



## TECHNICAL MEMORANDUM #5

Date: April 25, 2019 Project #: 22352  
To: Lance Ludwick and Dan Fleishman (City of Stayton)  
From: Darci Rudzinski (Angelo Planning Group)  
Andrew Parish (Angelo Planning Group)  
  
Subject: Implementing Ordinances

### PURPOSE AND INTRODUCTION

This memorandum provides recommended modifications to the Stayton Comprehensive Plan and the Stayton Land Use and Development Code in order to be consistent with and implement the 2019 Stayton System Plan (TSP) and the Oregon Transportation Planning Rule (OAR 660-012, known as the "TPR").

### COMPREHENSIVE PLAN AMENDMENTS

The City of Stayton's comprehensive plan includes a set of Transportation Goals and Policies, as well as one or more action items under each policy. The recommendation is to repeal and replace the City's current transportation goals and policies with language in this section. Proposed Goals mirror the TSP Goals; proposed policies and action items are informed by and consistent with TSP objectives.

Proposed Goals and Policies reflect an integrated, multi-modal transportation system and implement the direction of the updated TSP. Proposed language articulates the City policy regarding vehicular and active forms of transportation (walking, bicycling, riding transit) as well as community interests related to health (e.g., effects of healthy transportation, mitigating pollution), community and economic vitality (e.g., freight efficiency, tourism, access to jobs), equity (e.g., access to "active" modes of transportation), and the environment (e.g., using technological solutions to improve mobility/reduce pollution, alternative transportation facility designs to minimize impacts to natural resources).

**GOAL** OPTIMIZE THE PERFORMANCE OF THE TRANSPORTATION SYSTEM FOR THE EFFICIENT MOVEMENT OF PEOPLE AND GOODS.

**Policy T-1** It is the policy of the City to establish a transportation system that can accommodate a wide variety of travel modes and minimizes the reliance on any one single mode of travel.

**ACTION** The City will develop and maintain street functional classifications, along with operational guidance, cross-sectional standards, and right-of-way standards, to ensure streets are able to serve their intended purpose.

**ACTION** The City will implement needed mobility standards to help maintain a minimum level of motor vehicle travel efficiency. State and county mobility standards will be supported on facilities under the respective jurisdiction.

**ACTION** The City will manage access to roadways to ensure a level of mobility consistent with their functional classification.

**Policy T-2** It is the policy of the City to plan for an integrated transportation system that includes additional local, collector and arterial roads that improves connectivity across multiple modes; preserves future rights-of-way; and maintains Stayton's existing street grid system.

**ACTION** The City's land use standards will require developments to provide access consistent with the roadway classifications and access spacing standards in the TSP.

**Policy T-3** It is the policy of the City to ensure that the network of arterials, collectors and local streets are interconnected, appropriately spaced, and reasonably direct in accordance with City, County and State design standards in order to reduce reliance on any one corridor.

**ACTION** The City's land use standards will require developments to provide for new and improved streets in accordance with the Roadway Functional Classification Map and Future Street Plan in the TSP.

**GOAL** PROVIDE A TRANSPORTATION SYSTEM THAT ENHANCES THE SAFETY AND SECURITY OF ALL TRANSPORTATION MODES.

**Policy T-4** It is the policy of the City to reduce traffic volumes and speeds near schools consistent with the Safe Routes to School Plan.

**ACTION** Work with the school district and private schools to identify and implement circulation and access patterns to and around schools that are safe for pedestrians and bicyclists, as well as people in cars and arriving by bus.

**Policy T-5** It is the policy of the City to Improve safety and operational components of existing transportation facilities.

ACTION The City will address existing safety issues at high crash locations and locations with a history of severe vehicle, bicycle- and/or pedestrian-related crashes.

ACTION The City will improve safe crossings for vehicles, bicycles and pedestrians across arterial streets.

ACTION The City will manage access to transportation facilities consistent with their applicable classification to reduce and separate conflicts and provide reasonable access to land uses.

**Policy T-6** It is the policy of the City to maintain a traffic calming program for implementation in areas with vehicle speeding issues.

ACTION The City will monitor vehicular speeds to identify street segments with speed issues and implement appropriate traffic calming protocols to reduce vehicle speeds.

**Policy T-7** It is the policy of the City to ensure adequate access for emergency services vehicles throughout the City's transportation system.

ACTION The City's street design standards will ensure adequate travel way width and turnaround capacity for emergency vehicles.

**GOAL** PROVIDE AN EQUITABLE, BALANCED, AND CONNECTED MULTI-MODAL TRANSPORTATION SYSTEM.

**Policy T-8** It is the policy of the City to ensure that the transportation system provides equitable access to underserved and vulnerable populations.

ACTION The City will ensure that multi-modal connections meet applicable City and Americans with Disabilities Act (ADA) standards.

ACTION The City will work with Salem Keizer Transit District to provide shelters at transit stops and expand opportunities for transit service when cost effective.

ACTION The City will maintain City roadways as multi-modal or "complete streets," with each street servicing the needs of various modes of travel.

**Policy T-9** It is the policy of the City to provide for multi-modal circulation internally on site and externally to adjacent land uses and existing and planned multi-modal facilities.

**ACTION** The City will require new non-residential development to provide pedestrian connections to the public sidewalk and to provide bicycle parking.

**GOAL** LIMIT AND MITIGATE ADVERSE ENVIRONMENTAL IMPACTS ASSOCIATED WITH TRAFFIC AND TRANSPORTATION SYSTEM DEVELOPMENT.

**Policy T-10** It is the policy of the City to avoid or minimize impacts to natural resources when planning for and implementing the transportation system.

**ACTION** The City will allow alternative transportation facility designs in constrained areas.

**ACTION** The City will endeavor to identify environmental impacts related to transportation projects at the earliest opportunity to ensure compliance with all federal and state environmental standards.

**ACTION** The City will work to reduce the number of vehicle-miles traveled through policy and implementation of multi-modal and transit supportive projects.

**ACTION** The City will work to enhance opportunities to increase the number of walking, bicycling, and transit trips in the city.

**ACTION** The City will work with community partners and private property owners to identify potential electric vehicle plug-in stations and will permit these uses, consistent with adopted code provisions.

**ACTION** Evaluate and implement, where cost-effective, environmentally friendly materials and design approaches such as reducing required pavement width, water reduction and infiltration methods to protect waterways, solar infrastructure, and impervious materials.

**Policy T-11** It is the policy of the City to support technology applications that improve travel mobility and safety with less financial and environmental impact than traditional infrastructure projects.

**ACTION** The City will continue to seek out and work with other transportation providers such as ODOT and Salem Keizer Transit District to apply where practicable advanced technologies and proven management techniques to relieve congestion, enhance safety, and provide services to travelers.

**GOAL** DEVELOP AND MAINTAIN A TRANSPORTATION SYSTEM PLAN THAT IS CONSISTENT WITH THE GOALS AND OBJECTIVES OF THE CITY, MARION COUNTY, AND THE STATE.

**Policy T-13** It is the policy of the City to ensure consistency with state, regional and local transportation planning rules, regulations, and standards.

**ACTION** The City will continue to participate in regional transit service efforts and seek improvements to public transit services to the City of Stayton.

**ACTION** The City will coordinate land use, financial, and environmental planning, both within City departments and with state and regional partners, to prioritize strategic transportation investments.

**GOAL** SEEK FUNDING FOR AND INVEST IN FINANCIALLY FEASIBLE INFRASTRUCTURE PROJECTS THAT WILL SERVE THE CITY FOR YEARS TO COME.

**Policy T-14** It is the policy of the City to preserve and protect the function of locally and regionally significant transportation corridors.

**ACTION** The City will implement reasonable alternative mobility targets for motor vehicles that align with economic and physical limitations on state highways and city streets where necessary.

**ACTION** The City will endeavor to preserve and maintain the existing transportation system assets to extend their useful life.

**ACTION** The City will continue to work to improve travel reliability and efficiency of existing major travel routes in the city before undertaking more expensive capacity projects.

**ACTION** The City will pursue grants and collaboration with other agencies to efficiently fund transportation improvements and supporting programs.

**Policy T-15** It is the policy to the City to identify and maintain stable and diverse revenue sources to meet the need for transportation investments in the city.

- ACTION** The City will continue to pursue new and creative funding sources to leverage high priority transportation projects.
- Policy T-16** It is the policy of the City to ensure that proposed developments will be responsible for mitigating their direct traffic impacts.
- ACTION** The City will implement transportation system development charge methodology and maintain a list of SDC-eligible projects.

**GOAL** PROVIDE A TRANSPORTATION SYSTEM THAT ENHANCES THE HEALTH OF RESIDENTS AND USERS.

- Policy T-17** It is the policy of the City to provide convenient and direct pedestrian and bicycle facilities to promote health and the physical and social well-being of Stayton residents, to reduce vehicular traffic congestion, to provide community and recreational alternatives, and to support economic development.
- ACTION** The City will identify and seek funding for programs that encourage walking, bicycling, and rideshare/carpooling through community awareness and education.
- ACTION** The City will identify and seek funding for programs that provide education regarding good traffic behavior and consideration for all users.
- ACTION** The City will work to create a multi-modal transportation system that limits users' exposure to pollution and that enhances air quality.

**GOAL** CREATE A BALANCED BUILT ENVIRONMENT WHERE DESIRED EXISTING AND PLANNED LAND USES ARE SUPPORTED BY AN EFFICIENT MULTI-MODAL TRANSPORTATION SYSTEM.

- Policy T-18** It is the policy of the City to encourage more compact, walkable, mixed use, to shorten trip lengths and reduce the need for motor vehicle travel.
- ACTION** The City will implement the land use code provisions of the Downtown Transportation and Revitalization Plan by continuing to have mixed use zones in the downtown core.
- Policy T-19** It is the policy of the City to implement transportation improvements needed to accommodate developing or

undeveloped areas and ensure adequate capacity for future travel demand, consistent with the adopted TSP.

**ACTION** The City will periodically review and revise where necessary local land use and development requirements to ensure that future land use decisions are consistent with the planned transportation system.

**ACTION** The City will implement access management and land use measures consistent with the recommendations of the TSP to protect the function of the Sublimity Interchange.

**GOAL** PROVIDE A TRANSPORTATION SYSTEM THAT SUPPORTS EXISTING INDUSTRY AND ENCOURAGES ECONOMIC DEVELOPMENT IN THE CITY.

**Policy T-20** It is the policy of the City to provide a transportation system that supports the movement of goods and delivery of services throughout the city while balancing the needs of all users and preserving livability in residential areas and established neighborhoods.

**ACTION** The City will maintain and implement a plan for designated truck routes through the City that prioritizes efficient freight movement and minimizes truck traffic on other city roadways.

**Policy T-21** It is the policy of the City to identify lower cost options or provide funding mechanisms for transportation improvements necessary for development to occur.

**ACTION** The City's TSP will guide programming transportation improvements to facilitate the development of desired land uses and activities.

**Policy T-22** It is the policy of the City to encourage tourism by developing connections to and between major recreational locations, key services, and other destinations in the city.

**ACTION** The City will encourage tourism by promoting and upgrading bicycle and pedestrian recreational routes and services through the city.

## LAND USE AND DEVELOPMENT CODE AMENDMENTS

This section provides proposed Land Use and Development Code amendments that are intended to be consistent with the goals and objectives of the draft updated TSP, implement the proposed new Comprehensive Plan transportation policies, and ensure compliance with the state Transportation Planning Rule (the “TPR,” OAR 660, Division 12). More broadly, the intent of the proposed amendments is to ensure that the City’s development regulations provide sufficient guidance to ensure that future land use decisions and actions are consistent with the planned transportation system by protecting the function of existing roadways and promoting a multi-modal system.

The proposed language implements recommendation first explored with City staff and project advisory committees in the Transportation Planning Rule table, Table 1, in Technical Memorandum #1 – Plans and Policy and are intended to be consistent with the standards in the Draft TSP. The recommended changes are summarized in Table 1, which includes comments regarding the basis for the changes.

Following Table 1 the proposed code amendments are presented in the order shown in the summary table. Recommended changes are in an adoption-ready format; text that is proposed to be added is shown as underlined, and text proposed to be removed is shown in ~~strikeout~~.



Table 1. Summary of Recommended Amendments to City of Stayton Land Use and Development Code

Reference Number	Proposed Amendments	Comments
<b>Chapter 17.12 – Development Approval Procedures</b>		
1	Revise Land Use Code Amendment requirements (17.12.175) to include consistency with the Transportation Planning Rule.	Implements OAR 660-012-0060
2	For Site Plan Review (17.12.220), include non-vehicular modes of travel in the requirements for safe access to subject property.	Implements OAR 660-012-0045(3)(c)
<b>Chapter 17.20 – Development Standards</b>		
3	Revise off-street parking requirements (17.20.060) to allow for reductions where proposed development accommodates carpool/vanpool parking, is served by frequent transit, or provides additional bicycle parking; allow for modifications to parking dimensions for motorcycles, scooters, or electric carts.	Implements enhanced multi-modal elements of TSP; OAR 660-012-0045(4)(d)
<b>Chapter 17.24 – Land Divisions</b>		
4	Modify street standards in the City's subdivision requirements (17.24.050) to be consistent with the updated TSP.	Implements updated TSP standards; OAR 660-012-0045(7)
<b>Chapter 17.26 – Transportation</b>		
5	Modify access management standards in the City's transportation requirements (17.26.020) to be consistent with the updated TSP. Strengthen non-motorized connectivity standards.	Implements updated TSP standards; OAR 660-012-0045(2)(a)
6	Add a new chapter to the City's transportation standards that require transit-related improvements to enhance transit access and ridership.	Implements enhanced multi-modal elements of TSP; OAR 660-012-0045(4)(b)

**Recommendation 1**

## 17.12.175 LAND USE CODE AMENDMENTS

1. PURPOSE. This Title must be consistent with the adopted Comprehensive Plan, as amended, and as such is the implementation of the City's land use planning goals and policies. The purpose of this Section is to provide a framework for the adoption of amendments to this Title that meet the criteria of this Section.

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5. SUBMITTAL REQUIREMENTS: If an individual would like to request that the Planning Commission initiate a Land Use Code amendment, the following information shall be submitted to the Planning Commission:
  - a. A general description of the issue to be addressed by the amendment, citing the existing the Land Use Code provisions that are proposed to be changed.
  - b. A draft of a proposed amendment, showing current text to be deleted crossed out and proposed text to be added underlined.
6. Proposals to amend this Title shall be reviewed to determine whether they significantly affect a transportation facility pursuant to Oregon Administrative Rule (OAR) 660-012-0060 (Transportation Planning Rule - TPR). Where the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law.

**Recommendation 2**

## 17.12.220 SITE PLAN REVIEW

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5. APPROVAL CRITERIA. The following criteria must be demonstrated as being satisfied by the application:
  - a. The existence of, or ability to obtain, adequate utility systems (including water, sewer, surface water drainage, power, and communications) and connections, including easements, to properly serve development in accordance with the City's Master Plans and Standard Specifications. Where an adopted Master Plan calls for facilities larger than necessary for service to the proposed use, the developer shall install the size facilities called for in the Master Plan, and shall be provided credit for the excess costs in accordance with SMC 13.12.245.

- b. Provisions have been made for safe and efficient internal traffic circulation, including both pedestrian and motor vehicle traffic, and for safe access to the property for vehicles, as well as bicycle and pedestrians, from those public streets which serve the property in accordance with the City's Transportation System Plan and Standard Specifications.
- c. Provision has been made for all necessary improvements to local streets and roads, including the dedication of additional right-of-way to the City and/or the actual improvement of traffic facilities to accommodate the additional traffic load generated by the proposed development of the site in accordance with Chapter 17.26. Improvements required as a condition of approval shall be roughly proportional to the impact of the development on transportation facilities. Approval findings shall indicate how the required improvements are directly related to and are roughly proportional to the impact of development.

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### **Recommendation 3**

#### 17.20.060 OFF-STREET PARKING AND LOADING

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7. REQUIREMENTS FOR AUTOMOBILE PARKING. Off-street automobile parking shall be provided in the manner required by subsection 9 of this section and approved by the City Planner in the minimum amounts described in Tables 17.20.060.7 a and b or as determined by Section 17.20.060.7.a.

##### a. Minimum Required Parking Spaces

Table 17.20.060.7.a Residential Parking Requirements

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g. Off-street parking reductions. The decision authority may reduce the off-street parking standards of Table 17.20.060.7.b for sites with one or more of the following features:

- 1) Site has an existing or planned bus stop located adjacent to it, and the site's frontage is improved with a bus stop shelter, consistent with the standards of the applicable transit service provider: Allow up to a 20 percent reduction to the standard number of automobile parking spaces;
- 2) Site has one (1) or more dedicated parking spaces for carpool or vanpool vehicles: Allow up to a 10 percent reduction to the standard number of automobile parking spaces;

- 3) Site has dedicated parking spaces for motorcycles, scooters, or electric carts: Allow reductions to the standard dimensions for parking spaces;
- 4) Site has more than one and a half the minimum number of required bicycle parking spaces: Allow up to a 5 percent reduction to the number of automobile parking spaces.

#### **Recommendation 4**

##### 17.24.050 DESIGN STANDARDS FOR SUBDIVISION AND PARTITION PRELIMINARY PLANS

Subdivisions and partition preliminary plans shall meet the following criteria and objectives. These are broad criteria and planning objectives. Detailed engineering and design will be reviewed with the final plat.

#### 1. STREETS.

- a. Streets shall be in alignment with existing streets in the vicinity of the proposed subdivision, either by prolongation of existing centerlines or by connection with suitable curves. Streets shall conform to the location, alignment, and ~~width~~ roadway design as indicated on the official map of streets known as the Future Street Plan and the Roadway Functional Classification Map in the adopted Stayton Transportation System Plan.
- b. Streets should intersect at or near right angles as practicable, and in no case shall the angle of intersection exceed 120 degrees.
- c. The criteria of a and b above may be modified where the applicant can demonstrate to the decision authority that the topography, or the small number of lots involved, or any other unusual conditions justify such modification.
- d. Bikeways and pedestrian ways shall be required in accordance with the City of Stayton ~~Non-Motorized Plan in the adopted Stayton~~ Transportation System Plan.
- e. Concrete curbs and concrete sidewalks shall be installed on all streets, consistent with the Geometric Design Requirements by Street Functional Classification in the Public Works Design Standards . ~~The location and width of sidewalks shall be determined by the decision authority. In making such determination, the decision authority shall take into consideration the topography of the land, the presence of improvements, trees or other plantings, the type of street, and the location of sidewalks, if any, in adjacent areas or subdivision.~~

In residential neighborhoods, sidewalks shall be placed along the property line whenever possible. In all cases, sidewalks shall be placed 1 foot from the property line on arterial and collector streets.

**Recommendation 5**

## 17.26.020 ACCESS MANAGEMENT REQUIREMENTS AND STANDARDS

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## 3. LOCATION OF ACCESSES.

Vehicle access locations shall be provided based on the following criteria:

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## h. Access Spacing Standards

The streets within Stayton are classified as major arterials, minor arterials, collectors, neighborhood collectors, and local streets. The access spacing standards are shown in Table 17.26.020.3.h. for both full intersection spacing and driveway spacing. The access spacing standards shown in Table 17.26.020.3.h shall be measured as defined below.

- 1) Access spacing between two driveways on Neighborhood Collector, Local Residential, and Local Commercial/Industrial Streets (50 feet) shall be measured from the perpendicular near edge of the driveway to the perpendicular near edge of the driveway.
- 2) Access spacing between a driveway and an arterial, collector, or local street located on a Neighborhood Collector, ~~Local Residential~~ Local, ~~or Local-Commercial~~ Local ~~or Industrial~~ Local Street (50 feet) shall be measured from the perpendicular near edge of the driveway to the start of the tangent for the intersecting street.
- 3) All other access spacing between driveways, between streets, and between streets and driveways (>50 feet) shall be measured from center-to-center of the driveway or street.

**Table 17.26.020.3.h. Access Spacing Standard**

Functional Roadway Classification	Minimum Public Intersection Spacing Standard	Minimum Spacing between Driveways and/or Streets
<del>Limited Access Principal Major Arterial (Limited Access Facility)</del> <sup>1</sup>	750 feet	375 feet
<del>Urbanized Area Principal Major Arterial</del> <sup>1</sup>	260 feet	260 feet
Minor Arterial	600 feet	300 feet
Collector	260 feet	150 feet
Neighborhood Collector	260 feet	50 feet
<del>Local-Residential</del> <u>Local Street</u>	260 feet	50 feet <sup>2</sup>
<del>Local-Commercial/Industrial</del> <u>Local Street</u>	260 feet	50 feet
<u>Industrial Local Street</u>	<u>260 feet</u>	<u>50 feet</u>

<sup>1</sup>-This standard applies to ~~1st Avenue from Shaff/Fern Ridge Road to Ida Street on Cascade Highway north of Shaff Road and on S First Avenue south of Water Street.~~

<sup>2</sup> This standard only applies to a corner residential lot driveway spacing from the adjacent street and may be modified per 17.26.020.3.a).

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5. CONNECTIVITY AND CIRCULATION STANDARDS.

a. Connectivity.

- 1) The street system of proposed subdivisions shall be designed to connect with existing, proposed, and planned streets outside of the subdivision as specified in 17.24.050.1.a.
- 2) Wherever a proposed development abuts unplatted, developable land a future development phase of the same development, street stubs shall be provided to provide access to abutting properties or to logically extend the street system into the surrounding area. This is consistent with and an extension of 17.24.050.1.a.
- 3) Neighborhood collectors and local residential access streets shall connect with surrounding streets to permit the convenient movement of traffic between residential neighborhoods or facilitate emergency access and evacuation.

Connections shall be designed to avoid or minimize through traffic on local streets. Appropriate design and traffic calming measures are the preferred means of discouraging through traffic. These measures are defined in the Stayton Transportation System Plan.

- 4) Developers shall construct roadways within their development site to conform to the Future Street Plan and Roadway Functional Classification Map in the Transportation System Plan. Flexibility of the future roadway alignment shall be at the discretion of the Public Works Director and/or his designee but must maintain the intent of the Future Street Plan.
- 5) A system of joint use driveways and crossover easements shall be established wherever feasible and shall incorporate the following:

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- 6) New partitions and subdivisions shall provide safe bicycle and pedestrian connections to adjacent existing and planned residential areas, transit stops, and activity centers. Non-motorized connectivity can be provided through sidewalks, trails, and striped and/or signed bicycle facilities on local roadways.

## **Recommendation 6**

[New Chapter] 17.26.070 TRANSIT-RELATED REQUIREMENTS

### 1. PURPOSE

The purposed of this Section is to ensure that new retail, office and institutional buildings provide access to transit facilities and facilitates transit ridership.

### 2. APPLICABILITY AND REIREMENTS

Retail, office, and institutional developments that are proposed on the same site as, or adjacent to, an existing or planned transit stop as designated in an adopted transportation or transit plan shall provide the following transit access and supportive improvements in coordination with the transit service provider:

- a. Reasonably direct pedestrian connections between the transit stop and primary entrances of the buildings on site. For the purpose of this Section, "reasonably direct" means a route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for users.
- b. The primary entrance of the building closest to the street where the transit stop is located that is oriented to that street.
- c. A transit passenger landing pad that is ADA accessible.

- d. An easement or dedication for a passenger shelter or bench if such an improvement is identified in an adopted plan.
- e. Lighting at the transit stop.
- f. Other improvements identified in an adopted plan.