

# **City of Pendleton Recommended Code and Policy Amendments Technical Memorandum**

*Prepared for*

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**TABLE OF CONTENTS**

**1. INTRODUCTION ..... 1-1**

1.1 COORDINATION WITH OTHER PLANNING AND POLICY DOCUMENTS... 1-1

    Conformance with Transportation System Plan..... 1-1

    Implementing Mechanisms ..... 1-2

    Circulation Planning..... 1-2

    Transportation Impact Studies..... 1-4

    Bicycle Planning ..... 1-6

1.2 CITY STREET STANDARDS..... 1-6

    Street Widths ..... 1-6

    Bikeways in Arterial and Collector Cross-sections..... 1-6

    Codification Of Street Standards..... 1-7

    General Street Standards ..... 1-7

    Dead-end Streets ..... 1-10

    Planting Strips ..... 1-10

    Providing for Landscaping in Boulevard Medians..... 1-11

    Artifacts..... 1-11

    Sidewalks ..... 1-11

    Bicycle and Pedestrian Facilities..... 1-12

1.3 DEVELOPMENT AND MAINTENANCE ..... 1-13

    Driveways..... 1-13

    City Streets Standards in Redevelopment ..... 1-14

    Block Size Limits ..... 1-15

    Parking 1-15

1.4 PENDLETON COMPREHENSIVE PLAN TRANSPORTATION ELEMENT.... 1-17

1.5 PROGRAMMATIC OPPORTUNITIES ..... 1-18

**LIST OF FIGURES**

Figure 1. Commercial and Industrial Driveway Standards..... 1-14

**LIST OF TABLES**

Table 1-1. Design Standards for Public Streets ..... 1-8

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# 1. INTRODUCTION

The purpose of this memorandum is to make well reasoned, implementable recommendations to implement the Pendleton Transportation System Plan. The following policy and code amendments are partly based on a review of the previous Transportation System Planning (TSP) process, the 1997 Department of Land Conservation and Development (DLCD) review of the TSP. This review process resulted in a number of amendments to the city's zoning, subdivision and redevelopment codes. Many of these amendments were adopted, however some were and are reviewed here and recommended for adoption by the city.

Additionally, recent amendments to the Transportation Planning Rule (TPR) and the development of the Oregon Model Code have provided new requirements and options for local jurisdictions in developing land use and transportation policies. The changes in the TPR are reflected in these recommendations and will ensure the city's planning process remains in compliance with state planning law. The Model Code offers opportunities to bring new amenities and designs to the city that will increase best use of the available land and maximize values.

Policy and code recommendations focus on three main categories: planning coordination, street standards, and development codes. The planning coordination recommendations work to bring the several transportation planning documents in to concurrence with each other. This includes aligning the TSP with the TPR and Bicycle System Master Plan. The street standards offer specific amendments to increase the quality of streets in Pendleton. These include amendments to the street widths in residential areas as well as bringing other street widths into compliance with the TPR. Several recommendations create a clear framework for variances and exceptions that are unique to Pendleton and its economy. Finally, the development code changes bring new requirements in to make best use of the city's resources by limiting the impact of utility use in the public right-of-way and creating a clear path for upgrading city streets as redevelopment occurs. Together this package of policy changes is expected to provide a higher quality transportation network for all users and types of land use.

## 1.1 COORDINATION WITH OTHER PLANNING AND POLICY DOCUMENTS

### Conformance with Transportation System Plan

Recent amendments to the State Transportation Planning Rules (TPR) have granted local jurisdictions greater discretion to modify performance standards in order to support more intense development. This proposed code amendment will allow the City of Pendleton to tailor land use and transportation policy to meet local goals. These recommendations come from the review of the previous Transportation System Plan by the Oregon Department of Land Conservation and Development.

*Action: Insert new section in Ordinance Number 3250, Article XXI as follows:*

An amendment to the text of this Ordinance or to a zoning map shall comply with the provisions of the City of Pendleton Transportation System Plan. More intense development may be permitted where amendments to this Ordinance include amendments to performance standards for the facility to allow such intense

development. No amendments may allow land uses or levels that are inconsistent with the functional classification of an existing or planned transportation facility.

## Implementing Mechanisms

The 2001 Transportation System Plan Manual and the Transportation Planning Rule require that a jurisdiction have the appropriate mechanisms to require construction of planned facilities and to dictate the design elements of said facilities.

*Action 1: Amend City Ordinances to incorporate requirements, drawings, and other design specifics. These specifics will be outlined later in this memo, under circulation planning and other sections.*

*Action 2 Refer to/ Adopt the Transportation System Plan Map (TSPM) in the adopting ordinance for the TSP Update project. This text can also be included on the Transportation System Plan Map.*

The Transportation System Plan Map (TSPM) represents the long-range plan for the provision of a safe, efficient, inter-connected transportation network for the City of Pendleton. It provides a map showing where new streets will be constructed, how existing streets will be redesigned, bicycling infrastructure, and more. The TSPM is to be used during development review to assure the provision of the planned street system through the dedication of right of way, or the construction of new facilities.

## Circulation Planning

The text provided below will enable the City of Pendleton to better preserve right of way and require appropriate transportation improvements and coordination. These amendments will enable the development review processes to have better information as well as enforcement mechanisms necessary to require cross-circulation.

*Action: Amend Ordinance 3481 to include the following language.*

*Amend Ordinance 3251 to include the following language (with Purpose amendment in Articles I, Section 2, K and Submittal Requirements in Article III, Section 7, D, 5, E, and Connectivity Requirements in Article VI, Section 21, G starting with the text "The Transportation System Plan and Transportation System Plan Map.*

### **Purpose:**

To Section 1, Purpose and Policy, add

E. To ensure adequate cross-circulation in a manner which allows subsequent developments to meet these standards, and to provide a mechanism for integrating various streets into an efficient and safe transportation network.

### **Submittal requirements:**

To Section 5. Development Requirements, in Part A, add language as shown below.

A. The developer...and drainage plan New paragraph

Applicants shall also submit a circulation plan which includes the subject site and all adjacent parcels. Proposed streets must be shown to the point of connection with the existing street system within six hundred (600) feet. The circulation plan shall demonstrate feasibility with development of adjacent properties, or may revise the off-site portion of prior approved plans. Circulation plans shall also be consistent

with the Transportation System Plan Map, as amended. A circulation plan shall be submitted at application.

Circulation plans shall be schematic in nature and include sufficient off-site and on-site conditions to evaluate it against the review criteria. It shall include:

Proposed project boundary;

Existing and proposed streets (from TSPM), transit routes and facilities, and other pedestrian/bicycle destinations within six hundred (600) feet of the project boundary;

Site access points for vehicles, pedestrians, bicycles, and transit; and

Contours showing changes in elevation.

Sensitive lands (wetlands, shoreline, geologic hazard, floodplain, etc.)

### **Connectivity Requirements**

To Section 5. Development Requirements, in Part E add language as shown below.

E. When it has been...or oversizing costs. New paragraph

Where a public or private road has been constructed, created or stubbed in such a manner as to be able to be extended or widened in accordance with adopted plans, prior approved development or this section, then:

- 1) Connection with Adjacent Areas. All residences, buildings or structures shall be constructed in such a position on the property that they will not interfere with the extension or widening of the roadway to adjacent areas and shall be so situated that such extension will make orderly and planned development for additional road installations to meet the reasonable minimum requirements of good and safe traffic circulation, consistent with applicable zoning setbacks.
- 2) Right-of-Way for Street Extensions. Right-of-way or private easements necessary to such extension or widening and falling within parcels being developed shall be granted or created as a condition of development approval.
- 3) Provisions for Future Extensions. Any street for which an extension in the future is planned shall be extended to the edge of the property being developed through the plat, short plat or site plan approval process, unless otherwise approved by the Public Works Director. The street stub shall, include sidewalks, bike lanes, planting strips etc in accordance with local code and the Transportation System Plan Map. The stub shall include a full street section unless the Public Works Director finds that only a half street or 2/3rd street width is necessary.
- 4) Use of Temporary Turnaround. If a road serving more than eighteen (18) dwelling units or more than one hundred fifty (150) feet in length temporarily terminates at a property boundary, a temporary turnaround cul-de-sac bulb consistent with this standard shall be constructed near the plat boundary. The bulb shall be paved and shall be ninety (90) feet in diameter, which may include the width of the roadway with sidewalks, where required, terminating at

the point where the bulb radius begins. Removal of the temporary turnaround and extension of the sidewalk shall be the responsibility of the developer who extends the road. The easement for a temporary turnaround may be extinguished without City approval after the temporary turnaround is determined to be no longer necessary by the City.

- 5) Barricades. A barricade shall be placed at the end of all stub streets, whether or not a temporary turnaround is constructed. Barricades must be constructed in accordance with city code, and will include a permanent sign in conformance with the Manual on Uniform Traffic Control Devices, with the following or a similar message approved by the Public Works Director: *Dead End. This road will be extended in the future.*

### **To Complete sidewalk network**

To Section 5. Development Requirements, in Part E add language as shown below.

D. If City standard public facilities do not exist at the time of development, the developer shall...The Public Works Director may waive certain requirements based on topography or other locational factors that may make provision of the improvements impractical. New Sentence- The Public Works Director may request that the applicant obtain two independent bids for the construction to substantiate the impracticality of the requirement.

## **Transportation Impact Studies**

Land use plans and regulations can not account for every possible type and level of development. Within a single commercial zoning district, for example, a building can be occupied by everything from an accountant's office to a nightclub. While the City and state transportation planning can accommodate the broad patterns of growth over long periods of time, there are circumstances where private development is asked to make additional improvements to the transportation system. The following language will enable the City to requirement impact studies for major new developments, and to require mitigation to the impacts.

### **Submittal requirements for Traffic Impact Study:**

To Ordinance 3481, Section 5. Development Requirements, in Part A, add language as shown below.

- A. Add following Circulation Plan requirements as shown above.

### **Transportation Impact Study.**

- 1) A transportation impact study shall be required for all development applications in which the proposed development is projected to have an impact upon any affected transportation corridor or intersection of local significance, unless the development application is exempt from the provisions of (A) 7 this section or the requirement for a study has been waived by the Public Works Director.
- 2) A transportation impact study shall include, at a minimum, an analysis of the following elements:

- a) Trip generation, modal split, distribution, and assignment for the proposed development; and

An analysis of the projected impact of the proposed development upon the current operating level of any affected transportation corridor or intersection of regional significance.

A transportation impact study shall be prepared by and/or under the supervision of a registered professional engineer in the state of Oregon.

A transportation impact study shall be based on traffic counts obtained within twenty (24) months of the date of the development application. The traffic counts shall reflect representative traffic conditions within transportation corridors and at intersections of regional significance.

A transportation impact study shall not be required to analyze impacts on affected transportation corridors or intersections of regional significance located more than the following distances from the proposed development (as measured by straight-line distance):

- a) Fifty (50) or less new peak hour trips at development site: one (1) mile;
- b) Fifty-one (51) to two hundred fifty (250) new peak hour trips at development site: two (2) miles;
- c) Two hundred fifty-one (251) or more new peak hour trips at development site: three (3) miles.

The Public Works director reserves the right to require an applicant to provide additional data and/or analysis as part of a particular transportation impact study, where the Public Works director determines that additional information or analysis is required to implement the standards and requirements contained in this section.

No traffic impact study shall be required, pursuant to the provisions of this section, where the proposed development will include fewer than 50 single family residential units, 83 multi family units, or 50,000 square feet of non-residential space.

Upon the written request of an applicant, the Public Works Director may waive the requirement for a transportation impact study, or limit the scope of analysis and required elements of a traffic impact study where the Public Works Director determines that the potential transportation impacts upon the affected transportation corridor.

The Traffic Impact Study will be used to determine impacts, and propose mitigations. The City will negotiate with the applicant to determine the most appropriate mitigations, shall then be provided by the applicant or an equivalent payment must be made so that the City can initiate the required transportation system improvement project. These improvements must be proportionate and directly related to the impacts of the proposed development.

## Bicycle Planning

The City of Pendleton has a developed Bicycle System Master Plan that is not fully integrated into the citywide transportation planning system. This amendment incorporates the recommendations and designations made in the bicycle plan with the entire transportation planning process to provide for efficient implementation of all plans.

*Action: Amend Transportation Map and Capital Improvement Plan, establish Transportation System Plan Map and revise cross sections.*

When roadways are reconstructed or upgraded, the City shall include bicycle facilities as they are identified in the TSP and TSPM. Bike lanes will be required on nearly all new arterial and collector facilities and with reconstruction of existing facilities. Sidewalks will be required by proposed code requirements, and are shown in the TSP and on the TSPM

To Section 5. Development Requirements, add part G. Bicycle System as shown below.

G. Where Required. Bike lanes shall be included in the reconstruction or new construction of any arterial or collector street if bike lanes are indicated in the Transportation System Plan Map or as required by the Public Works Director.

- a) Signage and Markings. Bike lanes shall include signage and pavement markings in conformance with the Manual on Uniform Traffic Control Devices.
- b) Vertical Clearance. Bike facilities shall have an unobstructed vertical clearance of not less than eight (8) feet.
- c) Reference Standards. Standards for bikeways consist of the following: Manual on Uniform Traffic Control Devices, USDOT, and Federal Highway Administration. For additional reference see “Guide for Development of New Bicycle Facilities,” American Association of State Highway and Transportation Officials (AASHTO), 1991.

## 1.2 CITY STREET STANDARDS

### Street Widths

This proposed amendment was suggested by the DLCD. Current street standards do not comply with the Transportation Planning Rule, as they do not allow “skinny streets”. Streets that are too wide reduce useable land in a development, reducing both land available and decreasing potential tax base. Based on recent studies across Oregon, specifications are recommended for adoption in the code. Please see the discussion and table below regarding the new street standards, including provisions for “skinny streets”.

### Bikeways in Arterial and Collector Cross-sections

In the previous transportation system planning process the city and DLCD agreed to include bikeways where identified in the TSP. However, this amendment did not include the necessary widths with in the travel lanes in the street standards section.

*Action: Amend Ordinance Number 3251, Section 31 Table 1 to add Bikeways to Cross-section (as shown below).*

Arterial and Collector Street widths must include width requirements for bikeways in addition to the travel lanes. These bikeways must be no less than five (5) feet wide, with a recommended width of six (6) feet in each direction of travel. Decision on whether bikeways are to be bicycle lanes, bicycle paths or shared lanes is left to the discretion of the Planning Commission and its evaluation of bicycle use. The TSP, TSPM, and Bicycle System Master Plan identify the streets that shall be used to make a determination.

## **Codification Of Street Standards**

The TSP will include the cross sections, illustrating the street design standards. These and other discussions in the TSP, as well as details from the TSPM, may be useful in the analysis of unique circumstance. Therefore, these documents should be cross-referenced in the code to allow for enforceability.

*Action: Ordinance Number 3251, Section 31, Add language for referencing the TSP and TSPM*

D. All streets shall be....as set forth by the Comprehensive Plan (add) the TSP, and the TSPM.

## **General Street Standards**

### **Cross Sections and Functional Classifications**

There is a need for consolidation and clarification of the street standards as well as other standards for municipal infrastructure. The following amendments will provide clear standards and will implement consistency between the Transportation System Plan Map and the code. The TSP will be adopted inclusive of cross-section graphics for the major functional classifications. These are to be used with the code to implement the Transportation System Plan Map and TSP, which will provide the number of lanes, parking, bike facilities and other details for all proposed facilities.

*Action: Amend Ordinance 3251 Article VII, Section 31 as shown.*

Amend Table One with the following.

**Table 1-1. Design Standards for Public Streets**

ROW	Total Lanes	Travel Lanes	Width	Center Lane	Width	Bike Lanes	Width	Parking Lanes	Width	Pavement Width	Planter Width	Sidewalk
<b>Arterial</b>												
60	2	2	12	0	12	2	6	0	8	36	0-7	5-12
80	2	2	12	0	12	2	6	2	8	52	0-9	5-14
70	2	2	12	0	12	1	6	2	8	46	0-7	5-12
70	3	2	11	1	12	2	6	0	8	46	0-7	5-12
90	3	2	11	1	12	2	6	2	8	62	0-9	5-14
80	4	4	12	0	12	2	6	0	8	60	0-5	5-10
90	5	4	11	1	12	2	6	0	8	68	0-6	5-11
<b>Collector</b>												
60	2	2	12	0	12	2	6	0	8	36	0-7	5-12
80	2	2	12	0	12	2	6	2	8	52	0-9	5-14
70	3	2	11	1	12	2	6	0	8	46	0-7	5-12
90	3	2	11	1	12	2	6	2	8	62	0-9	5-14
<b>Local Commercial</b>												
60	2	2	16	0	12	0	6	0	8	32	0-9	5-14
60	2	2	12	0	12	2	6	0	8	36	0-7	5-12
80	2	2	12	0	12	2	6	2	8	52	0-9	5-14
60	3	2	14	1	12	0	6	0	8	40	0-5	5-10
70	3	2	11	1	12	2	6	0	8	46	0-7	5-12
90	3	2	11	1	12	2	6	2	8	62	0-9	5-14

(Table Continues)

**Table 1-1. Design Standards for Public Streets (Continued)**

ROW	Total Lanes	Travel Lanes	Width	Center Lane	Width	Bike Lanes	Width	Parking Lanes	Width	Pavement Width	Planter Width	Sidewalk	
<b>Industrial</b>													
60	2	2	12	0	12	0	6	2	3	30	3-10	5-12	
70	2	2	12	0	12	2	6	2	3	42	2-9	5-12	
70	3	2	11	1	12	0	6	2	3	40	3-10	5-12	
80	3	2	11	1	12	2	6	2	3	52	2-9	5-12	
<b>Major Residential</b>													
50	2	2	14	0	12	0	6	0	8	28	3-6	5-8	
60	2	2	12	0	12	0	6	1	8	32	6-9	5-8	
60	2	2	10	0	12	0	6	2	8	36	4-7	5-8	
<b>Minor Residential</b>													
50	2	2	7	0	12	0	6	2	7	28	3-6	5-8	2
50	2	2	10	0	12	0	6	0	8	20	7-10	5-8	
50	2	2	8.5	0	12	0	6	1	7	24	5-8	5-8	2
50	2	2	11	0	12	0	6	1	8	30	2-5	5-8	
60	2	2	10	0	12	0	6	2	7	34	5-8	5-8	
<b>Accessway</b>													
8	1	1	5	Na	Na	Integrated	Na	0	0	5	Na	integrated	3
10	1	1	8	Na	Na	Integrated	Na	0	0	8	Na	integrated	
14	2	2	6	Na	Na	Integrated	Na	0	0	12	Na	integrated	

1 One-way streets only.

2 Considered to be Queuing Streets. Consideration must be given in the design to provide no parking in areas to provide queuing space for yielding vehicles.

3 For stairs only.

## Dead-end Streets

Presently the subdivision code does not require that dead-end street be signed or barricaded at the end. The code does require turning space, but with out signage and barricades both the developer and city maybe liable for personal or property damage or injury arising from a vehicle driving through the dead-end. Proposed amendment requires signs to warn drivers of the dead-end and barricade and barricades to prevent vehicles from leaving the roadway. This amendment will apply to all new developments and also creates a means for existing dead-ends to be brought up to these standards.

*Action: Amend Ordinance Number 3251, Section 31(M) to include the following:*

Dead-end streets, per fire code, shall include clear signage that the street is a dead-end and that it is barricaded. If shown as later extending (on the TSPM) the sign shall read *Dead End. This road will be extended in the future.* Further the street shall include a reflective barricade (per AASHTO) constructed at the end of the street by the subdivider and shall not be removed until authorized by the City or other applicable agency with jurisdiction over the street. The cost of the barricade and signage shall be included in the street construction cost and born by the developer.

## Planting Strips

This amendment is recommended based on the Model Code developed by the Department of Land Conservation and Development (DLCDD). Street trees provide several benefits including welcoming pedestrian use with shaded sidewalks and slowing stormwater runoff. In addition to requiring plantings, the city should develop a planting manual that can guide developers as they choose trees to use.

*Action: Ordinance Number 3251, Article One Section 3 Definitions*

*Add definition for planting strip*

**Planting Strip:** A landscaped buffer between roadways and sidewalks as is shown on the street cross section graphics of the City Transportation System Plan.

*Action: Amend Ordinance Number 3251, Article VIII, Section 46 sub-section B to read as follows:*

B. As a requirement for any subdivision or major partition approval, and prior to City acceptance of the street improvements, the developer shall provide a planting strip along each street with a width of no less than five (5) feet within the right-of-way. Further, developer shall plant shade trees as established by this Ordinance. Such trees are to be planted within the planting strip and abutting the land division, unless this location is altered for utility purposes. One (1) tree shall be planted every fifty (50) feet of frontage along each street unless otherwise approved by the Planning Commission. A minimum of two trees per frontage is required. Sleeves shall be provided under the sidewalk for irrigation of the planting strip. Tree planting is required at time of the development permit. Shade trees planted in planting strips shall come from the street tree manual developed by the City. At the discretion of the Public Works Director the Plantings can be allowed behind the sidewalk (providing a “curb-tight” sidewalk).

## Providing for Landscaping in Boulevard Medians

Similar to planting strips, landscaped medians slow stormwater runoff, but additionally landscaped medians prevent encroachment by vehicles into other lanes of travel and provide a calming influence on traffic.

*Action: Amend Ordinance Number 3251, Section 31 section to include new sub-section as follows:*

R. Where directions of travel are separated by a median, such as with boulevard cross-sections with or without a left turn lane, the median shall be no less than twelve (12) feet and be provided for landscaping. Median shall be planted with shade trees no less than every thirty (30) feet. Shade trees planted in medians shall come from the street tree manual developed by the City. The transportation map will be amended to show the new functional classification of "Parkway Arterial" with such an indication on the map.

Future street improvement projects will implement the Parkway Arterial cross-section with a landscaped median.

## Artifacts

It is important to preserve Pendleton's historic resources and sense of place. The following amendment will help to preserve horse rings, angle irons, and historic street stamps

*Action: Amend Ordinance Number 2287, Section 27 to protect historic appurtenances.*

Add to of text: Any monuments ... within the City, and any horse rings, angle irons, and street stamps, should not be removed, and shall be reinstalled in the improved curb or sidewalk as is feasible.

Add at end of text.

Angle irons frequently are found on curbs, especially at corners and have protected curbs from carriage wheels. Stamps are found in concrete with street names, construction company names, and years of construction. Where street improvements disturb these artifacts, they are to be installed with the new facility, as close as possible, to where they were originally found. In circumstances where this is not possible, the artifacts shall be held by the City and reused in places where these artifacts have been lost.

## Sidewalks

Sidewalks provide safe and convenient routes for pedestrian circulation and provide connectivity between all areas of a community and the destinations provided there. However, there are cases where sidewalks are either impractical or unlikely to provide a benefit. This amendment to the code provides a clear policy for the Planning Commission to use in deciding whether to grant a variance for the requirement to build sidewalks.

*Action: Amend Ordinance Number 3251, Section 43(B) to provide framework for Planning Commission variance.*

- 1) Variances for sidewalks on both sides may be granted by the Planning Commission if:
  - a) The topography of the site does not permit the reasonable use of a sidewalk; or

- b) Some other existing or proposed accessway, sidewalk or other facility exists that provides a safe and convenient bicycle and pedestrian route (e.g. pedestrian and bicycle pathways along the rear or side of the lot, easements, bridal paths).

## Bicycle and Pedestrian Facilities

### Definition of Safe and Convenient Bicycle and Pedestrian Routes

The DLCD and City agreed on language for defining safe and convenient routes that today does not remain in the code. The definition is required by the Transportation Planning Rule and also gives developers a clear test for designing amenities in their subdivisions. This definition is also used in other proposed code amendments included in this plan and therefore this definition should be adopted.

#### Ordinance Number 3251, Section 3

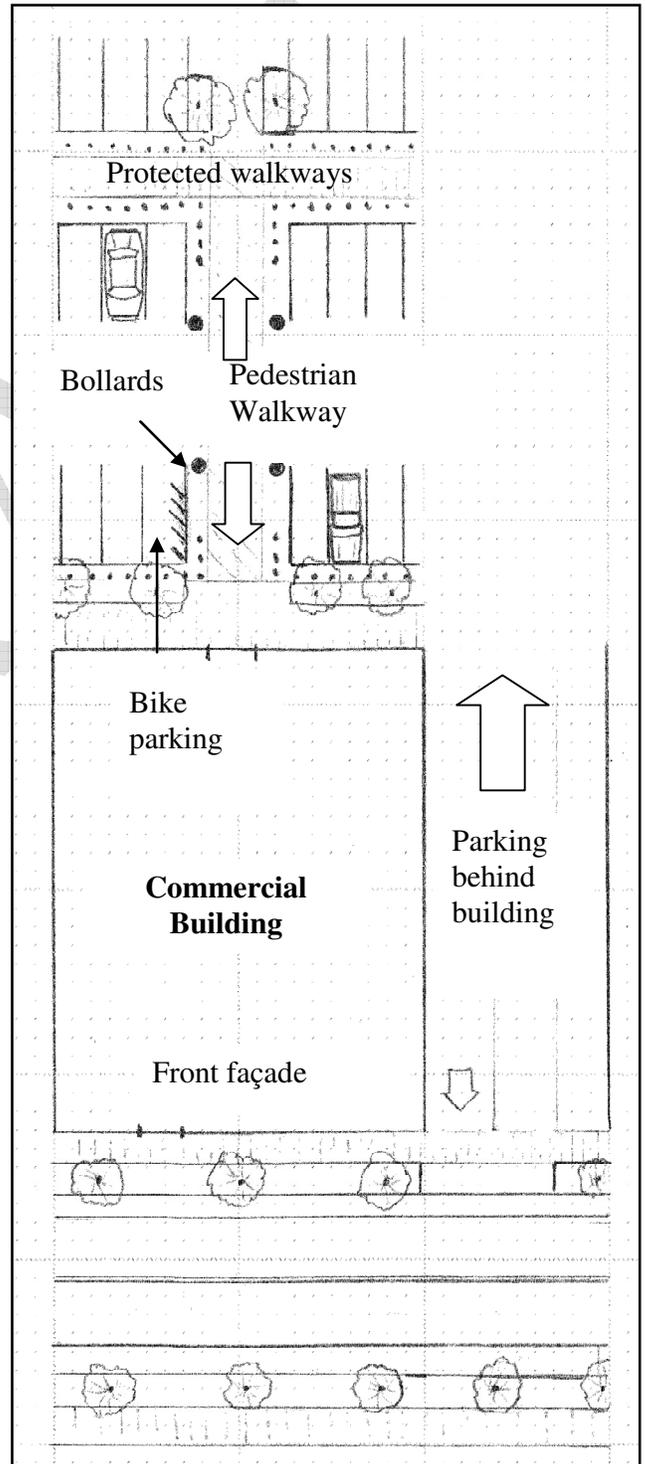
*Action: Add the following definition for the phrase “Safe and Convenient Bicycle and Pedestrian Routes.”*

Safe and Convenient Bicycle and Pedestrian Routes: Bicycle and pedestrian routes, facilities and improvements which are reasonably free from hazards, particularly types or levels of automobile traffic which would interfere with or discourage pedestrian or cycle travel for short trips. Further these routes must provide a reasonably direct route of travel between destinations such as between a transit stop and a store, and the route must meet travel needs of cyclists and pedestrians considering destination and length of trip; and considering that the optimum trip length of pedestrians is generally 1/4 to 1/2 mile.

### Designation of Accessways

The DLCD recommended clarification of terms used in the TSP in the previous planning effort. Bikeways and accessways were not defined separately, and here a modified accessway definition is recommended. This definition conforms with the Transportation Planning Rule and also provides clear guidance on how variances may be provided in certain cases.

#### Ordinance Number 3251, Section 44



*Action: Rename section “Bicycle Ways” and amend section as follows:*

Accessways: The dedication of accessways, not less than eight (8’) to ten (15’) feet wide, are required by the Commission through a block or to connect to a cul-de-sac where it is deemed necessary to provide circulation or access for non-motorized traffic and potentially emergency access for vehicles. Where constraints limit access to pedestrians only, or where it can be determined that bicycle use shall be minimal or non-existent, Section 43(E) shall apply.

### **Pedestrian and Bicycle Access and Circulation**

These two amendment recommendations were developed by the DLCDC and Richard Ullian, Planning Director in 2001. It removes unenforceable language and provides clear requirements for sidewalks. The language comes from a joint effort by the city planning director and the DLCDC in 2001.

*Ordinance Number 3250, Article XVIII*

*Action: Amend Article with new section as follows.*

Pedestrian and Bicycle Access and Circulation: A sidewalk or walkway connection shall be provided between the primary entrance of each building and the adjacent or frontage street. In addition, a sidewalk or walkway providing reasonably direct connections between primary building entrances of abutting developments shall be incorporated into the design. Sidewalks or walkways at 50 feet or more in length through a parking lot area shall include raised pavement, striping, special pavers, or other similar identifying devices. Parking blocks or curbs should be used for each, non-parallel, parking stall. Bollards should be used to identify and protect these walkways.

Sidewalks or walkways should not be located behind parked vehicles requiring vehicles to back out across the walkway. Rather, the sidewalk should be in the front of the stalls. When possible the walkway should be separated from parking stalls by a landscape buffer.

*Ordinance Number 3250, Article I, Section 3*

*Action: Amend Article with new definition as follows.*

Reasonably Direct – 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 likely users.

## **1.3 DEVELOPMENT AND MAINTENANCE**

### **Driveways**

Currently the code does not provide engineering and construction guidance for driveways. The following language will provide safer designs and contribute to the livability of residential areas.

*Action: Amend Ordinance Number 3250 Article IV Section 24 to include the following:*

J. Driveways. In any district...required yard

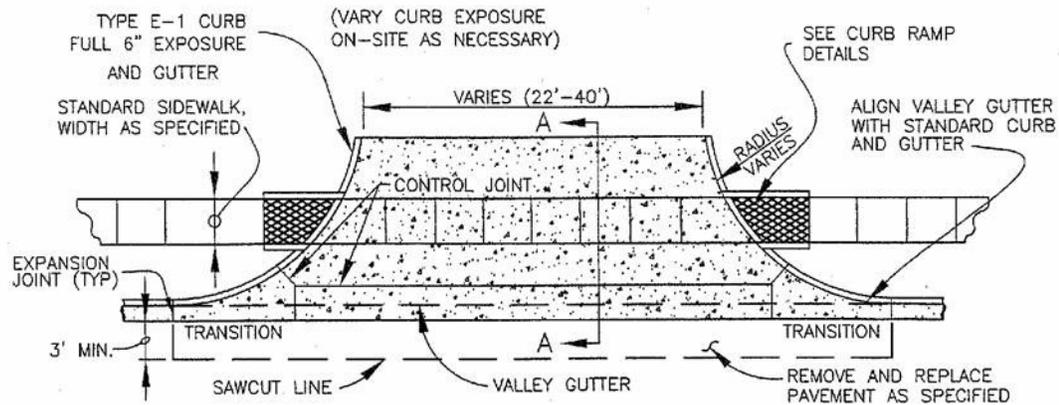
Driveway surfaces shall be designed for all weather conditions (paved or compacted gravel). For grades over 5% paved driveways surfaces are required. The first 20 feet behind the sidewalk or public right of way shall be paved as an apron to control gravel. The maximum grade of any section of driveways shall be 18%. The

maximum grade change in any 20 feet of driveway is 8%. The maximum numbers of houses served by a driveway is three.

The current design requirements for industrial and commercial driveways would be better implemented with the attached graphic (see below).

*Action: Amend Ordinance Number 3250 Articles VII and VIII for Commercial (adding a new Section 49) and Industrial zones (adding to Section 57 adding G) to include the following:*

In order to improve the access and safety of freight hauling, driveways outside of the downtown area, shall be constructed in accordance with the graphic below.



**Figure 1. Commercial and Industrial Driveway Standards**

### **City Streets Standards in Redevelopment**

As portions of the city redevelop they bring new use and demand for public services with them. This proposed amendment recognizes that increased value marks an increased expectation for services including street standards such as sidewalks and plantings. This earlier proposed amendment required upgrades in the streets when adjacent land values are increased, and lowered the triggers making more projects subject to the requirements. As it was thought to discourage investment, it is NOT recommended that this be adopted.

*Action: Amend Ordinance Number 3481, Section 4 to replace the following sections with the following language:*

#### **Section 4: Implementing Action**

B. Expansion of single-family or duplex residential development. (Deleted the allowance for expansion up to 30% of original value.)

C. Reconstruction of a single-family or duplex residential casualty loss valued in excess of one hundred (100%) percent of the most recent assessed value of the structure.

D. Expansion of multiple family, commercial, public/institutional or industrial development. (Deleted the allowance for expansion up to 30% of original value.)

E. Reconstruction of multiple family, commercial, public/institutional or industrial casualty loss in excess of one hundred (100%) percent of the most recent assessed value of the structure.

~~F. Change in use (“occupancy class”) of a building as defined by the Uniform Building Code. (Sometimes modest changes in commercial would have huge costs.~~

#### Section 5: Redevelopment Requirements

C. Where the development abuts existing curb and gutter, sidewalks in conformance with City standards shall be constructed in conjunction with the development. If sidewalks exist on none of the abutting properties, the developer must irrevocably consent to participate in an improvement district to install the sidewalk in the future. This requirement may be waived by the Planning Commission if sidewalks are impractical due to topography.

### **Block Size Limits**

Block size limits provide efficient land use and increase access to residences, places of work and business and other local amenities. These limits are recommended in the DLCDC model code and are recommended for adoption here.

*Action: Amend Ordinance Number 3251, Article VII, Section 26 section to include the following:*

In order to promote efficient vehicular and pedestrian circulation throughout the city, subdivisions and site developments shall be served by a connecting network of public streets and/or accessways, in accordance with the following standards (minimum and maximum distances between two streets or a street and its nearest accessway):

- 1) Residential Districts: Minimum of one hundred (100) foot block length and maximum of six hundred (600) length; maximum one thousand four hundred (1,400) feet block perimeter;
- 2) Downtown: Minimum of one hundred (100) foot length and maximum of four hundred (400) foot length; maximum one thousand two hundred (1,200) foot perimeter;
- 3) General Commercial Districts: Minimum of one hundred (100) foot length and maximum of six hundred (600) foot length; maximum one thousand four hundred (1,400) foot perimeter;
- 4) Masterplanned Developments: Large multi-use sites may be granted a variance from these limits if the development is developed with multiple users and owners in its final development. These developments may not include districts solely developed for retail sales establishments or other similar uses that involve high traffic; and Not applicable to the Industrial Districts.

### **Parking**

The following amendments will help to stimulate economic development, minimize excess parking, better accommodate cyclists, and provide a more pleasing urban form.

*Action: Amend Ordinance Number 3250, Section 119 as shown to require less parking for two uses and to limit the amount of overflow parking that can be constructed:*

In the beginning paragraph:

At the time...fractional bicycle space shall not...

*The following Off-street automobile and bicycle parking MINIMUMS are hereby established. PARKING MAXIMUMS ARE SET AT 125 PERCENT OF THE MINIMUMS.*

F (1) One (1) space per 250 square feet...

F (5) One (1) space per 250 square feet...

**B. Commercial Residential**

(1) Hotel: One (1) space per guest room or suite, one (1) additional space for the owner or manager, plus one (1) space for every ten (10) units

*Action: Amend Ordinance Number 3250, Section 121 to include the following:*

**H. Design requirements...**

**10. After ...Commission, add**

All parking areas adjacent to public sidewalks shall be buffered from the sidewalk (except at gateways and openings) with a minimum of four feet of landscape area with vegetation at least three feet in height.

Add (12) Bicycle parking facilities shall be provided in accordance with the provisions below:

- a) Bicycle parking facilities should either be a lockable enclosure in which the bicycle is stored, or a secure stationary rack which supports the frame so the bicycle cannot easily be pushed or fall to one (1) side. Racks that require a user-supplied lock should accommodate locking the frame and both wheels using either a cable or U-shaped lock.
- b) Bicycle parking spaces should be at least six (6) feet long and two-and-one-half (2 1/2) feet wide, and overhead clearance in covered spaces should be a minimum of seven (7) feet.
- c) A five (5) foot aisle for bicycle maneuvering should be provided and maintained beside or between each row of bicycle parking.
- d) Bicycle racks or lockers should be securely anchored.
- e) Required bicycle parking should be well lighted and secure.
- f) Bicycle parking should not obstruct walkways. A minimum five (5) foot wide aisle shall remain clear.
- g) If ten (10) or more bicycle spaces are provided for commercial development, then at least fifty percent (50%) of the bicycle spaces should be covered. A lockable enclosure shall be considered as a covered parking space.
- h) All of the required bicycle parking for residential uses should be covered. This may include space provided in a carport or garage.
- i) Bicycle parking should be located on the site within fifty (50) feet of main building entrances and not farther from the entrance than the closest standard or compact motor vehicle parking space. Bicycle parking should have direct access to both the public right-of-way and to the main entrance of the principal use.
- j) For buildings or developments with multiple entrances, bicycle parking should be distributed proportionally at the various public entrances;

employee bicycle parking should be located at the employee entrance, if appropriate.

- k) Bicycle parking may be located in the public right-of-way only with the approval of the Public Works Director.
- l) Bicycle parking may be provided within a building easily accessible for bicyclists.

Add (13) In Commercial zones parking areas should be, whenever possible, located behind the plane established by the front façade of the building for which the parking is being provided. The parking should be located to the rear of the building to the maximum extent possible. Locating the parking lot in front of the building (between the fronting, public right of way and the building) should be avoided. The required parking minimums in Section 119 may be reduced by 25% for developments with the parking located behind the building. For parking areas located beside a building, and behind the plane established by the front façade may have a 110% reduction in their required parking.

*The use of the word MAY above is intentional. Development, especially infill development, is often on complex sites with oddly shaped parcel and multiple frontages. The use of the word MAY will allow the City Planning, and the Public Works Director, some discretion in the applicability of these incentives.*

## **1.4 PENDLETON COMPREHENSIVE PLAN TRANSPORTATION ELEMENT**

The purpose of the Comprehensive Plan is to provide for orderly growth and to encourage development of a community that meets the needs of its current and future residents. The Comprehensive Plan is the City's highest tier policy document, and establishes the policy framework for future growth decisions. The Transportation Plan is an element of the Comprehensive Plan. It expresses the City's policies for an orderly, efficient, and safe multi-modal transportation system. The Transportation Plan is currently implemented through the 1996 Transportation System Plan, Capital Facilities Plan, and City ordinances. The Transportation Plan policies were amended concurrently with adoption of the 1996 Transportation System Plan.

The Comprehensive Plan Transportation Plan includes goals, policies, programs, and other direction on how the City should plan and maintain the transportation system. The guidance begins with the identification of "Needs", which are provided below. There are additional sections of the plan which address related topics such a pedestrian connectivity.

1. There is a need for an efficient integrated hierarchical street system and standards thereto.
2. There is a need for a system whereby County roads inside the City can be improved to the appropriate urban standards as development occurs in an area served by a County road.
3. There is a need for a logical streets naming and numbering system within the Pendleton Urban Area.
4. There is a need for adequate off-street parking.
5. There is a need for free, regulated vehicular parking in the downtown area.
6. There is a need for a program and funding of street repair and maintenance.

7. There is a need for safe traffic flows in and within the existing and any future one-way couplets
8. There is a need for safe street intersections.
9. There is a need for available alternative modes of transportation to facilitate an individual's mobility.
10. There is a need for A: protective railroad crossing devices to protect through traffic at all new street grade crossings; and B: a smoother, safe, and durable surface at all existing and new street-grade railroad crossings.
11. There is a need for passenger and freight rail.
12. There is a need for an integrated bicycle system.
13. There is a need to provide pedestrian and bicycle linkage between residential, business, educational, and recreational areas.
14. There is a need for subsidized transportation for senior citizens, limited or fixed income citizens, disabled and handicapped individuals.
15. There is a need for bridle paths.
16. There is a need for competitive truck delivery services.
17. There is a need for air service.
18. There is a need for coordination with the Oregon State Department of Transportation in the implementation of its six-year Highway Improvement Program.
19. There is a need for improved access to Pendleton's industrial sites, including the Pendleton Industrial Park and the Air Business and Industries Park.

*Proposed additional policies:*

20. There is a need to provide sufficient paved, impervious surface, while reducing, where appropriate street widths and parking lot size.
21. There is a need to evaluate the feasibility of a general-purpose, fixed route bus service.
22. There is a need to adopt and enforce a fair, clear Transportation System Plan Map.

## **1.5 PROGRAMMATIC OPPORTUNITIES**

There are a number of opportunities for the businesses community to support the development of an effective and efficient transportation system. The City may enlist the aid of the business community and other leaders to supporting future funding initiatives for needed improvement projects. The following "Customer First" concept can be initiated with City support, but would be maintained by the Chamber of Commerce or similar entity.

*Customer First program,*

Providing good customer service includes providing customers with accessible parking. The first priority for whom parking needs to be provided is the customer. The customer can choose to frequent a different business if parking is unavailable, if parking is seemingly unsafe, or if bicycle bike racks are not provided.

A Customer First program is a pact made amongst business owners to prioritize the needs of their customers, especially in regards to parking. The program can be further refined by a

small groups of business leaders, employees, and perhaps a city representative. Some examples of program objectives and campaigns are provided below. Adherence to the mission can be loosely or tightly enforced. A small sticker could be inexpensively produced for the windows of participating businesses.

Goals:

Encourage the use of alternate modes for employees.

Prioritizing available parking (on and off street) for customers.

Assist employees, where possible in finding different parking, or new ways to commute.

Campaigns:

1. Reducing employee parking from on-street stalls.
2. "Save the best" campaign to keep parking directly in front of each business free for customers.
3. Support of transit use through flexible scheduling, transit pass subsidies, etc.
4. Installation of bike racks.
5. Initiation of telecommuting program where possible.