, or a trust.

Service Level Standard: ◇ **Fully developed greenways may be used to meet the community or neighborhood park LOS standard, when provided by the developer on a 2:1 developed acre basis, through the planned development process.**

4.5.5 Viewpoints

Viewpoints are small landscaped areas, usually located next to arterial streets or scenic drives, which provide a scenic vista of the City and the region. Desirable improvements include: adequate parking, landscaped open space, and benches. Viewpoints may also be accompanied by an information display such as a map or local history plaque.

Service Level Standard: ◇ **Fully developed viewpoints may be used to meet the community or neighborhood park LOS standard, when provided by the developer on a 1:1 developed acre basis, through the planned development process.**

Chapter 6: Urban Growth Management

Urban Growth Management Goal

To ensure that urban development does not occur in the absence of the full range of urban services, and that “rural” development outside the City Limits does not interfere with the efficient urban development in the future.

Urban Growth Management Policies

6.1 Establishment & Change of the Dallas Urban Growth Boundary

1. Through the Periodic Review process, the City of Dallas shall coordinate with Polk County to maintain a 20-year Urban Growth Boundary (UGB), to ensure sufficient buildable land to accommodate residential, commercial, industrial, open space and institutional land use needs.
2. The City and County shall maintain a continuous 20-year supply of land for each broad land use category through the Periodic Review process.
3. Amendments to the Dallas UGB shall be consistent with the Statewide Planning Goals and applicable statutes.
4. Urban land uses, extension of urban services and annexation of land to the City shall not be permitted outside the UGB, unless concurrent amendments to both the City and County Comprehensive Plan are approved consistent with the Statewide Planning Goals.

6.2 Management of Land within the Dallas Urban Growth Boundary

6.2.1 Conversion to Urban Uses

Land within the Urban Growth Boundary shall be considered available over the planning period for urban uses. The conversion of urbanizable land to urban uses shall occur only through the annexation and zone change processes, and shall be based upon consideration of the following factors:

1. The City will encourage the development of available land within its corporate limits before expansion into urbanizable areas.
2. The availability of sufficient buildable land to ensure market choice for commercial, industrial, single-family, multi-family and public land uses within the Dallas City Limits.
3. The orderly, economic and timely provision of public facilities and services as prescribed in Chapter 7, Public Facilities Plan.
4. Only lands that can be provided with the full range of urban facilities will be considered for annexation or rezoning.
5. The City shall not permit "panhandle" annexations, except in extraordinary circumstances such as health hazard annexations.

6.2.2 Coordination with Polk County

The City of Dallas shall coordinate with Polk County to establish and maintain a 20-year Urban Growth Boundary (UGB), to ensure sufficient buildable land to accommodate residential, commercial, industrial, open space and institutional land use needs.

1. The City and County shall adopt and maintain an Urban Growth Management Agreement to implement the policies of this plan.
2. The City and County shall maintain a continuous 20-year supply of land for each broad land use category through the Periodic Review process.
3. The City and County shall work together and adopt standards which ensure that land reserved for long-term urban use is not prematurely developed without the benefit of urban services.
4. The City and County shall jointly adopt a common version of the Dallas Comprehensive Plan for the UGB, including land use designations, goals and policies and public facilities plans.
5. The City of Dallas and Polk County shall continue and periodically revise the intergovernmental agreement on the Urban Growth Program.
6. The City shall coordinate with Polk County to ensure that the policies of the Dallas Comprehensive Plan are fully met through the land development review process, and through the actions of public agencies.

6.2.3 Orderly Provision of Urban Services

1. To promote an orderly, efficient and economic pattern of growth, urban services, including water and sewer facilities, will be extended to urbanizable lands only upon annexation to

- the City.
2. The City Council of the City of Dallas may provide water service to unincorporated land within the Urban Growth Boundary under the conditions set out by Resolution No. 1954, adopted October 1974.
 3. Lot divisions on future urban land outside the City Limits, but within the UGB, shall be four acres or greater.
 4. Interim development on future urban land shall be supported by public facilities and services constructed to City standards.
 5. “Shadow plats” (future development plans) shall be provided prior to development approval or issuance of building permits, to ensure that interim development on land outside the City Limits does not interfere with future urban-level development or the efficient provision of City sanitary sewer, water and street facilities.

6.2.4 Primacy of Comprehensive Plan

The City shall require development of the land in accordance with the designated use in the Comprehensive Plan Map #1.

1. Where a conflict exists between the Map #1 and the current zoning, the comprehensive plan designation shall control.
2. Interim development that is inconsistent with the Dallas Comprehensive Plan shall be prohibited.

6.2.5 Capital Improvements Plan

The City should develop a detailed six-year Capital Improvement Program and budget for the provision of urban services, consistent with Chapter 7, Public Facilities Plan.

6.2.6 Environmental and Flood Hazard Regulations

1. All development within the City of Dallas shall comply with applicable state and federal environmental rules, regulations and standards.
2. Land use regulations will be coordinated and are intended to be consistent with federal and state environmental regulations.
3. The City shall ensure against flood damage to persons and property through the effective implementation of flood plain regulations, consistent with Federal Emergency Management Act (FEMA) standards.

Chapter 7: Public Facilities Plan

Public Facilities Goal

To provide a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for community development.

7.1 Public Facilities Policies

7.1.1 General Public Facilities & Services Policies

1. As a general purpose government, the City of Dallas shall be the principal provider of key urban services (i.e., sanitary sewer, potable water, storm drainage, transportation, parks and general government services) within the Dallas Urban Growth Boundary.
2. Urban public facilities and services shall be extended outside the City Limits through the annexation process.
3. Except as provided under existing inter-governmental agreements, urban public facilities shall not be provided outside the Dallas UGB.
4. In cases where a key urban service cannot be provided, either on a system-wide or geographic area basis, the City may consider implementation of a “public facilities strategy” to allocate remaining service capacity, consistent with applicable state statutes.
5. The formation of special service districts generally shall be discouraged within the Dallas UGB.
6. The City of Dallas shall direct and phase urban development to identified geographic areas within the UGB through the annexation process, based on the timely and efficient provision of the key public facilities and services.
7. The City may develop and implement a six-year Capital Improvement Program and Budget to ensure that the key public facilities and services are provided comprehensively to identified geographic areas within the UGB.
8. The City shall develop levels of service standards for sanitary sewer, transportation, storm drainage and domestic water facilities serving new development within the Dallas UGB.
9. Wherever possible, public sewer, storm drainage and water facilities shall be placed within the public right-of-way to simplify maintenance and minimize impacts on private property owners.

10. Public facilities and services necessary to support interim development approved by Polk County outside the Dallas UGB shall be designed and constructed to City standards. In addition:
 - Subdivisions shall be prohibited on unincorporated land within the Dallas UGB; and
 - Individual residences on lots existing at the time of plan approval shall be sited to avoid planned streets, utilities and open space.

7.1.2 Sanitary Sewer System Policies

1. All new construction within the UGB shall be required to connect to the City's sanitary sewer system as lands are annexed to the City.
2. Dallas shall continue to make improvements to the City's sewage treatment plant necessary to support population increases as projected in the Dallas Comprehensive Plan and supporting Master Sewer Plan.
3. Dallas shall continue to separate combined storm and sanitary sewers and shall actively pursue a program of rehabilitation and maintenance of the existing collector system.
4. Benefited properties that have not previously been assessed for the construction of a sewer line to serve them shall be required to pay the cost of up to an 8-inch line.
5. In order to achieve an equitable means of funding sanitary sewer collection lines, new subdivisions and other development shall pay their proportionate shares of sewer extension costs (usually up to 8-inch sanitary sewer lines).
6. Extra-capacity facilities shall be designed and constructed to meet adopted level-of-service standards or the Master Sewer Plan and may be supported by accumulated income of the System Development Charge Fund or other appropriate means.
7. The City shall continue the policy of paying the cost of maintaining and improving the existing collection system with funds derived from user fees.
8. The City will work with Polk County and the Department of Environmental Quality to eliminate, eventually, private water and sewer systems within the UGB as land is annexed to the City.
9. The City will coordinate with Polk County and the DEQ to ensure that existing septic systems do not contaminate ground or surface water.

7.1.3 Water System Policies

1. All new construction within the UGB shall be required to connect to the City's water system as lands are annexed to the City.

2. Dallas shall continue to make improvements to the City's water treatment plant and storage facilities necessary to support population increases as projected in the Dallas Comprehensive Plan and supporting Master Water Plan.
3. The City will undertake a periodic review and update of the Master Water Plan.
4. The City shall continue the policy of paying the cost of maintaining and improving the existing distribution system with funds derived from user fees.
5. In order to achieve an equitable means of funding water distribution mains, new subdivisions and other development shall pay their proportionate shares of water extension costs (usually up to 6-inch water mains).
6. Extra-capacity facilities shall be designed and constructed to meet adopted level-of-service standards or the Master Water Plan and may be supported by accumulated income of the System Development Charge Fund or other appropriate means.
7. Benefited properties that have not previously been assessed for the construction of a water main to serve them shall be required to pay the cost of a six-inch main.
8. The City shall **issue the necessary** bonds to provide funds to construct major system improvements as needed. Example of projects shall include, but may not be limited to, the following:
 - Intake station addition
 - Treatment plant addition
 - Additional storage reservoirs

7.1.4 Storm Drainage System Policies

1. All new development shall be designed consistent with the City's long-range storm water management plans and programs, and shall only occur consistent with the following provisions:
 - a) Off-site drainage impacts shall be controlled through appropriate design.
 - b) Stream channels and wetlands shall be protected through setbacks and other appropriate mechanisms.
 - c) Erosion and sediment controls for excavation, new development and re-development projects shall be required.
2. The City shall continue to participate in a Watershed Council and coordinate with Polk County, the Water Resources Department and affected property owners in the development and implementation of the Rickreall Creek Basin Plan.
3. The City shall continue to work with property owners and Polk County to ensure that best management practices are applied within the Mercer Reservoir watershed, to minimize impacts of development, forestry and agricultural on the City's water supply.

7.1.5 Solid Waste Disposal Policies

1. Dallas shall support a regional solid waste management program.
2. Dallas shall support Polk County in its efforts to implement a regional solid waste disposal program.

7.1.6 Schools

1. The City of Dallas shall coordinate with the Dallas School District to ensure that sufficient suitable sites are available within the Dallas UGB to meet anticipate school needs.
2. Master Plans required for specific geographic areas of the City prior to annexation shall consider identified school needs.

7.1.7 Parks

Park policies and level-of-service standards are found in Chapter 4 of the Dallas Comprehensive Plan.

7.2 *Level-of-Service (LOS) Standards*

1. The Dallas Development Code shall establish “level-of-service” standards that must be met in order for new development to be approved. LOS standards shall be included in the Master Planning, Land Division and Planned Development chapters of DDC and are interpreted by engineering policies on file with the City Engineer.
2. Plans showing how public facilities deficiencies identified in this chapter and on accompanying public facilities maps will be corrected and financed shall be provided to the City’s satisfaction prior to annexation, approval of master plans, rezoning, or site plan review approval.
3. Prior to annexation, zone change or development approval, the City must make an affirmative determination that adequate sanitary sewer, water, storm drainage, transportation and park services are available to service the area to be annexed or rezoned, or the site to be developed.
4. Master Plans shall be required prior to annexation or planned development approval, and must show how key urban services can be provided in an efficient and timely manner, at levels prescribed in the Public Facilities Plan or applicable master sewer, water, transportation, parks, school facility or storm drainage master plans.