

PLANNING STAFF REPORT

REPORT AUTHOR: Angelo Planning Group¹

APPLICANT: City of Stanfield

PROPOSAL: The proposal is to amend the City of Stanfield Transportation System Plan and Development Code as summarized below and as attached in Exhibit A. The proposed plan and code amendments are intended to:

- Emphasize the pedestrian environment in the downtown core, in particular a more vibrant Main Street/US 395 corridor.
- Encourage a mix of new uses - including residential, commercial, office and light industrial - within the downtown area.
- Remove potential barriers to downtown development that may exist in the current code.
- Emphasize design standards related to building facades, public spaces and the downtown streetscape that build on the Main Street Revitalization Report (2014).

1. Summary of Proposed Amendments

Development Code Amendments

- Chapter 2.2 Downtown District, Section 2.2.100 Purpose:

The proposed amendment adds language to the purpose statement emphasizing the importance of a pleasant, safe and convenient pedestrian environment in the Downtown District.

- Chapter 2.2 Downtown District, Table 2.2.110.A Land Uses and Building Types Permitted in the Downtown District:

The proposed amendment would change stand-alone public parking lots and garages in the Downtown District to require a Conditional Use Permit.

- Chapter 2.2 Downtown District, 2.2.140 Building Orientation:

The proposed amendment revises language to clarify that buildings on interior lots shall occupy 100% of the lot frontage (from side lot line to side lot line) when it is feasible.

- Chapter 2.2 Downtown District, 2.2.155 Exterior Building Color

The proposed amendment includes an approved color palette and requires all buildings in the Downtown District to comply with exterior building color standards for primary walls, trim and detail. City approved murals are specifically exempted.

- Chapter 2.2 Downtown District, 2.2.160 Design Standards

The proposed amendment includes new downtown design standards that will apply to non-residential buildings that are either new or are additions, and are subject to site design review.

¹ This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Moving Ahead for Progress in the 21st Century (MAP-21), local government, and State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

- Building Entrances:

The proposed building entrance standards are designed to conform with ADA requirements and to promote an open, inviting, and safe business environment.

- Windows:

The proposed window standards require windows or windowed doors with at least 60% transparency for building storefronts, and encourage the use of decorative detailing to express storefront character.

- Building Elevations:

The proposed building elevation standards require that materials used on the front façade also be used for at least a portion of the side façades.

- Articulation:

The proposed articulation standards require a change in wall plane by a permanent architectural feature for every 30 feet of street-facing building length.

- Change in Materials:

The proposed change in materials standards are designed to create visually interesting storefronts by using a change in material to define a building's base, middle, and top.

- Defined Upper Story:

The proposed defined upper story standard is designed to create a distinction between street-level storefronts and upper floors.

- Pedestrian Shelter:

The proposed pedestrian shelter standards required permanent pedestrian shelters to be provided along a minimum of 75% of ground-floor street-facing elevations.

- ATMs and Kiosks:

The proposed standard includes visibility standards for security purposes, as well as the provision of a weather shelter such as a canopy or awning.

- Mechanical Equipment:

The proposed mechanical equipment standard requires mechanical equipment on a rooftop or street- or civic space-facing building wall to be screened so as not to be visible. It also restricts ground-mounted mechanical equipment to screened side or rear yards.

- Chapter 4.2 Development Review and Site Design Review, 4.2.400 Site Design Review – Application Review Procedure

The proposed amendment deletes two of the thresholds for Type III Site Design Review. The two deleted criteria include developments with more than one building, and developments with more than four off-street parking spaces.

Transportation System Plan Amendments

- Chapter 2 Goals and Objectives, Proposed Goal 6

The proposed amendment would add a new goal designed to revitalize Stanfield’s downtown Main Street corridor through six objectives including: promotion of the corridor as a social and commercial space for community activities; an action plan to target specific improvements and community investments; use of ODOT’s Special Transportation Area designation; engagement with the Oregon Parks and Recreation Department Oregon Main Street Program; development of public streetscape design guidelines; and establishment of a façade improvement matching grant program for corridor business owners.

2. Project Background

The City of Stanfield, population 2,043, is located in northwestern Umatilla County along Route US-395, also known as Highway 054 Umatilla/Stanfield Highway. Main Street is one of the most urban portions of US-395, a nine block long stretch north of Ball Avenue and south of Harding Avenue. This portion of US-395 is classified as a Rural Principal Arterial by the Oregon Department of Transportation (ODOT).

When it was first built in the early 1900s, Main Street was a two-lane highway with generous sidewalks, street lighting and street trees, as befitted typical Oregon small towns at the time. During the 1980s, ODOT widened the highway to its present condition – a 5-lane highway within an 85- to 100-foot right-of-way. As a result of its open character, vehicles are known to exceed the posted 30 MPH speed limit along Main Street.

Today, Main Street is flanked by public offices (City Hall, Police, Library, and Irrigation District Building), small businesses that provide daily living essentials and boutique items, and a number of properties in residential use. The most important intersection along Main Street, at Coe Avenue, is where most commercial businesses operate, in addition to the public library and local Banner Bank branch. The Stanfield School District maintains and operates an elementary school and a secondary school immediately to the west of US-395.

In 2014, with assistance from the Oregon Transportation and Growth Management Program, the City hosted a Main Street Revitalization Workshop that identified a number of ways to improve the City’s Main Street corridor. Updating the City’s downtown zoning code was one of the actions recommended in the Stanfield Main Street Revitalization Report.

In 2015, the City requested and obtained an Oregon Transportation and Growth Management (TGM) Code Assistance grant to help in updating its existing code to promote desirable uses, establish architectural elements, and create a stronger sense of place. During Project development, the Project Management Team (PMT) determined adding supporting language in the City’s Transportation System Plan (TSP) would assist the City in its efforts to revitalize the portion of Main Street/US 395 that traverses Stanfield’s downtown core. It was determined adding a new TSP Chapter 2 Goal would best articulate the City’s commitment to downtown revitalization consistent with the Oregon Transportation Plan.

3. Findings of Fact

- A. Stanfield's Comprehensive Plan and Land Use Regulations (Ord. 211-83) were initially acknowledged by the State on November 15, 1984. The Plan addressed all applicable statewide planning goals, including, but not limited to, Goal 1 (Citizen Participation), Goal 2 (Land Use Planning), Goal 9 (Economic Development), Goal 10 (Housing), Goal 11 (Public

Facilities and Services), Goal 12 (Transportation), and Goal 14 (Urbanization). Goals 1, 2, 9 and 12 are directly applicable to this TSP amendment.

- B. In the late 1990's, the city undertook a major update of its Comprehensive Plan and Land Development Regulations through the State Periodic Review process, which culminated in adoption of a "Stanfield Community Visioning and Buildable Lands Inventory" (May 1999), "City of Stanfield Development Code" (May 2001), and an updated Transportation System Plan (June 2001).
- C. In January 2005, the Oregon Transportation Commission (OTC) approved the Stanfield Transportation Area (STA) for US 395 extending from Harding Avenue on the north through downtown to Ball Avenue on the south. Designation of the STA recognized that state highways serve as main streets in many communities and that the area is intended to function as both a main street for local commerce and as a through facility for travelers and freight. STAs were established in the 1999 Oregon Highway Plan (Land Use and Transportation Policy 1B) to address the relationship between state highways and local support for compact development patterns.
- D. In August 2014, the City completed the Stanfield Main Street Revitalization Report, which included an action plan for revitalization of the downtown core.
- E. In November 2015, the City adopted the Stanfield Streetscape Plan (Ordinance No. 417-2015), thereby completing certain actions recommended in the Stanfield Main Street Revitalization Report.
- F. In 2016, Stanfield was recognized as an Affiliate Community by the Oregon Parks and Recreation Main Street program, thereby becoming eligible to participate in Oregon Main Street programs and activities.
- G. In 2015, the City established a pilot downtown façade improvement program as recommended in the Stanfield Main Street Revitalization Report.
- H. In 2016, the City received Community Assistance funding through the Oregon Transportation Growth Management (TGM) program to update the downtown development code as recommended in the Stanfield Main Street Revitalization Report.

4. Applicable Comprehensive Plan Goals and Policies

The proposed amendments are consistent with the applicable Comprehensive Plan policies and Statewide Planning Goals, as demonstrated in this and Section 5, below.

There are five planning goals of the Stanfield Comprehensive Plan directly applicable to this application. They are Goal 1: Citizen Involvement; Goal 2: Land Use Planning; Goal 5: Natural Resources, Open Spaces, Scenic and Historic Areas; Goal 9: Economic Development; and Goal 12: Transportation.

4.1 Goal 1 – Citizen Involvement

Goal: To maintain a citizen involvement program that ensures opportunity for citizens to participate in all phases of the planning process.

**** (2) To encourage people to attend and participate in Planning Commission and City Council meetings and hearings.*

(3) To establish advisory committees as necessary to study community problems and make recommendations for their solution.

*** (5) *To promote communication with affected property owners, city officials, and the news media regarding land use requests and issues.*

(6) *To ensure community input on land requests via public review before the Planning Commission.*

Findings:

In November 2014, following the release of the Stanfield Main Street Revitalization Report in August, the Stanfield City Council appointed eight members to the Main Street Revitalization Committee to make recommendations to the Council about potential improvements to the City's downtown. In 2016, the City received Community Assistance funding through the Oregon Transportation Growth Management (TGM) program to update the downtown development code as recommended in the Stanfield Main Street Revitalization Report and by the Revitalization Committee. Consistent with Goal 1 of the City's Comprehensive Plan, the development of a Community Involvement Plan was integral to the code update project. Project information, updates, and meeting notices were posted in the City library and post office, as well as to the City's website and the *What's Happening in Stanfield* Facebook page. In addition, key materials were translated into Spanish. Two community meetings were held in May and September of 2016 to gather public input, and interviews were conducted with project stakeholders, including business owners and residents. Stakeholders and community members were also encouraged to attend the joint Planning Commission and City Council work session in September, as well as the Planning Commission hearing scheduled for November 15, 2016.

4.2 Goal 2 – Land Use Planning

Goal: To maintain a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.

(1) *To continue to revise the Comprehensive Plan and urban growth boundary for the City of Stanfield as necessary based on available information, citizen input, coordination with affected governmental units and the goals and policies adopted herein.*

(2) *To establish and maintain policies and implementation measures consistent with the Comprehensive Plan as necessary.*

(4) *To require the Planning Commission to review the Comprehensive Plan at least every two years to bring it into compliance with changing local needs and new state laws.*

(5) *To regularly update implementing ordinances to cover new subjects, adopted revised regulations and generally improve and keep current City development standards and regulations.*

(6) *To utilize the policies and information contained in the Comprehensive Plan together with the new information as the basis for making decisions on community development issues.*

(10) *To foster the role of Stanfield as an active participant in the urbanization of west Umatilla County.*

(12) To prevent Stanfield from developing purely as a bedroom community for neighboring cities.

(15) To promote the provision of adequate neighborhood commercial development, public facilities and open space convenient to all residential areas.

(17) To provide a safe, clean and attractive community.

(18) To ensure that some of the unique rural character of the community is retained as it grows.

Findings:

Consistent with policies 1, 5 and 6, the proposed code amendments would be based on the information and citizen input compiled in August 2014 as part of the Main Street Revitalization Report, which augments and is a background report to the Stanfield Comprehensive Plan. The code amendments directly address policies 17 and 18 through their focus on developing a pleasant, safe, and convenient pedestrian environment, and a distinct downtown identity that is compatible with the traditional character of downtown Stanfield. The proposed amendments are also indirectly applicable to policy 2 as they are intended to reduce the use of discretionary language in Comprehensive Plan implementation by establishing measures that are clear and objective. Consistent with policy 4, a joint Planning Commission and City Council work session was held on September 23, 2016, and a Planning Commission hearing to review the proposed code amendments is scheduled for November 15, 2016. Two community meetings were also held in May and September of 2016 to gather public input, and interviews were conducted with project stakeholders, including business owners and residents. The proposal is also consistent with, though not directly related to, policies 10, 12, and 15 as it would foster the development of and investment in the City's downtown commercial corridor.

4.3 Goal 5 – Natural Resources, Open Spaces, Scenic and Historic Areas

Goal: To conserve open space and protect natural, scenic, historic and cultural resources.

(11) To preserve and protect the Stanfield-Westland Irrigation District Office (old Bank of Stanfield) and ensure that any remodeling or additions be designed and accomplished without destroying the architectural and historic integrity of the structure.

(12) To discourage the demolition of or incompatible alteration of the following initially-identified historic structures unless and until it is determined that the structure in question is not of significant historic value or does not possess sufficient architectural integrity to warrant preservation or renovation.

(g) Commercial buildings on NE and SW corner of Main and Coe (Jesse James Club, and Ralston's Market).

Findings:

The proposed code amendments are consistent with policies 11 and 12 as the sites indicated are located within the Downtown District. The amendments relating to downtown design

standards, including those regulating storefront design and exterior paint color, are directly applicable as they will help to develop a storefront character that is distinct and attractive, yet remains compatible with the historic character of downtown Stanfield.

4.4 Goal 9 – Economic Development

Goal: To diversify and improve the economy of the community.

(1) To encourage commercial and industrial development.

(2) To improve the range and increase the number of retail and service commercial businesses and professional services.

(3) To ensure the provision of attractive, functional and convenient shopping areas.

(c) Tourist Commercial Area:

Encourage development of a large-scale commercial area catering to the traveling public at the I-84/Highway 395 interchange.

(d) Central Business District

Ensure continued development of the downtown area as the primary commercial and public service center in Stanfield.

Develop an improvement plan for the downtown area.

Encourage concentration of retail and service businesses, professional offices, financial institutions and public services in the downtown area.

Allow outward expansion of the downtown area and redevelopment of underutilized properties in the central area.

Ensure adequate, convenient parking is provided.

Ensure that new developments are designed for pedestrian orientation and with convenient pedestrian linkage to the rest of the downtown area.

Require street tree planting and site landscaping for new development.

Promote beautification of existing development through rehabilitation, landscaping and attractive advertising.

Findings:

The proposed code amendments are consistent with policies 1-3 as they focus on developing a pleasant, safe, and convenient pedestrian environment, and a distinct downtown identity that is compatible with the traditional character of downtown Stanfield. Design standards such as ADA accessible building entrances, storefront windows, minimum pedestrian shelter coverage, and ATM and kiosk visibility ensure a safe and pedestrian-oriented downtown. Other proposed standards, such as encouraging businesses to use decorative detailing and ornamentation around storefront display windows, promote a more aesthetic and visually interesting corridor as consistent with policy 3d. The implementation of these standards would create a vibrant and inviting Downtown District that would encourage private investments by local businesses and community members and foster a thriving business district.

4.5 Goal 12 – Transportation

Overall Goal: to provide and encourage a safe, convenient, and economic transportation system.

Goal 1: to preserve the function, capacity, level of service, and safety of the highways.

*** (B) Develop alternative, parallel routes where practical.

(C) Promote alternative modes of transportation.

*** Goal 4: increase the use of alternative modes of transportation (walking, bicycling, and public transportation) through improved access, safety, and service.

*** (D) Seek Transportation and Growth Management (TGM) and other funding for projects evaluating and improving the environment for alternative modes of transportation.

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Findings

The proposed amendment to Stanfield's Transportation System Plan would add a sixth goal and six corresponding objectives designed to support revitalization of Stanfield's downtown Main Street corridor. The proposed goal is consistent with existing goals 1 and 4 through its emphasis on promoting a variety of transportation modes, including bicycle, pedestrian, and transit options. The proposed goal recommends capitalizing on ODOT's Special Transportation Area ("STA") designation, which defines the Main Street corridor as a compact development district located on the state highway and functioning as a traditional Main Street accommodating pedestrian, bicycle and transit movement parallel to and across the highway. The proposal is also directly consistent with objective D of goal 4 as the code amendment process was funded in part by the TGM program and, if adopted, would lead directly to an improvement in the pedestrian environment of the corridor.

5. APPLICABLE OREGON STATEWIDE PLANNING GOALS

There are three Oregon Statewide Planning Goals directly applicable to this application. They are Goal 1: Citizen Involvement; Goal 2: Land Use Planning; and Goal 12: Transportation.

5.1 Goal 1: Citizen Involvement

Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

Findings

Consistent with Goal 1 of the Oregon Statewide Planning Goals, the development of a Community Involvement Plan was integral to the code update project. Project information, updates, and meeting notices were posted in the City library and post office, as well as to the City's website and the *What's Happening in Stanfield* Facebook page. In addition, key materials were translated into Spanish. Two community meetings were held in May and September of 2016 to gather public input, and interviews were conducted with project stakeholders, including business owners and residents. Stakeholders and community members were also encouraged to attend the joint Planning Commission and City Council work session in September, as well as the Planning Commission hearing scheduled for November 15, 2016.

5.2 Goal 2: Land Use Planning

Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be

adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

Findings

In November 2015, the City adopted the Stanfield Streetscape Plan (Ordinance No. 417-2015), which recommended moving forward with downtown revitalization efforts. In 2016, the City received Community Assistance funding through the Oregon (TGM) program to update the downtown development code. Consistent with Statewide Planning Goal 2, the proposed code amendments would revise the Stanfield Development Code, consistent with the Comprehensive Plan and based on the information and citizen input compiled in August 2014 as part of the Main Street Revitalization Report. The code amendments focus on developing a pleasant, safe, and convenient pedestrian environment, and a distinct downtown identity that is compatible with the traditional character of downtown Stanfield. The proposed amendments are also intended to reduce the use of discretionary language and establish implementation measures that are more clear and objective. A joint Planning Commission and City Council work session was held on September 23, 2016, and a Planning Commission hearing to review the proposed code amendments is scheduled for November 15, 2016. Two community meetings were held in May and September of 2016 to gather public input, and interviews were conducted with project stakeholders, including business owners and residents.

5.3 Goal 12: Transportation

The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."

Findings

The proposed amendment to Stanfield's Transportation System Plan would add a sixth goal and six corresponding objectives designed to support revitalization of Stanfield's downtown Main Street corridor. Consistent with Statewide Planning Goal 12, the proposed goal emphasizes promoting a variety of transportation modes, including bicycle, pedestrian, and transit options. The proposed goal also recommends capitalizing on ODOT's Special Transportation Area ("STA") designation of the Main Street corridor as a compact development district located on the state highway, which functions as a traditional Main Street accommodating pedestrian, bicycle and transit movement parallel to and across the highway. The expansion of transportation options in and through downtown Stanfield can be expected to help address the needs of the transportation disadvantaged in the community.

Attachments:

Exhibit A: Proposed Amendments to the City of Stanfield Development Code and Transportation System Plan