

Memorandum

Date: March 3, 2016

To: Pendleton TSP Project Management Team

From: Darci Rudzinski and Shayna Rehberg, Angelo Planning Group

cc:

Re: Pendleton Transportation System Plan (TSP) Pedestrian, Bicycle, and Transit Update – Draft Implementation Plan/Plan and Development Code Amendment Recommendations (Task 8.1)

I. Overview

This memorandum identifies recommended modifications to the City of Pendleton Comprehensive Plan and Unified Development Code (UDC) as part of adoption of the updated Pendleton Transportation System Plan (TSP). Section II of this memorandum describes the recommended approach to creating transportation policy language. Specific recommendations regarding amendments to the UDC are presented in Table 1 in Section III of this memorandum. Recommendations regarding both development code and comprehensive plan policies are primarily based on goals and objectives established for this TSP update process (presented in Technical Memorandum #2, dated September 10, 2016). As indicated in the commentary in Table 1, development code amendment recommendations also address administrative clarity, consistency between and within documents, and compliance with provisions of the Oregon Transportation Planning Rule (TPR) related to land use regulations. This memorandum is a component of the Draft Implementation Plan and will be integrated into the Draft Implementation Plan being prepared by Kittelson & Associates.

Sample language for the recommended development code amendments and transportation policies is provided in a companion memorandum (“Draft Policy and Development Code Amendments,” Task 8.2). City staff can use this sample language as a basis for developing adoption-ready language (i.e., underlined and ~~struck-out~~ formatting indicating language proposed to be added and removed).¹ City staff will be responsible for finalizing policy and code language that will be packaged together with the updated TSP for adoption review and approval.

¹ Language prepared by the City will be reviewed by Angelo Planning Group before being forwarded to the Project Management Team (PMT) and Advisory Committee (AC) in advance of PMT, AC, and Stakeholder Committee meetings in mid-March.

II. Comprehensive Plan Policies

The City of Pendleton Comprehensive Plan is a long-range policy guide for land use within the City’s urban growth boundary (UGB). The City’s 1996 and 2007 TSPs have served as the Transportation Element of the Comprehensive Plan; the updated TSP, once adopted, will serve in the same capacity. As noted in Technical Memorandum #1: Plans, Goals and Policies Document Review (dated September 28, 2015), City staff reported that there is no one single City Comprehensive Plan document currently, but rather a collection of documents and reports that contain the City’s land use policies.²

Transportation policies need to be consistent with the updated TSP and to provide City staff with up-to-date, relevant policy on which to base findings of consistency for proposed zone changes and other legislative amendments. Pedestrian, bicycle, and transit policies will be developed and adopted as part of this TSP update.³ These transportation policies should be incorporated into the draft updated TSP as either a subsection of the implementation chapter or included in an appendix.

An approach to developing City pedestrian, bicycle, and transit policies is presented below. As described in Section I of this memorandum, this approach is reflected in a companion memorandum that provides sample language.

1. **Develop transportation goals and policies from the TSP update project goals and objectives** – A vision and corresponding goals and objectives were established for the TSP update process in Technical Memorandum #2: Vision Statement and Transportation Access Evaluation, dated September 10, 2016. These goals and objectives can be used to develop new policies that reflect the vision and outcomes of the TSP update. Some of the project goals and objectives will translate more directly into goal and policy language while other objectives will need to be modified to be appropriate for future legislative land use decision making. In some cases, one project goal or objective may be broken up into discrete elements that give rise to more than one goal or policy statement.
2. **Integrate policy language from plans adopted since the 2007 TSP update** – The Pendleton Downtown Plan (2011) included specific recommendations for new Goal 12 transportation policies. These recommended policies should be included in the new set of transportation policies.

² Elements of the Comprehensive Plan that were updated during a periodic review work program in 2011-2013 addressed historic resources, residential and commercial buildable lands, and comprehensive plan map amendments related to residential and mixed-use “opportunity areas.”

³ Other policies are needed to make a complete set of transportation policies. However, given the targeted nature of this TSP update, these policies are outside the scope of this project.

III. Development Code

Elements of the City of Pendleton TSP are implemented in the requirements of the City’s UDC. The UDC regulates development within the city and implements the long-range land use vision embodied in the City of Pendleton Comprehensive Plan, of which the TSP is part. The UDC has been evaluated to ensure that City’s development requirements reflect the goals and objectives of the TSP update as well as applicable provisions of the TPR.

Table 1 presents recommendations resulting from this evaluation. The recommendations span the following articles within the UDC:

- Articles III, IV, and V (Residential, Commercial, and Industrial Zones)
- Article VIII (Standards Applicable in all Zones)
- Article IX (Design Standards for Land Divisions)
- Article XI (Zoning and Related Decisions)
- Article XVI (Definitions)

The recommendations are generally presented sequentially (i.e., in the order that they appear in the development code). They address a number of topic areas that are raised in the updated TSP and applicable sections of the TPR and that are indicated in Table 1:

- Bicycle parking
- Transit access and supportive facilities
- Pedestrian environment
- Carpool and vanpool parking
- Sidewalk policy
- Multi-use trails
- Street design standards
- Transportation terms and definitions
- Transportation uses as permitted uses

As described in the overview of this memorandum, these recommendations will be accompanied by a set of sample language to assist the City in preparing draft adoption-ready amendment language intended for PMT, AC, stakeholder, and public review.

Table 1: Recommended Unified Development Code (UDC) Amendments

	Topic	Recommendation	UDC Section	Commentary
1.	Bicycle parking	Add bicycle parking requirements for banks/offices, high schools, colleges/ commercial schools, parks, transit centers and park-and-rides/park-and-pools.	Section 8.03.2	Advances project objectives (TM #2) to increase opportunities for people to bike and to address safety and

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				<p>security of bicycling</p> <p>Pursuant to TPR Section -0045(3)(a) regarding bicycle parking for retail, office, institutional, and transit development</p>
2.	Transit access and supportive facilities	Modify existing requirements for pedestrian/bicycle connections from streets to buildings to apply to all development that includes or abuts an existing or planned transit stop or facility.	Section 8.05.1	<p>Advances project objectives (TM #2) to increase opportunities for people to walk and bike and to address safety and security of walking and bicycling</p> <p>Pursuant to TPR Sections -0045(3)(b) and -0045(4)(b) regarding on-site bicycle and pedestrian circulation and connections to adjacent uses and transportation facilities</p>
3.	Transit access and supportive facilities	Add allowances for the use of parking spaces and parking areas for transit-related uses such as stops and park-and-rides/park-and-pools, provided minimum parking requirements can still be met.	Section 8.06.7	<p>Advances project objectives (TM #2) to increase opportunities for people to take transit and to use existing park-and-ride/ park-and-pool sites to increase transportation options</p> <p>Pursuant to TPR Section -0045(4)(e) regarding use of parking areas for</p>

	Topic	Recommendation	UDC Section	Commentary
				transit-related uses
4.	Pedestrian environment	Add provisions regarding landscape islands to existing parking area landscaping requirements to break up large expanses of pavement in parking areas and enhance the pedestrian environment.	Section 8.06.8	Advances project goals and objectives (TM #2) to provide attractive transportation options and increase opportunities for people to walk
5.	Bicycle parking	Consider adding provisions allowing required bicycle parking to be provided in the right-of-way (in planting strips or curb extensions), provided other bicycle parking design and location requirements can be met.	Section 8.06.8	Advances project objectives (TM #2) to increase opportunities for people to bike and to address safety and security of bicycling
6.	Carpool and vanpool parking	Add a new subsection that requires preferentially located carpool/ vanpool parking in parking areas that have designated employee parking and that meet other criteria (e.g., size of parking area, number of required auto vehicle spaces).	Section 8.06.8 (new subsection)	Addresses project goals (TM #2) of accessibility, livability, community, equity, and economy Pursuant to TPR Section -0045(4)(d) regarding carpool and vanpool parking
7.	Transit access and supportive facilities	Add new general development regulations that require connections to, as well as easements or supportive facilities for, transit stops in coordination with CTUIR or other applicable transit service providers.	Section 8.12 (new section)	Advances project objectives (TM #2) to increase opportunities for people to take transit Pursuant to TPR Section -0045(4)(a) and (b) regarding connections to and amenities for transit stops
8.	Sidewalk policy	<ul style="list-style-type: none"> Make the reference to the variance procedure in this section consistent with changes made in Section 9.08.3 (below), if needed. 	Section 9.08.2	Proposed for administrative clarity and simplicity and to provide consistency between

	Topic	Recommendation	UDC Section	Commentary
		<ul style="list-style-type: none"> Replace sidewalk width dimension requirements with a reference to design standards tables and cross sections in the UDC, TSP, and/or another adopted document. 		documents
9.	Sidewalk policy	<p>Clarify whether it is a variance or a waiver that the Planning Commission can grant at the tentative plat stage.</p> <p>If a variance, then reconcile existing language in this section with variance requirements in Section 11.04.</p> <p>If a waiver, then only the criteria in Section 9.08.3 need to be satisfied.</p>	Section 9.08.3	<p>Flexibility in requiring sidewalks in constrained situations requested by the City</p> <p>Proposed for administrative clarity and simplicity and to provide consistency between documents</p>
10.	Street design standards	<ul style="list-style-type: none"> Replace narrative and discretionary language about street design standards in this section with clear references to standards tables and cross sections in UDC, TSP, and/or another adopted document. Allow Planning Commission to approve design alternatives, upon recommendation by the Community Development Director and/or City Engineer. Provide criteria for these alternative design recommendations, related to constraints (e.g., slope, wetlands and other identified natural resources, existing development, legal agreements) and to opportunities (e.g., the alternative design better serves the designated street functional classification and 	Section 9.11.1	<p>Provisions for deviating from adopted street design standards in constrained situations requested by the City</p> <p>Proposed for administrative clarity and simplicity and to provide consistency between documents</p>

	Topic	Recommendation	UDC Section	Commentary
		surrounding land use).		
11.	Street design standards	<ul style="list-style-type: none"> Identify standard specifications that all streets must be constructed in accordance with Include reference to allowance for design alternative established in Section 9.11.1. 	Section 9.12.1	<p>Proposed for administrative clarity and simplicity and to provide consistency between documents</p> <p>Provisions for deviating from adopted street design standards in constrained situations requested by the City</p>
12.	Street design standards	<ul style="list-style-type: none"> Ensure “Design Standards for Public Streets” table is consistent with standards proposed during the TSP update. Consider replacing the table with a reference to design standard tables and/or cross sections in updated TSP and/or adopted engineering documents. Include reference to allow for design alternative established in Section 9.11.1. 	Article IX (un-numbered table)	<p>Proposed for administrative clarity and simplicity and to provide consistency between documents</p> <p>Provisions for deviating from adopted street design standards in constrained situations requested by the City</p>
13.	Multi-use trails	For development permit applications, add to current site and circulation plan requirements that existing and proposed multi-use trails be shown, consistent with the TSP, in addition to existing and proposed streets.	Section 11.01.4(A)	<p>Proposed for administrative clarity</p> <p>Implements the updated TSP</p>
14.	Sidewalk policy and street design standards	<ul style="list-style-type: none"> Add specific criteria regarding topographic constraints to existing sidewalk waiver provisions 	Sections 11.01.4(D), (E)	Flexibility in requiring sidewalks and other right-of-way improvements in constrained

	Topic	Recommendation	UDC Section	Commentary
		<p>in Section 11.01.4(D) for site development⁴ with topographic constraints.</p> <ul style="list-style-type: none"> • Add specific criteria regarding topographic and locational constraints to existing improvement⁵ waiver provisions in Section 11.01.4(E) for site development⁶ with topographic and “locational” issues. • Add provisions in Section 11.01.4(E) that allow for deviation from street design standards given objective criteria regarding constraints (e.g., % slope, identified natural or cultural resources (Goal 5), existing development). • Modify the language in both sections so that the “City Planning Official or designee,” not the City Manager, grants the waiver. 		<p>situations requested by the City</p> <p>Proposed for administrative clarity and to provide consistency within the development code</p> <p>Pursuant to UDC Sections 11.01.5 and 12.01.3(A)(1), development permits are Type I decisions and must involve “non-discretionary criteria or criteria that require the exercise of professional judgment only about technical issues”</p> <p>Pursuant to UDC Section 13.02.2, “City Planning Official or designee” is the decision making authority for Type I applications</p>
15.	Street design standards	Ensure standards and references regarding bike lanes are consistent with those in the updated TSP.	Section 11.01.4(H)	Proposed for administrative clarity and to provide consistency between documents
16.	Transportation terms and definitions	<ul style="list-style-type: none"> • Define transportation terms that are to be used consistently between and 	Article XVI	Proposed for administrative clarity and to

⁴ This applies to situations where the site abuts existing curb and gutter, but there are no existing sidewalks on the abutting properties.

⁵ This section provides examples of applicable improvements including “storm drainage, pavement, curb, gutter, sidewalk and street right-of-way adjacent to the development.”

⁶ This applies to situations where “City standard public facilities” are not present adjacent to the proposed development.

	Topic	Recommendation	UDC Section	Commentary
		<p>within the UDC and updated TSP (e.g., bikeways, sidewalks, accessways, walkways, multi-use pathways, multi-use trails). Define these facilities as transportation uses (i.e., they are not just for recreational use), except for walkways or other on-site circulation facilities.</p> <ul style="list-style-type: none"> • Add a general definition for “transportation use” or “transportation facility” that includes the terms above (except for on-site circulation facilities). Reconcile this definition with the term “transportation facilities” that is currently used in residential and industrial zone use regulations⁷. 		provide consistency between documents
17.	Transportation uses as permitted uses	Once defined and reconciled, add the newly defined or amended term “transportation use” or “transportation facilities” as a use that is permitted outright in all base zones. ⁸	Sections 3.02, 3.03, 3.04, 4.01, 4.02, 4.03, 5.01, 5.02, 5.03, 5.04, 5.05, 5.06, 5.07	Proposed for administrative clarity and to provide consistency between documents and consistency within the development code

⁷ “Transportation facilities and services” are currently permitted outright in industrial M-1 and M-2 zones, and “transportation and communication facilities” are permitted conditionally in residential R-1, R-2, and R-3 zones. In the R-1 and R-2 zone, “transportation and communication facilities” are parenthetically specified to be “railroads, general warehouse/storage, air transportation, pipelines except natural gas, packing and crating, communication facilities by wire or airwave, electric/gas/sanitary services.” Neither set of terms is currently defined in the Definitions article of the development code (Article XVI).

⁸ Use regulations for “Infrastructure Improvements” are addressed per se, but not in way that development code users or administrators may find clear or accessible; they are included in the definition of infrastructure improvements in Article XVI, and not in base zone regulations in Articles III through V. Infrastructure improvements are defined as: “Facilities and structures such as streets, curbs, gutters, sidewalks, storm sewers, sanitary sewers, water lines, private utility poles/lines, bridges, traffic control mechanisms, fire hydrants, and other items commonly found within public rights of way or easements. Such improvements shall be considered outright uses within all zones.”



	Topic	Recommendation	UDC Section	Commentary
				Pursuant to TPR Section -0045(1)(a) and (b) regarding transportation facilities that are not subject to land use regulation or are permitted outright