

# BEFORE THE STAYTON PLANNING COMMISSION

In the matter of

- ) Transportation System Plan Update
- ) Comprehensive Plan Amendment
- ) Land Use Code Amendments
- ) Land Use File 6-04/19

## RECOMMENDATION OF APPROVAL

### I. NATURE OF PROCEEDINGS

The proceedings are legislative actions adopting an updated Transportation System Plan, amending portions of the Comprehensive Plan, and amending portions of the Stayton Municipal Code, Title 17, known as the Stayton Land Use and Development Code.

### II. PUBLIC HEARING

A public hearing was held on the proposal before the Stayton Planning Commission on May 28, 2019. At that hearing the Planning Commission reviewed Land Use File #6-04/19 and made it part of the record. The Planning Commission has considered the testimony at the public hearing.

### III. PUBLIC COMMENTS

Notice of the Planning Commission's public hearing was posted on the City website, at the City Hall, at the Stayton Community Center and at the Stayton Public Library. Notice of the Planning Commission public hearing was published in the *Stayton Mail*. The Planning Department received no written comments prior to the public hearing.

### IV. PUBLIC AGENCY REVIEW COMMENTS

The Oregon Department of Land Conservation and Development was notified of the City's draft TSP, Comprehensive Plan amendments and Code amendments at least 35 days in advance of the hearing, in accordance with OAR 660-018-0025. Marion County Department of Public Works was notified of the City's draft TSP, Comprehensive Plan Amendments and Code Amendments at least 20 days in advance of the hearing, in accordance with Urban Services Agreement between the City and the County. The City received no written comment from either agency.

### V. FINDINGS OF FACT

1. In accordance with ORS 197.225 local governments are required to adopt comprehensive plans and land use regulations in accordance with Statewide Planning Goals and Guidelines established by the Land Conservation and Development Commission. The following is an analysis of the compliance with each of the Statewide Planning Goals and Guidelines that are applicable.

*Statewide Planning Goal 1 is to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process. Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.*

**Finding:** A number of stakeholders and community members shaped the Draft 2019 Stayton TSP. The project was guided by a Technical Advisory Committee (TAC) and a Project Advisory Committee (PAC). The TAC consisted of representatives from Stayton, Marion County, Oregon Department of Transportation (ODOT), and the Department of Land

Conservation and Development (DLCD). The PAC consisted of residents and property owners with an interest in transportation and included members of the Stayton Planning Commission and City Council. The PAC served as the voice of the community and helped ensure that the goals and objectives of the TSP update reflected Stayton's needs. Members of the advisory groups reviewed and commented on technical memoranda and participated in committee meetings, community meetings, and City Council/Planning Commission sessions. The project team met with the project advisory committees three times at key points during the TSP update process.

Opportunities for public involvement were made available throughout the TSP update process via the project website (<http://sites.kittelson.com/StaytonTSP>), which provided continuous web-based access to communications about upcoming committee meetings, community meetings, and work sessions. The City also hosted two community meetings at the Stayton Public Library – Open House #1 in October 2018 and Open House #2 in January 2019. Both community meetings were accompanied by an online community meeting that offered participants the same opportunities to provide input on project materials and share their concerns related to the transportation system. For the online Open House #1, the project website included an interactive map that allowed anyone with access to a computer to provide comments to the project team about transportation-related issues within the community. The project team also met with the Planning Commission and City Council twice to provide updates regarding the planning process.

Title 17 implements Goal 1 by providing for a community participation process for land use decisions. The Stayton Land Use and Development Code requires Comprehensive Plan and Code amendments to be reviewed first through a public hearing process by the Planning Commission, followed by a public hearing before the City Council. The City Council makes the final decision through this legislative amendment process. Both reviews require public notice and public hearings with the opportunity for written and oral testimony.

*Statewide Planning Goal 2: is to establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. This goal requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.*

Finding: The City has an established land use planning process and a policy framework that is the basis for the decision on this request. The policy framework is found in the City's acknowledged Comprehensive Plan, which includes policies and goals relevant to the decision on this request. Amendments to the City's Comprehensive Plan become part of the policy framework that serves as the basis for decisions and actions related to the use of land. The proposal is to replace the currently adopted 2004 TSP with the Draft 2019 TSP, to be adopted and incorporated by reference as an element of the City's Comprehensive Plan.

Existing state, regional, and local plans, policies, and regulations relevant to the 2019 TSP were reviewed and summarized in Technical Memorandum 1: Plans and Policy in order to guide the development of the TSP.

Coordination between state, regional, and local agencies was accomplished through both the project management team, which included key City staff members, and the TAC. Members of

the TAC that provided guidance on the development of the TSP included representatives from multiple agencies, including, DLCD, ODOT and Marion County.

The proposal is to adopt the 2019 TSP, and to amend the Comprehensive Plan and the Stayton Land Use and Development Code, consistent with the City's regulations regarding legislative land use decisions. The Planning Commission and City Council hearings are open to the public. The Planning Commission hearing was held on May 28, 2019, and the City Council will hold a hearing prior to consideration of an ordinance to adopt the TSP, Comprehensive Plan amendments and Code amendments.

*Statewide Planning Goal 9 is to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. This goal requires that local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.*

Findings: Draft TSP Goal 9 is Community and Economic Vitality and states that it is the City's intent to "provide a transportation system that supports existing industry and encourages economic development in the City." The draft TSP was developed consistent with the objectives under this goal, which include planning for the efficient movement of goods; identifying lower cost options or provide funding mechanisms for transportation improvements necessary to support development; and encouraging recreational tourism. The draft TSP identifies and prioritizes multiple projects - including improvements to intersections, roadways, sidewalks, and bicycle facilities - that will support employment areas, enhance freight movement, and enhance recreational routes. Specific intersection and roadway improvements, such as those at Shaff/Wilco and the Golf Lane realignment, were specifically identified to support anticipated future commerce in currently undeveloped areas. This proactive planning will help Stayton support new business.

Street classifications and standards have been reviewed and updated through this planning process. These standards ensure that future multi-modal street design can support adjacent existing and future land uses, including retail and employment centers within City Limits.

*Statewide Planning Goal 11 is 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 cities and counties 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. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."*

Findings: The TSP provides guidance for managing, operating, and improving the transportation system. Transportation facilities – including roadways, bikeways, sidewalks, and multi-use paths – are a primary type of public facility and are managed by public agencies including the City, Marion County, and ODOT. The TSP documents existing conditions and future needs for the City's transportation system based on planned land uses; proposed improvements and implementation measures are intended to meet the community's needs and improve safety and increase efficiency of existing roadways.

The TSP includes access spacing standards that balance the need to provide safe, efficient travel for motorists with the ability to access individual properties and destinations. Access management standards are designed to reduce congestion and crash rates, lessen the need for roadway widening, and to conserve energy and reduced air pollution. Table 7 of the TSP

identifies the minimum public street intersection and private access spacing standards for streets in Stayton. Proposed amendments to the access spacing standards in the Land Use and Development Code (Section 17.26.020 Access Management Requirements and Standards) ensure that development requirements are consistent with the updated roadway functional classifications and corresponding access management standards.

The TSP was guided by and developed to be consistent with relevant transportation goals and policies found in the Comprehensive Plan. In addition, transportation goals, policies, and action items in the Comprehensive Plan are proposed to be updated to reflect and be consistent with the project goals and objectives.

Land Use and Development Code amendments include amendments to help protect the function of existing and future transportation facilities. They are proposed to implement the TSP, as required by the Transportation Planning Rule (OAR 660-012-0060). The amendments strengthen coordination with other transportation agencies and clarify transportation improvement requirements.

*Statewide Goal 12 is to provide and encourage a safe, convenient and economic transportation system. Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a “safe, convenient and economic transportation system.” This is accomplished through development of Transportation System Plans based on inventories of local, regional and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development.*

Findings: The City of Stayton TSP is a long-range plan that sets the vision for the City’s transportation system, facilities, and services to meet state, regional, and local needs for the next 20 years. An inventory of the multimodal transportation system served as the basis for the existing and future conditions analyses. The analyses focused on identifying gaps and deficiencies in the multimodal transportation system based on current and forecast future performance. For each gap and deficiency, solutions were evaluated to address the system needs. This process led to the development of projects, which were then prioritized using the project evaluation criteria and organized by priority. The draft TSP contains the recommended projects to address the existing and future gaps and deficiencies in the City’s transportation system.

In addition, transportation-related amendments to the Comprehensive Plan and the Land Use and Development Code will aid in the City’s ability to implement the TSP. Amendments to the Comprehensive Plan include goals, policies, and action items reflect the project goals and objectives and will help guide the City’s future land-use decisions. Proposed code amendments provide additional standards to promote pedestrian and bicycle circulation and support alternate modes through modified motor vehicle parking requirements and transit-related requirements.

2. The Oregon Transportation Plan (OTP) is the State’s long-range, multimodal transportation plan. The OTP is the overarching policy document for a series of modal and topic plans that together form the state’s TSP. A local TSP must be consistent with applicable OTP goals and policies. Findings of compatibility will be part of the basis for TSP approval. The following is an analysis of how the 2019 Stayton TSP complies with State transportation policy:

*POLICY 1.2 – Equity, Efficiency and Travel Choices. It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.*

Findings: Objectives in the draft 2019 TSP are intended to guide the City’s future transportation and land use decision-making. A number of the objectives in draft TSP Section 2 address equity and transportation choices, including those under Goal 3 Equity, which charges the City with providing an equitable, balanced, and connected multi-modal transportation system.

As noted in the findings to Goal 12, above, the TSP plans for a multi-modal system and includes prioritized projects that benefit bicycling and walking, as well automotive mobility and safety. Roadway standards are designed to accommodate all users of public right-of-ways, including motorists, pedestrians, and bicyclists. Street design standards are based on functional classification and surrounding land uses (see draft TSP Figure 8 and Exhibits 1-6). In addition to roadway improvements, the TSP identifies specific sidewalk and crosswalk enhancement projects (draft TSP Table 2 and Figure 3) and bicycle projects (draft TSP Table 3 and Figure 5) to promote travel choices.

*POLICY 2.1 - Capacity and Operational Efficiency. It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.*

*POLICY 2.2 – Management of Assets. It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.*

Findings: As noted in the findings to Goal 11, above, updated transportation standards planned for in the draft TSP and implemented through the Land Use and Development Code preserve the function and capacity of roadways within Stayton. TSP standards include access spacing standards; draft TSP Table 7 summarizes the City’s access spacing standards for City streets and driveways.

*POLICY 3.1 – An Integrated and Efficient Freight System. It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.*

*POLICY 3.2 – Moving People to Support Economic Vitality. It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services and information so that intrastate, interstate and international travelers can travel easily for business and recreation.*

Findings: OR 22 is designated as a statewide National Highway System freight route in the 1999 Oregon Highway Plan (OHP). Roadways under the State’s jurisdiction must comply with mobility targets and access management standards in the OHP (see explanation in draft TSP Motor Vehicle Plan, Access Management Standards). OR 22 is part of the transportation framework that supports industrial and employment areas in Stayton.

Draft TSP Goal 9 Community and Economic Vitality states that the City will provide a transportation system that supports existing industry and encourages economic development in the City. The planning process ensured that the resulting transportation system accommodates the freight system. Criteria for evaluating alternatives included improving the function of regionally significant corridors and improving travel reliability and efficiency of major travel routes. The use of freight vehicles on roundabouts was specifically evaluated during the development of alternatives.

*POLICY 4.1 - Environmentally Responsible Transportation System. It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.*

Finding: Goal 4 (Environmental) of the TSP is to “limit and mitigate adverse environmental impacts associated with traffic and transportation system development.” The TSP identifies projects that support alternative modes of transportation to allow individuals to reduce single occupancy vehicle trips, specifically projects that support walking and bicycling (see draft TSP Tables 2 and 3 and Figures 3 and 5).

*POLICY 5.1 – Safety. It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.*

Findings: Technical Memorandum 3, Existing and Future Conditions describes traffic safety outcomes in Stayton between 2011 and 2015. Locations and crash trends noted in this memorandum were evaluated for safety improvements; alternatives intended to improve safety outcomes and reduce crashes occurring in Stayton are included in Technical Memorandum 4: System Alternatives.

The draft TSP Pedestrian Plan and Bicycle Plan include a number of projects that provide separation between the flow of vehicle traffic and pedestrians and cyclists. Crosswalk enhancements and bicycle improvement projects are included in the ODOT All Roads Transportation Safety (ARTS) approved countermeasures list; projects on this list could be eligible for State ARTS funding.

In addition, there are projects listed in the draft TSP Motor Vehicle Plan that improve safety outcomes for two high-crash intersections on OR 22 : OR 22/Fern Ridge Road and Cascade Highway/OR 22 WB Ramps (also see Technical Memorandum 3: Existing and Future Conditions). While local funding is not proposed, due to the fact that these intersections are outside the urban growth boundary and on ODOT facilities, these improvements will enhance safety for Stayton motorists. Project M6 at N First Avenue/Washington Street is also a safety project; changing the left-turns at this intersection from permissive to protected eliminates conflicts between left-turning vehicles and oncoming through vehicles.

*POLICY 7.1 – A Coordinated Transportation System. It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.*

Findings: ODOT and Marion County are the primary agencies the City needs to coordinate with regarding transportation system planning within the urban growth area. Staff from all three levels of government have participated in the Technical Advisory Committee for the development of the draft TSP.

*POLICY 7.3 – Public Involvement and Consultation. It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.*

*POLICY 7.4 - Environmental Justice. It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.*

Findings: The 2019 Stayton TSP was developed through a process that included several opportunities for public involvement and input as described in the findings for Statewide Planning Goal 1, above. Information regarding the planning process was made available through a dedicated Stayton TSP website, where announcements and materials were shared. Two community meetings were held at key points in the planning process to share information and

receive public feedback and both had an “online” component through the project website that allowed participants unable to physically attend to participate in the project and provide feedback. The first of these, Open House #1, included an interactive map to view and record community issues and concerns regarding the transportation system. The City Council also hosted two work sessions to receive project updates that were open to the public.

3. OAR 660 Division 12 is the Oregon Transportation Planning Rule. The purpose of the TPR is to implement Statewide Planning Goal 12 (Transportation) to “provide and encourage a safe, convenient and economic transportation system.” The TPR directs transportation planning to be coordinated with land use planning to, among other things, promote the development of transportation systems that meet the mobility needs of the transportation disadvantaged and encourage and support the availability of a variety of transportation choices for moving people in order to avoid principal reliance upon any one mode of transportation. A major purpose of the TPR is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

The TPR contain policies for preparing and implementing a transportation system plan.

*Sections 660-012-0005 through 660-012-0055 of the TPR contain policies for preparing and implementing a transportation system plan.*

Findings: The 2019 TSP recommendations are based on an inventory of the existing conditions for Stayton’s multimodal transportation system and a future conditions analyses identifying gaps and deficiencies to accommodate projected community growth over the 20-year planning period. It includes recommended projects by mode and a Financially Constrained project list, to improve the transportation system within the constraints of the known funding likely to be available in the next 20 years, as required by Section -0020 of the TPR.

The TSP was developed collaboratively among various public agencies, the community, a Public Advisory Committee, and the project management team which consisted of City staff and consultants.

Section -0045 of the TPR requires that local jurisdictions amend their land use regulations to implement the TSP. An audit conducted as part of the TSP update process confirmed that the City’s Land Use and Development Code is largely in compliance with the TPR. Some targeted amendments to the City’s development requirements are proposed to ensure future development or redevelopment of property is consistent with the TSP. Proposed modifications ensure that development requirements, the standards in the TSP, and the Public Works Design Standards related to access management and roadway design are consistent. Proposed amendments to the code are also intended to further the City’s multi-modal objectives with additions to subdivision requirements related to pedestrian and bicycle access and circulation, allowances for reduced off-street vehicular parking, and transit-related requirements for new retail, office, and institutional buildings.

## V. CONCLUSIONS

Based on the findings above, the Planning Commission concludes that the draft Transportation System Plan, the proposed Comprehensive Plan amendments, and the proposed Land Use and Development Code amendments are consistent with and in compliance with Statewide Planning

Goals 1, 9, 11, and 12. The Planning Commission further concludes that Statewide Planning Goals 3 through 8 and 13 through 19 are not directly applicable to these proposals.

Further, the Planning Commission Concludes that the draft Transportation System Plan is consistent with the Oregon Transportation Plan and with the Transportation Planning Rule.

Further, the Planning Commission concludes that the proposed Comprehensive Plan amendments meet the requirements of SMC Section 17.12.170.6.a.

Further the Planning Commission concludes that the proposed amendments to Title 17 meet the requirements of Section 17.12.175.

## VI. ORDER

Based on the findings of fact, the Planning Commission voted on May 28, 2019 to recommend to the City Council adoption of the City of Stayton Draft Transportation System Plan, April 2019, adoption of the Comprehensive Plan Amendments, as presented in a document entitled, “Proposed Amendments to Chapter 4. Transportation of the Stayton Comprehensive Plan For Planning Commission Hearing, May 28, 2019,” and enactment of proposed amendments to the Stayton Land Use and Development Code, as presented in a document entitled, “Proposed Amendments to the Land Use and Development Code to Implement the 2019 Transportation System Plan and Achieve Compliance with the Transportation Planning Rule, For Planning Commission Public Hearing, May 28, 2019.”

\_\_\_\_\_  
Ralph Lewis, Chairperson

\_\_\_\_\_  
Date

\_\_\_\_\_  
Dan Fleishman, City Planner

\_\_\_\_\_  
Date