Stanfield Community Visioning and Buildable Lands Inventory

Prepared for
The City of Stanfield

Prepared by
Shapiro and Associates, Inc.
Anderson Perry and Associates, Inc.
E.D. Hovee and Company
Robert H. Foster Consultants
Kittelson and Associates, Inc.

May 10, 1999
Stanfield Community Visioning and Buildable Lands Inventory

Prepared for

The City of Stanfield
155 W. Coe Avenue
P.O. Box 369
Stanfield, Oregon 97875

Prepared by

Shapiro and Associates, Inc.
1650 N.W. Naito Parkway, Suite 302
Portland, Oregon 97209
SHAPIRO Project #7971203

Anderson Perry and Associates, Inc.
E.D. Hovee and Company
Robert H. Foster Consultants
Kittelison and Associates, Inc.

May 10, 1999
# TABLE OF CONTENTS

FOREWORD................................................................................................................................. 1

EXECUTIVE SUMMARY ............................................................................................................... 2

I. INTRODUCTION......................................................................................................................... 8

II. OPPORTUNITIES AND CONSTRAINTS/KEY ISSUES ......................................................... 10

III. COMMUNITY VISION STATEMENT ...................................................................................... 15

IV. LAND USE ALTERNATIVES ANALYSIS ............................................................................... 16

V. IMPLEMENTATION - ACTION PLAN ...................................................................................... 25

VI. INCENTIVES AND STRATEGIES ......................................................................................... 31

VII. PROPOSED COMPREHENSIVE PLAN AND ORDINANCE AMENDMENTS ...................... 35

List of Tables

<table>
<thead>
<tr>
<th>Table</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Table 1</td>
<td>Rankings of “Possible Stanfield Community Identities”</td>
</tr>
<tr>
<td>Table 2</td>
<td>Paired Responses to Open-ended Questions</td>
</tr>
<tr>
<td>Table 3</td>
<td>Responses to Community Identity Themes and Statements</td>
</tr>
</tbody>
</table>

List of Figures

<table>
<thead>
<tr>
<th>Figure</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure 1</td>
<td>Stanfield Area map</td>
</tr>
<tr>
<td>Figure 2</td>
<td>Community Visioning Workshop Notice</td>
</tr>
<tr>
<td>Figure 3</td>
<td>Implementation Strategies Workshop Notice</td>
</tr>
<tr>
<td>Figure 4</td>
<td>Stanfield Identity/Economy Survey Form</td>
</tr>
<tr>
<td>Figure 5</td>
<td>Community Identity Themes &amp; Statements Response Forms</td>
</tr>
<tr>
<td>Figure 6</td>
<td>Community Identity Themes &amp; Statements Response Forms</td>
</tr>
<tr>
<td>Figure 7</td>
<td>Community Identity Themes &amp; Statements Response Forms</td>
</tr>
<tr>
<td>Figure 8</td>
<td>Community Identity Themes &amp; Statements Response Forms</td>
</tr>
<tr>
<td>Figure 9</td>
<td>Analysis Sub-areas Map</td>
</tr>
<tr>
<td>Figure 10</td>
<td>Diagrammatic Matrix of Land Use Alternative Concepts</td>
</tr>
<tr>
<td>Figure 11</td>
<td>Stanfield Plan/Zoning Maps Legend</td>
</tr>
<tr>
<td>Figure 12</td>
<td>Stanfield Plan/Zoning Map B</td>
</tr>
<tr>
<td>Figure 13</td>
<td>North Area Land Use and Circulation Map</td>
</tr>
<tr>
<td>Figure 14</td>
<td>Comprehensive Plan Map ‘A’</td>
</tr>
<tr>
<td>Figure 15</td>
<td>Coe Avenue and Highway 395 Elevated Floor Remodeling Concept Examples</td>
</tr>
<tr>
<td>Figure 16</td>
<td>Coe Avenue and Highway 395 Intersection Plan View</td>
</tr>
<tr>
<td>Figure 17</td>
<td>Central Area Residential Streetscape Plan View and Section Elevation</td>
</tr>
<tr>
<td>Figure 18</td>
<td>Comprehensive Plan Map ‘C’</td>
</tr>
<tr>
<td>Figure 19</td>
<td>South Area Land Use and Circulation Map</td>
</tr>
<tr>
<td>Figure 20</td>
<td>Proposed Comprehensive Plan and Zoning Designations Map</td>
</tr>
<tr>
<td>Figure 21</td>
<td>Neighborhood Parks, Pathways, and Highway 395 Pedestrian/Bike Pathway Concepts</td>
</tr>
</tbody>
</table>
Appendix

Technical Memoranda
Foreword

This report has been prepared as a final work product to satisfy several work elements and products required under the consultants' contract for the project. The work products have been organized into a single report format rather than as a series of independent memoranda. The report addresses required work products as follows:

Task 3 of the contract requires a Vision Statement and Preferred Conceptual Land Use Alternatives with circulation diagrams. These are supported by a refined key issues list, opportunities and constraints analysis, preferred infill and redevelopment concepts, and technical memoranda from subconsultants on the project team.

Task 4 requires an Action Plan and Implementation Strategies Report, including action steps, financing tools, and proposed Comprehensive Plan, Zoning, and Development Code amendment concepts. The report includes technical memoranda recommending implementation strategies, transportation system improvements and priorities, and generalized public infrastructure recommendations.

Task 5 requires the Executive Summary and Proposed Comprehensive Plan and Ordinance amendments.

This report satisfies work product requirements for Tasks 3, 4, and 5. Task 3 work products are addressed in Sections 3 and 4. Task 4 work products are addressed in Sections 5 and 6. Task 5 work products are addressed in Section 7.

Federal and state funding assistance has been provided through the Oregon Department of Land Conservation and Development (DLCD)/Oregon Department of Transportation (ODOT) Transportation and Growth Management Grant program.
Executive Summary

Introduction

The Stanfield Community Visioning and Buildable Lands Inventory Project addresses the following issues and community needs:

☐ An influx is currently in progress of numerous large industrial and institutional employers in western Umatilla County and northeastern Morrow County, including the Two Rivers Prison, a Wal-Mart distribution center north of the City of Stanfield (City), the Hinkle Railyard expansion, and increased activity at the Umatilla Army Depot.

☐ Anticipated rapid population growth will generate demand for residential and commercial land development as workers and their families migrate to the area. This growth, together with major increases in freight movement associated with the new employment centers, will produce significant travel demand increases and pattern changes.

☐ The capacity of the existing town center to accommodate growth and development is severely constrained. The central business district and much of the residential area around it are within the 100-year floodplain boundary. In addition, Highway 395 through the center of town is expected to carry increasing freight movement between I-84 and the new Wal-Mart distribution center.

The project objectives are to:

1. Comply with Oregon Revised Statutes (ORS) 197.296 and Goal 10, Housing;
2. Develop a land use inventory database and perform a buildable land analysis;
3. Assess future needs for residential, commercial, and industrial land in the City;
4. Engage citizens and stakeholders in developing a community vision for Stanfield’s future; and
5. Encourage compact development and infill redevelopment projects, using regulatory changes and incentives.

Within the context of the project, the City wishes to:

☐ Consider alternative land use patterns to achieve compact urban development that locates complementary uses close together;
☐ Reduce demand for passenger vehicle travel by encouraging pedestrian and bicycle alternatives;
☐ Reduce congestion and undesirable travel patterns, such as neighborhood cut-through traffic; and
☐ Reduce conflicts between freight, passenger vehicle, bicycle, and pedestrian travel.

The buildable lands inventory and land needs report has been produced under separate cover. This report relates to project objectives 4 and 5 above, and the City's additional objectives.
Opportunities and Constraints/Key Issues

During the July 8, 1998 Advisory Committee work session, opportunities and constraints facing the community were enumerated. The lists of opportunities and strengths, together with background information from the City, the HUES Growth Impact Study (The Benkendorf Associates Corporation, et al., 1998), and review by the consultant team, were used to identify four key issues:

1. Community Image;
2. Population Growth, Community Needs, and Impacts;
3. Economic Role and Identity; and
4. Fiscal Capacity.

Community Vision Statement

At the September 2 and 3, 1998 Community Visioning Workshops, citizens identified community perceptions and desires, and prioritized possible community identity concepts for Stanfield.

Following the Community Visioning Workshops, SHAIRO used the proposed community identity statements and community feedback to frame the following Community Vision Statement:

The City of Stanfield illustrates the success of the American small town in the 21st Century. As a small, family-oriented city, Stanfield is a well-rounded community where young and old live, work, and play together as part of daily life.

In the Main Street tradition, Stanfield's downtown area is a pleasant place to meet, do business, or walk. In addition to civic functions, such as the city offices and library, the downtown business district has offices, restaurants, shops, and services that cater to local needs. The attractive character of the downtown area also brings visitors in from the highway, supporting additional trade in antiques and other specialty goods.

Stanfield citizens' efforts to identify and pursue key economic and civic opportunities have helped the City outgrow its former identity as a low-cost housing community.

- Excellent regional transportation access makes Stanfield a strategic eastern Oregon location for industries that depend on efficient, multi-modal land transportation of commodities and materials (e.g., by rail and truck).
- High-quality processing of locally and regionally produced crops and other raw agricultural products (e.g., milk, eggs, feed, and livestock) supports the local economy by adding value to those commodities and providing jobs for local residents.
- Local businesses provide a range of goods and services for residents, as well as truckers, vacationers, business people, individuals, and families traveling on the interstate and state highways. The commercial network includes truck stops and related services at the interstate, two well-defined neighborhood business districts convenient for nearby residences and employment areas, and the downtown “Main Street” area.
- A connected grid of landscaped local streets and pedestrian/bicycle paths encourages residents, from children to seniors, to walk or bicycle to nearby parks, schools, business districts, and employment areas, reducing reliance on automobiles for local travel needs.
Land Use Alternatives Analysis

During the Community Visioning Workshops, citizens reviewed and discussed conceptual land use alternatives. Based on feedback from workshop participants and evaluation by project team members, general recommendations and urban design principles were developed. A description of the sub-areas analyzed and a summary of the general recommendations follows.

Stanfield is composed of three interrelated, but geographically distinct, sub-areas:

- **The North Area** begins at the northern Urban Growth Boundary (UGB) and extends south to the U.S. Reclamation Service irrigation canal and the relatively steep slopes descending to the downtown core area. The canal and the hill form natural boundaries, as well as providing a physical and visual transition, between the North Area and the Central Area.

- **The Central Area** includes the downtown core and the residential and other uses surrounding it, which lie in a broad, shallow valley. The Central Area extends south to Ball Road, south of which Highway 395 curves to the southeast and begins to climb out of the valley.

- **The South Area** extends from Ball Road to I-84, which forms the southern UGB. At Ball Road, the character of Highway 395 changes from a downtown thoroughfare with many street intersections and driveways within the Central Area to a limited-access rural highway south of the Ball Road intersection.

The existing Comprehensive Plan and Zoning Map reflect the topography of the planning area, providing for a mix of land uses within each sub-area. Radical restructuring of the mix of land uses for any of the sub-areas does not appear warranted, but refinement of those plans by sub-area will improve coordination of land use and transportation.

The following general recommendations and urban design principles were developed and applied in the sub-area studies.

**General Recommendations**

- The existing plan and zoning maps provide for more commercial activity locations than may be needed and locate bands of high-density residential use along Highway 395. This pattern may produce a highway strip pattern. A preferable strategy is to provide landscaped edges that will provide buffers adjacent to the highway. Paths within the buffers can provide protected routes for pedestrians and cyclists.

- Access management principles favor reducing the number of highway access points and segregating local and regional traffic routes. This strategy will help reduce congestion and conflicting turning and merging movements, and will improve safety for motorists, bicyclists, and pedestrians.

- Planning and zoning for industrial uses north of the downtown area will tend to generate additional truck traffic on Highway 395 through the downtown. Designating more of the needed industrial land acreage in the South Area, close to I-84, will create a competitive advantage for firms that require good access, and will help reduce truck traffic downtown.

- Commercial activity should be concentrated at a limited number of identifiable centers along Highway 395. They should be visible from the highway, but have vehicular access from a collector or local street intersecting the highway at a signalized crossing. Employment and residential areas should be located within a
short distance of the commercial centers, with access to them through local streets, sidewalks, and pedestrian/bike paths.

- To provide needed housing in a range of styles, types, and price ranges, and to promote housing affordability in the community, a new “Medium Density Residential (MR)” Zone should be added. Mobile home parks should continue to be allowed, as well as attached single-family dwellings and multifamily (apartment and condominium) development ranging from 6 to 10 dwelling units per gross acre.

- To accommodate the needs of industrial development prospects that will add capital values to the tax base and jobs to the local economy, greater flexibility is needed within the Heavy Industrial (HI) Zone. By allowing a greater variety of uses in the HI Zone, the City will be able to encourage the development of light industrial centers.

**Urban Design Principles**

- Create distinct neighborhood centers whose character contributes to a sense of unique identity for surrounding residential and employment areas.

- Locate neighborhood commercial centers to achieve both visibility from the highway and a pedestrian-friendly orientation to local streets, so local trips to and from neighborhood commercial centers do not require travel on highways and arterial streets.

- Locate housing adjacent to neighborhood commercial centers, at densities that will produce sufficient market demand for businesses whose goods and services meet local needs.

- Locate employment areas for easy access to neighborhood commercial centers without requiring travel on highways or arterials.

- Locate similar uses to face each other across the street, with land use types changing along alleys, rear lot lines, and side lot lines.

- Implement collector streetscape requirements that produce a comfortable pedestrian environment.

- Design the network of collector and local streets to provide non-highway connections among neighborhoods and employment areas.

- Manage access along highways and arterials by consolidating collector street crossings and turning movements at signalized intersections.

- Locate mixed-use development to provide a transition between housing and commercial or industrial uses.

- Concentrate retail downtown.

- Cultivate a network of open spaces and public greenways.

**Implementation - Action Plan**

To successfully mobilize community effort toward realization of a community vision, the City and its citizens must take steps that prepare the community to respond quickly when opportunities arise. Long-term planning is a critical factor for success. Identifying activities, large and small, that will contribute to success and initiating them right away are also essential. However, future opportunities to take major, concrete steps toward realizing key elements of the vision may appear very suddenly and disappear almost as fast, if the community is not able to respond coherently when they arise. It is therefore important to create an action plan that addresses multiple issues simultaneously.

The cornerstone of Stanfield's action plan needs to be an economic development strategy that will:
Identify economic sectors, industries, and firms able to take advantage of the community's unique location and transportation opportunities;

Identify target areas in the City's UGB for industrial development that will add capital values to the tax base and jobs to the local economy;

Identify and prioritize capital improvement needs to serve those areas;

Compile a working list of potential strategies for funding capital improvements, when bona fide candidate firms are identified; and

Cultivate a group of Stanfield citizens to act as “Industrial Ambassadors” to establish relationships with firms and economic development professionals outside the community.

This action plan provides a three-prong approach that includes Policies and Plans, Projects, and Programs.

**Policies and Plans** - City policies and plans need to be amended to ensure consistency with the community vision and to position the community for achievement of key objectives.

**Projects** - Projects need to be identified and funded to ensure that access, utilities, and other development requirements can be met as development opportunities arise.

**Programs** - Programs are the on-going activities that support community pride, contribute to a local identity consistent with the community’s desired future, and help achieve goals and objectives set by the community.

**Incentives and Strategies**

A variety of incentives are available to enable the community to direct resources and foster development consistent with the community vision. In addition to financial incentives, incentives can include regulatory modifications, operational changes, and education.

**Financial Incentives**

1. Recapture of infrastructure cost for pioneering developments.
2. Infill housing finance.
3. Fee waivers/reductions.
4. Formation of improvement districts.
5. Tax Increment Financing (TIF).

**Regulatory Modifications**

1. Narrower streets and accessways.
2. Reduced setbacks.
3. Higher densities.

**Operational Changes**

1. Expedited review.
2. Administrative adjustments.
Education

1. Maintain parcel information base.
2. Provide prototype information.
3. Organize neighborhood meetings.

Proposed Comprehensive Plan and Ordinance Amendments

The recommendations for proposed amendments to the City’s comprehensive plan, zoning and subdivision ordinances, and Transportation System Plan will assist the City in achieving the community’s vision for Stanfield. These recommendations build on and refine the existing plan areas and will improve coordination of land use and transportation. They are intended to assist in providing a greater variety of housing choices and opportunities for industrial and commercial development.

Proposed plan and ordinance amendment concepts include:

- A revised comprehensive plan and zoning designations map;
- Revision of the heavy industrial zone;
- A new medium-density residential zone;
- Additional definitions;
- Proposed neighborhood parks and pathway connections;
- Repeal or revision of Parks Alternative Procedure (money in lieu of land);
- Disallowing RV parks in the MR zone;
- Highway 395 access control provisions;
- Examples of ordinance language appropriate for implementing neighborhood quality and infill/redevelopment concepts in a downtown vitality district overlay zone; and
- Other ideas for further consideration, such as:
  - Establishing setbacks and dimensional standards for the Highway 395 pedestrian/bicycle pathways; and
  - Developing requirements for pedestrian access to neighborhood commercial sites.
I. Introduction

The Stanfield Community Visioning and Buildable Lands Inventory Project addresses the following issues and community needs:

- An influx, currently in progress, of numerous large industrial and institutional employers in western Umatilla County and northeastern Morrow County, including the Two Rivers Prison, a Wal-Mart distribution center north of the City of Stanfield (City), the Hinkle Railyard expansion, and increased activity at the Umatilla Army Depot.
- Anticipated rapid population growth will generate demand for residential and commercial land development as workers and their families migrate to the area. This growth, together with major increases in freight movement associated with the new employment centers, will produce significant travel demand increases and pattern changes.
- The capacity of the existing town center to accommodate growth and redevelopment is severely constrained. The central business district and much of the residential area around it are within the 100-year floodplain boundary. In addition, Highway 395 through the center of town is expected to carry increasing freight movement between I-84 and the new Wal-Mart distribution center.

The project objectives are to:

1. Comply with Oregon Revised Statutes (ORS) 197.296 and Goal 10, Housing;
2. Develop a land use inventory database and perform a buildable lands analysis;
3. Assess future needs for residential, commercial, and industrial land in the City;
4. Engage citizens and stakeholders in developing a community vision for Stanfield’s future;
5. Encourage compact development and infill and redevelopment projects, using regulatory changes and incentives.

Within the context of the project, the City wishes to:

- Consider alternative land use patterns to achieve compact urban development that locates complementary uses close together;
- Reduce demand for passenger vehicle travel by encouraging pedestrian and bicycle alternatives;
- Reduce congestion and undesirable travel patterns, such as neighborhood cut-through traffic; and
- Reduce conflicts between freight, passenger vehicle, bicycle, and pedestrian travel.

The buildable lands inventory and land needs report will be produced under separate cover. This report relates to project objectives 4 and 5 above, and the City’s additional objectives.

Figure 1 is a map of the Stanfield area.

Stanfield Community Visioning and Buildable Lands Inventory Project

Project Study Area
Project Meetings and Timeframe

The City of Stanfield retained a team of consultants to help develop a proposed vision statement and implementation strategies appropriate for the community. The process includes the following community meetings (Figures 2 and 3):

July 8, 1998  Citizen Advisory Committee – Kick-off Meeting/Issues
September 2, 1998  Public Workshop 1 – Community Visioning
September 3, 1998  Agency/Technical Advisor Meeting – Concept Testing
September 3, 1998  Public Workshop 2 – Refine Community Visioning Concepts
October 20, 1998  Public Workshop – Implementation Strategies
October 21, 1998  Citizen Advisory Committee
Community Visioning Workshops
September 2nd and 3rd

You are invited to participate in a series of workshops that will help determine what new development in your neighborhood will look like in the future. A team of planning and urban design consultants, led by Shapeta and Associates, will be working in Stanfield September 2nd and 3rd, with public participation workshops both evenings. These sessions will feature presentations of design and implementation concepts, and will be a place for you to provide your input and ideas.

The first public involvement workshop will be held Wednesday, September 2nd at 7 p.m. at the Stanfield Senior Center. During this workshop, the objectives and products of the project will be explained. Findings from the buildable lands inventory will also be presented, including analysis of trends and needs. Additionally, infill and redevelopment strategies, including neighborhood design concepts, will be presented and discussed, with opportunities for citizens to comment or raise issues and concerns.

On Thursday, September 3rd at 7 p.m., at the Senior Center, the consultant team will present a preliminary set of land use alternatives, including the existing land use pattern, a strategy that intensifies the central business district, and a "village node" strategy. Your comments on these concepts and strategies are needed.

Everyone is invited to attend all of the workshops and participate in this exciting project.

(Continued on Page 2)
Stanfield Community Visioning and Buildable Lands Inventory Project

Implementation Strategies Workshop
October 21st

Join us for a workshop to help refine proposed strategies that will determine how new development in Stanfield will look in the future. The team of planning and urban design consultants, led by Shapiro and Associates, will be working in Stanfield October 21st, with a public open house in the evening. At the open house, the consultant team will present proposed strategies and tools for integrating land use and transportation planning. We need your comments and input regarding those proposed strategies to ensure the needs and desires of the Stanfield community are being met.

As the workshop, citizens will also be able to learn about and discuss the results of the community visioning process and review conceptual land use alternatives that came out of the workshops held in September.

Everyone is invited to attend the workshop and participate in this exciting project.

Project Background

The Implementation Strategies Workshop is the second public meeting of the project. Earlier this summer, an Advisory Committee made up of Stanfield citizens and staff was formed. In September, the Community Visioning Workshop was held. At this workshop, citizens participated in several activities to help define Stanfield's community identity. Participants evaluated several themes and statements about Stanfield's community.

Building Neighborhoods in the Urban Growth Boundary

Boundary

Future themes determine how new development in Stanfield will look in the future. The team of planning and urban design consultants, led by Shapiro and Associates, will be working in Stanfield October 21st, with a public open house in the evening. At the open house, the consultant team will present proposed strategies and tools for integrating land use and transportation planning. We need your comments and input regarding those proposed strategies to ensure the needs and desires of the Stanfield community are being met.

As the workshop, citizens will also be able to learn about and discuss the results of the community visioning process and review conceptual land use alternatives that came out of the workshops held in September.

Everyone is invited to attend the workshop and participate in this exciting project.

Project Background

The Implementation Strategies Workshop is the second public meeting of the project. Earlier this summer, an Advisory Committee made up of Stanfield citizens and staff was formed. In September, the Community Visioning Workshop was held. At this workshop, citizens participated in several activities to help define Stanfield's community identity. Participants evaluated several themes and statements about Stanfield's community.
II. Opportunities and Constraints/Key Issues

Opportunities and Constraints

At the July 8, 1998 Advisory Committee work session, each meeting attendee was asked to write down Stanfield’s five greatest strengths and opportunities, and its five most significant weaknesses and challenges. The responses were tallied, and the following lists were compiled:

Strengths/Opportunities

- Lots of room for commercial and residential growth - large UGB;
- Typifies small-town America
  - Reasonably quiet, enjoyable in evenings;
- Transportation - freeway and railroad access;
- Attitude of residents - positive and helpful;
- Proximity to new employment in region;
- Park areas in town on Highway 395 and Coe;
- RV parks and visitor facilities;
- Close-knit community;
- Community history;
- Potential for development/activity oriented to the river - museum, golf course, aquatic center;
- Opportunity to shape and direct change;
- Nice downtown structure - street grid and buildings;
- Affordable housing;
- Character and identity elements - interesting town history, Stage Gulch;
- New bike/pedestrian path promotes alternative transportation;
- Change of attitude on City Council in last few years.

Weaknesses/Challenges

- Water and sewer availability/capacity;
- Floodplain through downtown;
  - Lack of capital to effect floodplain revision;
- Lack of citizen involvement;
- Highway 395 traffic divides town
  - Hard to cross Highway 395,
  - Connectivity and choices,
  - Truck traffic;
- Highway 395 encourages strip development
  - Orientation to Highway 395,
  - Water and sewer run along Highway 395 right-of-way;
- Resistance to utility rate increase - sub-standard rates currently;
- Old, single-wide mobile homes
  - Currently non-conforming use;
- Need for education about development opportunities;
- Lack of funding for problems;
- Lack of industry - hard to attract jobs;
- Income demographics/perceptions of community may limit ability to attract retail/employment;
- Vacant buildings and junk shops downtown;
- Insufficient residents/incomes to support small business;
- Lack of a “theme;”
- Zoning ordinance is outdated and lacks teeth to guide development
  - Potential for grant funding;
- Separation of downtown from growth areas;
- Lack of quality, affordable housing;
- Large portion of population is economically disadvantaged;
- Low pride of ownership in older parts of town;
- Lack of planning and vision.

### Key Issues

The above lists, together with background information from the City, the HUES Growth Impact Study (The Benkendorf Associates Corporation, et al., 1998), and review by the consultant team, were used to identify four key issues:

1. Community Image
2. Population Growth, Community Needs, and Impacts
3. Economic Role and Identity
4. Fiscal Capacity

The Community Image issue has three interrelated elements:

- **Maintaining and enhancing the local pride and commitment** Stanfield citizens feel toward their community is important in order to mobilize citizens to participate and create positive action.

- **Public perception** influences people outside the Stanfield community, whose decisions affect it. Some of these decisions are small, for example, vacationers deciding whether to venture away from the I-84 corridor to explore the downtown area, but enough people are involved to make them cumulatively important. Other decisions are large, such as a major industrial firm’s choice of a community in which to locate a new operation.

- The City’s **urban form** shapes everyone’s experience of Stanfield, whether residents or visitors. Neighborhood quality elements play a critical role in making Stanfield’s neighborhoods and business districts attractive, comfortable, and functional for people who live, work, and visit there.

Population Growth, Community Needs, and Impacts describes the issue of how the Stanfield community will respond to the growing number of job opportunities in western Umatilla County. Substantial population growth is anticipated, resulting in new residential, commercial, industrial, recreational, and transportation needs.

Stanfield’s Economic Role and Identity is important for the community to clarify as it enters a period of growth. The City can then work to attract firms and industries that will have a good “fit” with its present competitive strengths, as well as its future vision.

Finally, new economic activity can bring with it Fiscal Capacity to achieve important community objectives, such as making capital improvements in streets and public utility systems, and funding expanded local government services.
Identifying Community Perceptions and Desires

In a two-part exercise during the Community Visioning Workshop, citizens prioritized possible future community identity concepts for Stanfield, then responded to statements comparing present perceptions with future potentials. This exercise was designed to foster discussion of the role of citizens in shaping the future of their community, and to identify in general terms the kinds of economic development considered desirable.

At Workshop 1, a form was used to collect individuals’ ranked priorities for Stanfield’s community identity. Twelve brief alternative statements were provided, with space for up to four write-in statements. In addition, several participants offered comments to open-ended questions. Tables 1 and 2 tally the responses. Figure 4 is an example of the survey form.

Table 1. Rankings of “Possible Stanfield Community Identities”

<table>
<thead>
<tr>
<th>Statement/Write-in Statement</th>
<th>Total Votes</th>
<th>1st Priority</th>
<th>2nd Priority</th>
<th>3rd Priority</th>
<th>4th Priority</th>
<th>5th Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low-cost worker housing “bedroom community”</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Truck stop</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recreation/tourism</td>
<td>4</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agricultural economy</td>
<td>10</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trucking and distribution economy</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retirement community</td>
<td>6</td>
<td>2</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Old-fashioned “Main Street” community</td>
<td>12</td>
<td>6</td>
<td>1</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Light industrial job center</td>
<td>6</td>
<td>1</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Antique market</td>
<td>6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Historic and present railroad transportation hub</td>
<td>8</td>
<td>3</td>
<td>1</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entertainment (cinema, dinner theater, arts &amp; crafts, festival center)</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education/vocational training center</td>
<td>3</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Small hometown feeling space between people</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Middle income bedroom community</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A good location for tourism - need some incentives</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Stanfield Identity/Economy Survey

When people think of Stanfield, how do they see the city? How would you like the city to be seen?

A list of possible "community identities" is provided below. We would like you to:
- Review the list,
- Add one or more possible "identities" if you wish,
- Tell us how you would rank the top 5, using #1 for your favorite, #2 for second favorite, and so forth through #5, and
- Return the form to us for tallying.

We will compile the responses and produce a list indicating the full group's preferences, for use in the latter part of this evening's workshop.

Possible Stanfield Community Identities

- [ ] Low-cost worker housing "bedroom community"
- [ ] Truck stop
- [ ] Recreation/tourism
- [ ] Agricultural economy
- [ ] Trucking and distribution economy
- [ ] Retirement community
- [ ] Old-fashioned "Main Street" community
- [ ] Light industrial job center
- [ ] Antique market
- [ ] Historic and present railroad transportation hub
- [ ] Entertainment (cinema, dinner theater, arts & crafts, festival center)
- [ ] Education/vocational training center

- [ ]
- [ ]
- [ ]
- [ ]
- [ ]

Stanfield Community Visioning and Buildable Lands Inventory Project

Stanfield Identity/Economy Survey Form

Shapiro & Associates, Inc.

7971203 5/10/99
Table 2. Paired Responses to Open-ended Questions

<table>
<thead>
<tr>
<th>Responses to the question</th>
<th>Responses to the question</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;When people think of Stanfield, how do they see the city?&quot;</td>
<td>&quot;How would you like the city to be seen?&quot;</td>
</tr>
<tr>
<td>Not especially pretty, but better than it was - Better than it was!</td>
<td>I would like to see some uniformity in the dwellings - possibly a theme.</td>
</tr>
<tr>
<td>Sleepy - poor - high cost of utilities.</td>
<td>A great place to live.</td>
</tr>
<tr>
<td>Stand still.</td>
<td>Cleaner, organized.</td>
</tr>
<tr>
<td>White trash, low income.</td>
<td>Small, clean, fun, active, family-oriented.</td>
</tr>
<tr>
<td>Speed trap; transient; low-middle income bedroom community.</td>
<td>Clean; middle income; safe; pleasant; friendly; attractive.</td>
</tr>
</tbody>
</table>

One participant responded only by writing, “I would like people to leave things alone so we don’t get taxed out of this town.”

Based on the survey responses and discussion at Workshop 1, a series of Community Identity Themes and Statements was prepared. These were presented and posted at Workshop 2, with the explanation that they would be used in drafting a formal vision statement for the community. Participants were asked to mark their opinions of the “Tomorrow” statements in boxes labeled “Hate it,” “Dislike it,” “Neutral/Don’t Care,” “Like it,” and “Love it.” Although the number of participants was small, their markings offered an indication that these preliminary statements were headed in the right direction. The results are summarized in Table 3. Figures 5 through 8 contain the posted community identity themes and statements, including participants’ markings.

Table 3. Responses to Community Identity Themes and Statements

<table>
<thead>
<tr>
<th>Themes and Statements</th>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/Don’t Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Housing and Population</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Today:</strong> Stanfield’s population consists mostly of senior citizens. Younger people who live in Stanfield are mostly low- and moderate-income people with local jobs.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Tomorrow:</strong> Stanfield is a well-rounded, family-oriented community.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Tomorrow:</strong> Stanfield is a good example of the American small town/Main Street community tradition.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Tomorrow:</strong> Stanfield is a community where young and old live, work, and play together as part of daily life.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Community Identity Themes and Statements

Please mark your impression of the "Tomorrow" statement below. Write any additional comments in the space provided.

Housing and Population

Today
Stanfield's population consists mostly of senior citizens. Younger people who live in Stanfield are mostly low- and moderate-income people with local jobs.

Tomorrow
Stanfield will be a well-rounded, family-oriented community.

<table>
<thead>
<tr>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/ Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Figure C

Community Identity Themes and Statements

Please mark your impression of the "Tomorrow" statement below. Write any additional comments in the space provided.

Housing and Population

Tomorrow:
Stanfield is a good example of the American small town/Main Street community tradition.

<table>
<thead>
<tr>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/ Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Stanfield Community Visioning and Buildable Lands Inventory Project

Community Identity Themes and Statements Response Forms
Community Identity Themes and Statements

Please mark your impression of the “Tomorrow” statement below. Write any additional comments in the space provided.

Housing and Population

Tomorrow:
Stanfield is a community where young and old live, work, and play together as part of daily life.

<table>
<thead>
<tr>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/ Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Economy

Today
Stanfield has an agricultural economy based on raw crop production and some processing.

Tomorrow
Stanfield is a leader in high-quality processing of locally and regionally produced crops and other raw agricultural products (i.e., milk, eggs, and/or meats).

<table>
<thead>
<tr>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/ Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Community Identity
Themes and Statements

Please mark your impression of the "Tomorrow" statement below.
Write any additional comments in the space provided.

Economy

Today
Stanfield is a rail yard and trucking/distribution center.

Tomorrow
Stanfield is a strategic eastern Oregon location for industries that depend on efficient land transportation of commodities and materials.

<table>
<thead>
<tr>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/ Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Stanfield Community Visioning and Buildable Lands Inventory Project

Community Identity Themes and Statements Response Forms

7971203 5/10/99

FIGURE 7
Community Identity
Themes and Statements

Please mark your impression of the "Tomorrow" statement below.
Write any additional comments in the space provided.

Community Design

Today
Stanfield mostly has older housing in flood plains and newer housing on hills. Many existing streets have gravel or dirt shoulders without sidewalks, some areas are poorly organized and lack regular maintenance, and community pride is weak.

Tomorrow
Stanfield's neighborhoods have homes close to parks, shopping, and services, with pedestrian-oriented streets that make it easy for people — from children to seniors— to get around town.

<table>
<thead>
<tr>
<th>Make it</th>
<th>Dislike it</th>
<th>Neutral/ Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

Stanfield Community Visioning and Buildable Lands Inventory Project

Community Identity Themes and Statements Response Forms
Table 3. Responses to Community Identity Themes and Statements, continued

<table>
<thead>
<tr>
<th>Themes and Statements</th>
<th>Hate it</th>
<th>Dislike it</th>
<th>Neutral/Don't Care</th>
<th>Like it</th>
<th>Love it</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economy</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Today:</em> Stanfield has an agricultural economy based on raw crop production and some processing.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Tomorrow:</em> Stanfield is a leader in high-quality processing of locally and regionally produced crops and other raw agricultural products (i.e., milk, eggs, and/or meats).</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td><em>Today:</em> Stanfield is a rail yard and trucking/distribution center.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Tomorrow:</em> Stanfield is a strategic eastern Oregon location for industries that depend on efficient land transportation of commodities and materials.</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Today:</em> Stanfield is a truck stop on I-84.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Tomorrow:</em> Stanfield offers a range of services for travelers on the interstate and state highways, including truckers, vacationers, business people, individuals, and families.</td>
<td>1</td>
<td>1</td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Community Design</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Today:</em> Stanfield mostly has older housing in floodplains and newer housing on hills. Many existing streets have gravel or dirt shoulders without sidewalks, some areas are poorly organized and lack regular maintenance, and community pride is weak.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Tomorrow:</em> Stanfield’s neighborhoods have homes close to parks, shopping, and services, with pedestrian-oriented streets that make it easy for people, from children to seniors, to get around town.</td>
<td></td>
<td>1</td>
<td>7</td>
<td></td>
<td></td>
</tr>
<tr>
<td><em>Tomorrow:</em> Stanfield’s downtown has the most variety of restaurants, shops, and services. Smaller neighborhood commercial districts serve new neighborhoods north and south of the downtown area.</td>
<td></td>
<td></td>
<td></td>
<td>7</td>
<td>1</td>
</tr>
</tbody>
</table>
III. Community Vision Statement

Following the Community Visioning Workshops, SHAPIRO used the proposed community identity statements and community feedback to frame the following Community Vision Statement:

The City of Stanfield illustrates the success of the American small town in the 21st Century. As a small, family-oriented city, Stanfield is a well-rounded community where young and old live, work, and play together as part of daily life.

In the Main Street tradition, Stanfield's downtown area is a pleasant place to meet, do business, or walk. In addition to civic functions, such as the city offices and library, the downtown business district has offices, restaurants, shops, and services that cater to local needs. The attractive character of the downtown area also brings visitors in from the highway, supporting additional trade in antiques and other specialty goods.

Stanfield citizens’ efforts to identify and pursue key economic and civic opportunities have helped the city outgrow its former identity as a low-cost housing community.

- Excellent regional transportation access makes Stanfield a strategic eastern Oregon location for industries that depend on efficient, multi-modal land transportation of commodities and materials (i.e., by rail and truck).
- High-quality processing of locally and regionally produced crops and other raw agricultural products (i.e., milk, eggs, feed, and livestock) supports the local economy by adding value to those commodities and providing jobs for local residents.
- Local businesses provide a range of goods and services for residents, as well as truckers, vacationers, business people, individuals, and families traveling on the interstate and state highways. The commercial network includes truck stops and related services at the interstate, two well-defined neighborhood business districts convenient for nearby residences and employment areas, and the downtown “Main Street” area.
- A connected grid of landscaped local streets and pedestrian/bicycle paths encourages residents, from children to seniors, to walk or bicycle to nearby parks, schools, business districts, and employment areas, reducing reliance on automobiles for local travel needs.
IV. Land Use Alternatives Analysis

Stanfield is composed of three interrelated, but geographically distinct, sub-areas (see Figure 9, Analysis Sub-areas):

- **The North Area** begins at the northern UGB and extends south to the U.S. Reclamation Service irrigation canal and the relatively steep slopes descending to the downtown core area. The canal and the hill form natural boundaries, as well as providing a physical and visual transition, between the North Area and the Central Area.

- **The Central Area** includes the downtown core, and the residential and other uses surrounding it, which lie in a broad, shallow valley. The Central Area extends south to Ball Road, south of which Highway 395 curves to the southeast and begins to climb out of the valley.

- **The South Area** extends from Ball Road to Interstate 84, which forms the southern UGB. At Ball Road, the character of Highway 395 changes from a downtown thoroughfare with many street intersections and driveways within the Central Area to a limited access rural highway south of the Ball Road intersection.

The existing Comprehensive Plan and Zoning Map reflect the topography of the planning area, providing for a mix of land uses within each sub-area. Radical restructuring of the mix of land uses for any of the sub-areas does not appear warranted, but refinement of those plans by sub-area will improve coordination of land use and transportation.

The following general recommendations and urban design principles will be applied in the sub-area studies below.

**General Recommendations**

- The existing plan and zoning maps provide for more commercial activity locations than may be needed and locate bands of high-density residential use along Highway 395. This pattern may produce a monotonous highway strip pattern. A preferable strategy is to provide landscaping and a series of land use transitions that can be seen by travelers on Highway 395. The landscaped edges will provide buffers adjacent to the highway, and paths within them can provide protected routes for recreational and practical travel by pedestrians and cyclists.

- Access management principles favor reducing the number of highway access points and segregating local and regional traffic routes. This strategy will help reduce congestion and conflicting turning and merging movements, and will improve safety for motorists, bicyclists, and pedestrians.

- Planning and zoning for industrial uses north of the downtown area will tend to generate additional truck traffic on Highway 395 through the downtown. Designating more of the needed industrial land acreage in the South Area, close to I-84, will create a competitive advantage for firms that require good access, and will help reduce truck traffic downtown.

- Commercial activity should be concentrated at a limited number of identifiable centers along Highway 395. They should be visible from the highway, but have vehicular access from a collector or local street intersecting the highway at a signalized crossing. Employment and residential areas should be located within a short distance of the commercial centers, with access to it via local streets, sidewalks, and pedestrian/bike paths.
Stanfield Community Visioning and Buildable Lands Inventory Project

Analysis Sub-Areas
To provide for needed housing in a range of styles, types, and price ranges, and to promote housing affordability in the community, add a new Medium-Density Residential (MR) district. Mobile home parks would be allowed, as well as attached single-family dwellings and multifamily (apartment and condominium) development ranging from 6 to 10 dwelling units per gross acre.

To accommodate the needs of industrial development prospects that will add capital values to the tax base and jobs to the local economy, greater flexibility is needed within the Heavy Industrial (HI) zone. By allowing a greater variety of uses in the HI zone, the City will be able to encourage the development of light industrial centers.

Figure 10 is a diagrammatic matrix of land use alternative concepts.
<table>
<thead>
<tr>
<th>PLAN CONCEPTS</th>
<th>EXISTING PLAN</th>
<th>FOCUSED NODES (DESIGN CONTROLS)</th>
<th>DOWNTOWN EMPHASIS (ZONING CHANGES)</th>
</tr>
</thead>
<tbody>
<tr>
<td>NORTH OF CANAL</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>DOWNTOWN</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>BALL TO I-84</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**KEY:**
- COMMERCIAL
- MULTI-FAMILY
- SINGLE-FAMILY
- INDUSTRIAL

Stanfield Community Visioning and Buildable Lands Inventory Project

Diagrammatic Matrix of Land Use Alternatives Concepts
Urban Design Principles

- Create distinct neighborhood centers whose character contributes to a sense of unique identity for surrounding residential and employment areas. A well-rounded neighborhood center includes:
  - A focal point, which could be a gazebo, bandstand, formal gate or arch, sculpture, wall mural, or historic object(s), such as a stagecoach, steam locomotive, or wagon wheels;
  - Public open space, such as a small park, which may also be the location of the focal point;
  - Commercial activity suited to the needs of the local population, such as restaurants, stores, and offices;
  - Pedestrian-friendly streets with landscaping, pedestrian-scale lighting, and buildings whose entrances and windows are oriented to the street;
  - Safe and comfortable pedestrian access from residential neighborhoods and employment areas; and
  - Visibility from principal roadways (highways or arterials).

- Locate neighborhood commercial centers to achieve both visibility from the highway and a pedestrian-friendly orientation to local streets, so local trips to and from neighborhood commercial centers do not require travel on highways and arterial streets. This strengthens the relationship between local businesses and surrounding populations of residents and workers, while enabling motorists on the highway to recognize neighborhood centers and the firms located there.
- Locate housing adjacent to neighborhood commercial centers, at densities that will produce sufficient market demand for businesses whose goods and services meet local needs.
Locate employment areas for easy access to neighborhood commercial centers without requiring travel on highways or arterials.

Locate similar uses to face each other across the street, with land use types changing along alleys, rear lot lines, and side lot lines. For example, single-family homes should line both sides of local residential streets, transitioning to duplex structures or moderately sized apartment buildings at collector intersections. The larger structures will be more compatible with higher density apartment buildings, which may be located on the opposite side of the collector, or the two-family/moderate apartment transition to single-family pattern may simply be repeated on the other side of the collector street.

Implement collector streetscape requirements that produce a comfortable pedestrian environment. The following strategies are recommended:

- Require buildings, including residences, to be oriented with front or side yards along the collector. Street landscape maintenance tends to be neglected where rear lot lines abut collector streets, leading to a run-down, "fence-scape" character. Dense landscaping and/or increased yard setbacks along collectors allow buildings to have windows, porches, and entrances facing the street without being overwhelmed by traffic-related impacts, such as noise, glare, and lack of visual privacy.
- Maintain visual access beyond the sidewalk edge by limiting the height of walls, fences, hedges, or other physical or visual barriers to 4 feet or less.
- Provide a wide, landscaped area with tree plantings and other features that create a perceptual buffer between pedestrians and moving vehicles. This design strategy is especially appropriate where slopes or other site constraints make it difficult to comply with the design strategies listed above. In general, avoid confining pedestrians in a narrow space between moving vehicles and a tall fence, wall, or hedge.

Design the network of collector and local streets to provide non-highway connections among neighborhoods and employment areas. The resulting local access matrix helps segregate local trips from regional through-travel, so highways and arterials can serve their intended functions. While this structure helps avoid bottlenecks and congestion on primary roads, it is important that the design of the street network not encourage neighborhood "cut-through" traffic when congestion occurs on primary routes.
Manage access along highways and arterials by consolidating collector street crossings and turning movements at signalized intersections. Access management enables through-traffic to flow efficiently and safely by minimizing friction from turning movements at street intersections and driveways. Signalized intersections provide safe highway and arterial crossing locations for pedestrians, bicyclists, and motorists.

Locate mixed-use development to provide a transition between housing and commercial or industrial uses.

Concentrate retail downtown. Neighborhood centers outside the community's central business district should be of a size and tenant mix to serve local niche markets. Allowing too many location options for all kinds of retail commercial and services will weaken the downtown core.

Cultivate a network of open spaces and public greenways. A structure of public open spaces at key locations helps create a unique character for each local subdistrict. In addition to pedestrian-oriented streetscapes, paths that provide additional connections can be located along natural drainageways and other off-street locations.

North Area Land Use and Transportation

Existing Conditions and Plans

The existing plan and zoning designations in the North Area show Industrial Service Commercial (ISC) and Urban Holding (UH) on both sides of Highway 395. High-density residential (HR) and Central Commercial (CC) designations lie to the southeast along Highway 395, closer to the downtown area, with Mobile Home Residential (MR) behind the HR strip on the northeastern side of the highway. Three neighborhood commercial centers are indicated, one at Locust Street just north of the United States Reclamation Service (U.S.R.S.) Canal, and two (on both sides of Highway 395) approximately halfway to Feedville Road.

The offset alignment of the Rosalynn Drive and Canal Road rights-of-way with Highway 395 is awkward; they should be realigned to form a perpendicular, four-way intersection. The Panoramic Ridge of Stanfield plat creates a new Mamie Street intersection at Highway 395. Figures 11 and 12 show the Stanfield plan/zoning maps legend and Stanfield plan/zoning map B, respectively.

Recommendations

1. Reduce the number of neighborhood commercial locations, maintaining the commercial designations on the southwestern side of Highway 395 between Rosalynn and Mamie Streets.
2. Locate only one intersection along Highway 395 between Mamie Street and Feedville Road. The new street should be located generally north of the northeasterly bend in the U.S.R.S. Canal, which is southwest of the Highway 395 intersection (see Figure 13).
3. North of the new street intersection, use Highway 395 to separate residential and industrial/service commercial uses. Designate land on the northeastern side LR, and
Stanfield Community Visioning and Buildable Lands Inventory Project

Stanfield Plan/Zoning Map Legend

NOTE: No dwellings will be allowed within 150 feet of farm land outside the Urban Growth Boundary, the U-P Mainline, or the centerline of U.S. Highway 395 north of Harding Street and south of Ball Street.
Plan/Zoning Map ‘B’
CITY OF STANFIELD, OREGON
Comp Plan - 30 August 1983

Stanfield Community Visioning and Buildable Lands Inventory Project

Stanfield Plan/Zoning Map ‘B’
Stanfield Community Visioning and Buildable Lands Inventory Project

North Area Land Use and Circulation

FIGURE 13

7971203 5/10/99

SHAPIRO & ASSOCIATES, INC.
land on the southwestern side ISC, with Heavy Industrial (HI) behind that (north of the northeasterly bend in the U.S.R.S. Canal).

4. Require a deep building setback from Highway 395 and provide landscaped buffers with trees alongside the highway, including a pedestrian/bike path on the northeastern side, and possibly on both sides. A segregated path will encourage walking and bicycling for commuting, errands, and recreation.

5. Provide open space links from neighborhood streets and parks to the landscaped buffers and path(s) beside the highway. The trees and open space links into neighborhood areas will provide interesting visual elements for motorists on the highway, avoiding the monotonous series of back fences otherwise likely to result.

6. Require small parks in the platting and development of neighborhoods, located so no residences are more than 1/4 mile from at least one such park.

7. Realign the Rosalynn Drive/Canal Road intersection with Highway 395 to form a perpendicular crossing.

Figure 13 illustrates these recommendations.
Central Area Land Use and Transportation

Existing Conditions and Plans

Zoning in the Central Area provides for a commercial/mixed-use downtown center, with industrial uses to the west and housing to the east (Figure 14). However, the mixed-use Residential Commercial (RC) zone allows housing only at low densities. Parks and open space, including school play fields, are located both to the east and west of the downtown core area.

Redevelopment and, to some extent, investment in maintenance of existing property in the Central Area is constrained by the extensive floodplain boundary. This has created a pattern in which a few newer mobile homes have been sited atop mounds in order to have their floor levels above the flood hazard elevation established by the Federal Emergency Management Agency (FEMA). These stand out in comparison to the older, and lower, housing stock, some of which is very well cared for, but much of which has not been maintained consistently.

Street rights-of-way are generally wide in the downtown area, but paved streets are narrow and typically not located on-center within the right-of-way. Apparently in some areas, sidewalks located near the edges of rights-of-way have been covered with deposits in past flood events and basically abandoned. This creates confusion about property ownerships throughout much of the historic town.

Commercial storefronts in the downtown core are mostly in bad repair, and many spaces are vacant. The City offices and library face each other across Coe Avenue in the block west of Highway 395, but are not surrounded by active commerce at this time. A small grocery store is located on the eastern side of Highway 395 at Furnish Avenue. Both new construction and renovation of existing buildings are complicated by the need to elevate finished floors by approximately 3 to 4 feet above existing grade because of the FEMA flood hazard elevation.

The community has attempted to identify a strategy for reducing or eliminating the FEMA floodplain constraint. Increasing the flow capacities of structures downstream from the downtown area might result in adjustments to the designated floodplain boundaries; however, this study does not include estimates of the effect of such measures. Costs for engineering and construction, and for obtaining changes through FEMA processes, appear to be prohibitive at this time.

Recommendations

1. Develop a street scheme for downtown storefronts, incorporating elevated floors with walk-up entrances to front porches and doorways, and ADA-accessible doors set back from the street far enough for ramps to be provided within or outside buildings (Figure 15). This approach could be used to create a good street-front relationship at the Stanfield Post Office. (An interesting example of streets and buildings with elevated floors is found in Portland’s Pearl district, where converted industrial buildings have floors at truck loading platform level.)

2. Identify Coe Avenue as Stanfield’s “Main Street.” Given the amount of traffic anticipated on Highway 395, a street perpendicular to the highway will be better able to create and sustain a comfortable pedestrian environment.

3. Use a center median, street trees, and other street landscaping, such as hanging flower baskets, to emphasize the intersection of Highway 395 and Coe Avenue. Clearly
Amended as above 13 June 1984

Stanfield Community Visioning and Buildable Lands Inventory Project

Stanfield Plan/Zoning Map ‘A’
Raised Sidewalk & Parallel Porch

Street Trees Parking

Coe Avenue

HC Access

Raised Porch

Sidewalk & Street Trees

Parallel Parking

Stanfield Community Visioning and Buildable Lands Inventory Project

Elevated Floor Remodeling Concept Examples

FIGURE 15

SHAPIRO & ASSOCIATES, INC.
Proposed Comprehensive Plan and Zoning Designations
City of Stanfield, Oregon

No changes proposed in this area. Refer to the adopted plan zoning maps 'A' and 'B'.

*Proposed new street alignments are conceptual only; refer to TSP for further guidance.

Base map from Umatilla County Assessor, 1996

7971263 5/10/99
mark pedestrian crossings, and provide curb bulb-outs to shorten crossing distances and widen sidewalks at the corners. Locate parking on Coe Avenue far enough from the intersection to avoid congestion (ensure that stacking of vehicles does not result in cars blocking travel lanes on Highway 395; see Figure 16).

4. Create a program of flexible standards for the use of the right-of-way by properties fronting on it. For example, allowing picket fences based on required setbacks from existing pavement edges or shoulders would allow owners to define yards (semi-private space) without conflicting with adequate circulation.

5. Allowing fill to be placed around homes, creating a platform yard that slopes down near the street rather than right around the structure, will reduce the “house on a hump” appearance of some homes. However, such fill implies the displacement of flood waters, and may require a cut-and-fill balancing approach on a site-by-site or regional basis (see Figure 17).

South Area Land Use and Transportation

Existing Conditions and Plans

Land in the South Area is designated for Tourist Commercial (TC) use along Highway 395 immediately north of I-84. To the west behind that zone there is a large land area designated for Moderate Density Residential use, which is also designated an urban reserve. A neighborhood commercial site is indicated on the southwestern side of Highway 395, centrally located between the intersections of Edwards Road and Dunne Street. A High Density Residential corridor extends along both sides of that segment of Highway 395, with Medium Density Residential behind it on both sides (Figure 18).

The local street access concept in this area involves a new intersection with Highway 395 at the neighborhood commercial location; however, this location results in intersections spaced too close together to meet ODOT standards for the highway. The draft Transportation System Plan (TSP) currently in process identifies Dunne Street as becoming a north-south collector, providing controlled (signalized) local access across the highway. It is anticipated that access to Highway 395 will be closed from Ball Avenue, and from Main Street on the southern side of the highway, when Dunne becomes the new highway intersection point (Figure 19).

Recommendations

1. The urban reserve areas east and west of the TC zone provide excellent opportunities for employment development, particularly HI and ISC activities. Offering large acreages and excellent access to I-84, the area is an ideal focal point for industrial development that will not require truck traffic to pass through the downtown area. HI zoning should be located adjacent to the railroad tracks, with ISC-zoned land providing the transition to the residential farther north, closer to downtown Stanfield.

2. A neighborhood shopping center (NC zone) should be located west of the realigned Edwards Road/Highway 395 intersection, with access from the collector streets on its western and southern sides rather than from the highway. This location is well situated to serve the convenience shopping needs of businesses to the south, residents to the northwest, and residents to the north, who will cross the highway at Edwards Road. Bicycle and pedestrian access also can be achieved by a path alongside Highway 395, described in the next paragraph.

3. A pair of parks is shown on both sides of Highway 395, roughly mid-way between the Dunne Street and Edwards Road intersections. In addition to serving local neighborhood needs, these parks provide a connection to pedestrian/bike paths within
Stanfield Community Visioning and Buildable Lands Inventory Project

Central Area Residential Streetscape Plan View and Section Elevation
Stanfield Community Visioning and Buildable Lands Inventory Project

Stanfield Comprehensive Plan Map 'C'
Stanfield Community Visioning and Buildable Lands Inventory Project
South Area Land Use and Circulation

FIGURE 19
landscaped buffers along Highway 395. In addition, these open spaces provide a visual change for travelers on the highway. There is potential for a passage underneath Highway 395, providing a grade-separated crossing for pedestrians and cyclists, and linking neighborhoods that will otherwise be completely segregated by the highway.

4. The local access and circulation system needs to manage the conflicting demands of industrial freight movement, work commuting, household travel by car (e.g., errand running and travel for school and recreational activities), and bicycle and pedestrian travel for a wide variety of purposes. In the land use and circulation diagram:

A. Dunne Street is designed as a collector serving travel with predominantly residential origins and destinations. It extends south of Highway 395, then turns to run parallel to the highway. It travels southeast through a General Residential (GR-A) area, goes by a park, passes through a MR area, and serves the neighborhood shopping center. At its southern terminus, it forms a ‘T’ intersection with a new east-west collector that intersects Highway 395 opposite the realigned Edwards Road.

B. Edwards Road’s intersection with Highway 395 is realigned to the west in order to form a perpendicular four-way crossing. On the southwestern side, a new industrial collector street extends west to reach Main Street. It provides industrial and commercial uses with direct access to a signalized intersection at Highway 395.

C. A new street extends west from Highway 395 approximately 1/4 mile north of the I-84 interchange, passing through the TC-zoned area. This new street provides access to the HI-zoned land located south and east of Feed Canal and railroad right-of-way. It also provides an opportunity for the Pilot truck stop facility to expand northward, relocate its primary entrance on the new street, and close its direct truck access driveway from Highway 395.

D. To ensure there are two access routes into the heavy industrial area, a new street extends south from the neighborhood center to cross Feed Canal and intersect the new street described in the paragraph above. This roadway is the only additional proposed crossing of Feed Canal. Its intersection is offset from Dunne Street to discourage industrial truck traffic from using Dunne Street as an alternative to Highway 395.

E. The southern extension of Main Street transitions into an east-west street that meets Foster Cemetery Road, whose eastern terminus becomes a ‘T’ intersection with the new north-south street, just north of Feed Canal.
V. Implementation - Action Plan

To successfully mobilize community effort toward realization of a community vision, the City of Stanfield and its citizens must take steps that prepare the community to respond quickly when opportunities to act arise. Long-term planning is a critical factor for success. Identifying activities, large and small, that will contribute to success and initiating them right away are also essential. However, future opportunities to take major, concrete steps toward realizing key elements of the vision may appear very suddenly and disappear almost as fast, if the community is not able to respond coherently when they arise. It is therefore important to create an action plan that addresses multiple issues simultaneously.

The cornerstone of Stanfield’s Action Plan needs to be an economic development strategy, discussed in detail in the Programs section below, that will:

- Identify economic sectors, industries, and firms able to take advantage of the community’s unique location and transportation opportunities;
- Identify, in the City’s UGB, target areas for industrial development that will add capital values to the tax base and jobs to the local economy;
- Identify and prioritize capital improvement needs to serve those areas;
- Compile a working list of potential strategies for funding capital improvements, when bona fide candidate firms are identified; and
- Cultivate a group of Stanfield citizens able to act as “Industrial Ambassadors” to establish relationships with firms and economic development professionals outside the community.

This action plan provides a three-prong approach that includes Policies and Plans, Projects, and Programs.

**Policies and Plans** - City policies and plans need to be amended to ensure consistency with the community vision and to position the community for achievement of key objectives.

**Projects** - Projects need to be identified and funded to ensure that access, utilities, and other development requirements can be met as development opportunities arise.

**Programs** - Programs are the on-going activities that support community pride, contribute to a local identity consistent with the community’s desired future, and help achieve goals and objectives set by the community.

Action plan strategies are listed below.

**Policies and Plans**

1. **Refine and formally adopt the Community Vision Statement.**

The Community Vision Statement presented in this report needs to be considered, refined, and adopted by the community. Thereafter, it will be implemented through a variety of means, including regulations, projects, and programs outlined in this report.

Responsibility: Planning Staff, Planning Commission, City Council

Timeline: Complete - April 1999
2. Refine, coordinate, and adopt amendments to the City's Comprehensive Plan, land use zoning, Transportation System Plan, and associated implementing ordinances.

The land use alternatives analysis recommendations in this report produce a land use pattern suited to the anticipated housing, transportation, and economic growth needs of the community. The recommendations include adding a “MR Medium Density Residential” District, allowing a wider variety of housing types at 6 to 10 DU/gross acre. The recommendations should be incorporated in community plans and ordinances, to guide current and future land use and capital improvements decisions.

Responsibility: Planning Staff, Planning Commission, City Council
Timeline: Complete - June 1999

3. Amend land use regulations to implement neighborhood quality and infill/redevelopment concepts, and incentive measures.

Within the larger framework of land use designation changes, new standards and development requirements are appropriate to ensure that development contributes positively to the overall quality of life in Stanfield. Specific requirements are needed in the following key areas:

- **Housing types and densities** (lot sizes, housing types, flag lot standards)
- **Streetscape** (pedestrian amenities, right-of-way widths, yard filling and slopes, flood storage functions)
- **Access and connectivity** (regional highway functioning, local circulation network, avoidance of conflicts among vehicle types/travel modes, bicycle and pedestrian facilities)
- **Neighborhood quality/community identity** (economic and social role of downtown Stanfield, parks and open space networks, orientation of buildings)

Responsibility: Planning Staff, Planning Commission, City Council
Timeline: Complete - June 1999

4. Consider creating a downtown vitality district overlay zone.

To establish a special set of infill, redevelopment, and adaptive reuse standards and incentives in the downtown core area, a special overlay zone could be adopted. The overlay zone would define a target area within the downtown and offer incentives, such as streamlined permitting, deferral or waiver of fees and charges, reduced lot sizes, increased residential densities, and alternative requirements with respect to parking and other specifications in the code.

Responsibility: Planning Staff, Planning Commission, City Council
Timeline: Complete - June 1999
5. **Manage growth through annexation.**

The supply of land available for urban development, and the directions in which growth occurs, can be managed by the City to encourage downtown vitality while achieving objectives needed for development in the North and South Areas.

For example, helping a significant new employer locate in the community can provide the impetus, and part of the increase in capital (taxable) values, for making public facilities improvements. In this circumstance, financing assistance, such as Industrial Development Revenue (IDR) bonds, may be obtained from the Oregon Economic Development Department (OEDD).

A set of policies to govern annexations should be prepared and adopted. Note that if this approach is followed, it is important that development not be permitted just outside the City on land under county jurisdiction.

Responsibility: Planning Staff, Planning Commission, City Council

Timeline: Initiate project - June 1999

**Projects**

1. **Pursue reconsideration of FEMA flood regulations as they apply to Stanfield.**

Several community leaders are interested in steps that can be taken to reduce the severity of floodplain regulations, and associated flood insurance costs, that affect Stanfield. Although efforts to make physical improvements in canals, ditches, and drainage ways can be costly, that expense should be weighed against potential increases in property values that may result from easing the impact of the official floodplain designation in the downtown area.

Responsibility: Community leaders, City staff, and civil engineering consultants

Timeline: Initiate project - June 1999

2. **Encourage street tree plantings.**

An urban forestry plan should be prepared and adopted to encourage planting street trees in the downtown area, in old and new neighborhoods, and along landscape buffer strips along Highway 395 in the North and South Areas. Installation of street trees should be required with new development and with any local street improvement project conducted by the City. Urban forestry grants are available from the State Department of Forestry. Grants can be used to develop street tree plans and planting programs.

Responsibility: Planning Staff

Timeline: Initiate project - June 1999

3. **Improve public facilities/utilities.**

Key public facility improvements are outlined in public facility master plans. Facility master plans should address provision of domestic water and sanitary sewer services, and water quality and stormwater drainage concerns associated with development along
drainage ditches. Based on initial analysis, strategies for new infill development are not expected to increase development density to a degree that would cause planned improvements to be overburdened. However, it is important that the City make informed choices about where to grow based on the availability, or potential to achieve the installation of, needed services.

Responsibility: Varies
Timeline: Varies

4. **Improve streets and sidewalks.**

The Transportation System Plan currently is being updated. Upon completion, priorities will be developed for street and sidewalk improvements. Strategies for new infill development are not expected to overburden planned street improvements.

The proposed landscaped buffers and pedestrian/bike paths along Highway 395 in the North and South Areas are an important element of Stanfield’s overall circulation system and should be adopted as development requirements in those areas. Adjustments in average lot size requirements, density bonuses, and/or transfers of development rights can provide some compensation for owners whose property must comply with those requirements because it is adjacent to the highway.

Responsibility: Varies
Timeline: Varies

**Programs**

1. **Prepare an economic development strategy and community profile information.**

To build on latent strengths and economic opportunities, Stanfield should work with agencies and programs, such as OEDD’s Key Industries program, to target firms and industries whose needs are compatible with Stanfield’s community vision, physical setting, and regional labor market. Active efforts by concerned citizens to attract such firms can influence their location decisions. Value-added processing of raw agricultural products, retirement care, tourism, and transportation-related industries, such as distribution, all have been identified as potential economic arenas to consider pursuing actively.

The following specific action steps are recommended:

- Building on the Community Vision Statement and land use changes (when adopted), clarify economic development objectives in a written Economic Development Strategy adopted by the City Council.
- Identify public facilities needs by sub-area and integrate capital improvements planning with the Economic Development Strategy.
- Use the Economic Development Strategy to communicate to industrial development prospects how the City has prepared to accommodate their needs, such as by rezoning land for industrial use and streamlining approval procedures.
- Identify potential funding sources and how they can be applied to Stanfield’s circumstances, including consideration of “what-if” scenarios that enable the community to prepare to meet opportunities as they arise. Research should include
opportunities at the federal, state, and local levels, such as Community Development Block Grant (CDBG) funds (federal funds administered through county community development departments), OEDD programs (state), and the potential benefits of local tools, such as formation of urban renewal districts. Private, non-profit organizations, such as Rural Development Initiatives (RDI), are additional sources of grants, technical assistance, and other help.

- Prepare materials that supplement economic profile data available from OEDD and/or regional economic development agencies, providing Stanfield’s unique perspective on its own merits.
- Identify a core group of Stanfield “Industrial Ambassadors” to actively pursue contacts with firms in target industries or sectors, begin a dialogue with them, gain an understanding of their site selection needs and priorities, and keep them aware of Stanfield’s specific interest in them; in short, begin “personalizing” their knowledge of Stanfield.

Responsibility: Community leaders, City staff, Oregon State agency representatives

Timeline: Initiate project - June 1999

2. **Cultivate a historical perspective of Stanfield’s past that sets the tone for its future.**

Historical research provides many communities with “hooks” that attract tourists to historic districts, museums, and other attractions; however, the benefits of such background work are not limited to tourism development. Several themes that are part of Stanfield’s history have helped create the present community, such as rail, stagecoach, and highway transportation, irrigation canals, and flooding issues. It is likely there are interesting historical anecdotes about the people who first settled in the area. This information can provide background for a community identity project that focuses people’s attention on the town’s future.

The Year 2000 millenium provides an excellent opportunity to regroup and think creatively about the future. The effort should include activities for school children, their parents and other adults, civic leaders, and senior citizens. The process of jointly pursuing a common understanding and working toward a shared future helps people re-commit to their community, acquire a deeper understanding of issues and needs, and take part in solutions.

Responsibility: Community leaders, City staff, and state, county, and local historical society members and enthusiasts

Timeline: Initiate project - April 1999

3. **Make use of financial incentive programs.**

To enhance the feasibility of infill development, the City should consider using the following financial incentives:

- Systems Development Charge (SDC) reductions/waivers
- Streamlined approval process
- Cost reimbursement
- Access to public financing, such as Local Improvement Districts (LIDs) or revolving funds
Designated public investment areas

See the Incentives section below for descriptions of these incentives.

Responsibility: City Staff, Planning Commission, City Council
Timeline: Initiation - June 1999

4. Assist the public proactively.

Local staff can use a variety of tools to encourage development consistent with the community vision and neighborhood quality concepts. A staff person can be assigned the role of “ombudsman” to assist developers through the permitting process.

Responsibility: City Staff
Timeline: Initiate project - June 1999

5. Organize community enhancement/clean-up programs.

The use of community clean-up campaigns can help make areas that are currently undesirable more attractive for new development. Many communities conduct annual or semi-annual programs to pick up unwanted items, such as stoves, refrigerators, car parts, or yard debris. These clean-up programs can greatly enhance the image of a neighborhood and instill pride in the community.

Responsibility: City Staff, Public Works Department, business sponsors, individual volunteers
Timeline: Initiate project - June 1999

6. Market/promote the downtown area.

Infill development can complement the downtown area of Stanfield. New housing and businesses within walking distance of the downtown provide the opportunity for this area to grow and prosper. “Main Street” programs are a means of encouraging development in the downtown.

Responsibility: City Manager, business sponsors, individual volunteers
Timeline: Initiate project - June 1999
VI. Incentives and Strategies

A variety of incentives are available to enable the community to direct resources and foster development consistent with the Community Vision. In addition to financial incentives, incentives can include regulatory modifications, operational changes, and education. Each of these categories is discussed below.

Financial Incentives

1. **Recapture of infrastructure cost for pioneering developments.** The system should reward developers whose projects meet local public policy and community objectives. Too often, the first development (or pioneer) gets saddled with constructing infrastructure elements that are oversized for the needs of the actual initial project, in order to produce sufficient system capacity to meet future requirements. Typically, subsequent developments take advantage of that initial infrastructure investment without bearing their fair share of its cost.

   Possible solutions include:
   - A developer “pay-back” system, in which a developer who extends services obtains a cost recovery agreement with the City. The City collects fees from future developments as they tie into those services, and reimburses the original developer.
   - A City/non-profit “pay-back” system, in which the City or a non-profit organization pays the up-front cost or finances the service extensions. Future developments then repay the City or non-profit organization through connection fees or other mechanisms.

   Note that several legal and practical issues are associated with implementing this type of incentive program; however, a number of Oregon communities have experience implementing such ordinances.

2. **Infill housing finance.** Infill projects close to the traditional downtown center will help to vitalize the “Main Street” business district. However, infill developments will likely appeal to a different market segment from those served by Stanfield’s current and planned housing types, and buyers may need access to non-traditional financing mechanisms.

   Encouraging home ownership, rather than having infill occur exclusively for a rental multifamily market, may be of particular importance. Home ownership programs offer benefits that include: providing a wider market for infill housing products, encouraging residential pride in the neighborhood, defusing opposition from neighboring properties with more traditional lower density developments, and opening opportunities to the “American dream” for households otherwise excluded from ownership.

   Financial incentives to encourage home ownership and first-time home buyers of moderate means typically involve one or more of the following elements:
   - Reduced down payment requirements or down payment assistance, such as a “soft second mortgage,” for which no payments are due until the house is eventually resold. Upon resale, a formula for recapturing a portion of “shared equity” often is applied.
   - Below-market interest rates through a public source, such as CDBG, a public-private partnership, such as a lender consortium, or a combination of sources.
c. Transition to work programs, which may be of increasing significance with welfare reform. For example, the federal Families Self Sufficiency (FSS) program enables residents of low income public housing to accrue funds in escrow accounts after completing a program, such as workforce training. These funds can then be applied to purchase of homes in the private market.

3. Fee waivers/reductions. Waiver or reduction of fees (e.g., SDCs, hookups, impact fees, etc.) for specific desired product types may be appropriate for the following reasons:
   - In an existing developed area, the infrastructure already has been paid for (e.g., the street, sewer, or water line may be in place already).
   - Sufficient capacity is already available and does not need to be up-sized. Note: This will be true in some but not all cases.
   - New infrastructure is needed, but is less expensive on a per-dwelling-unit basis because of a higher density form of development.

The rationale for the City to assume these costs includes benefits such as better utilization of existing infrastructure and avoidance of the cost of urban sprawl.

4. Formation of Improvement Districts. LIDs can provide infrastructure improvements in areas where infill is being restricted by substandard improvements, and where the market cannot absorb the improvement costs. Using LIDs to create access and/or utility improvements for a group of infill lots can make development of all the lots more affordable. The LID process also offers a realistic method of financing the completion of full-street improvements after a half-street is installed. The method of assessment may depend on the level of access provided.

5. Tax Increment Financing (TIF). TIF provides dedicated public funds for planned physical improvements in a specified area. The process requires establishment of an urban renewal district and an urban renewal board. Tax increment funds accumulate through increases in property values in the renewal district; the renewal board freezes current tax revenue at its present level within the renewal district, then retains incremental increases in revenue that result from rising assessed values within the renewal district. These proceeds are dedicated to improvement projects within the renewal district.

Regulatory Modifications

1. Narrower Streets and Accessways. Infill can be encouraged by allowing narrower streets and accessways, which tend to reduce development costs and provide greater flexibility in site development.

2. Reduced Setbacks. Reducing setbacks to allow more units and/or building square footage can be a strong infill incentive by providing greater flexibility in site development. Zero lot-line and attached housing also offer innovative approaches.

3. Higher Densities. Infill development can be encouraged by allowing additional units (i.e., accessory or “mother-in-law” apartments) in single-family zones. Standards for the additional units need to maintain the character of the existing neighborhoods.
4. Half-Street Improvements. The use of “half-street” improvements encourages infill by allowing a property owner/developer to construct a portion of a public street to serve new development. Generally, a half-street improvement will require approximately 20 feet of pavement (fire access) along the edge of a property, with the remaining street section to be provided by future development on the abutting property. A factor in allowing half-street improvements is the timing and financing for improving the second half of the street.

Operational Changes

1. Expedited Review. Expedited staff review can encourage infill development by assuring a timely approval and eliminating uncertainty in the approval process. This requires clear and objective administrative standards and fewer opportunities for appeal.

   a. Streamlined Review - Streamlining of staff review for infill projects can be accomplished by resolving issues at pre-development meetings for infill projects. These meetings give the City the opportunity to set forth the basic requirements for approval.

   b. Time Commitment for Review - The City can pass an ordinance committing to a maximum administrative approval time for certain types of infill development. This will provide developers with benefits in time and costs for infill projects. In addition, an illustrative critical path schedule for infill projects can be prepared. The critical path would demonstrate the process and timing for infill development review.

   c. Clear Standards - The use of clear and objective standards will allow administrative decisions to be made efficiently. Standards that are clearly written and do not require the exercise of discretion by staff can eliminate the need for public notice and hearing requirements. These standards should be made readily available to applicants to provide certainty in the approval process.

2. Administrative Adjustments. The creation of administrative procedures for minor adaptations in development standards, often referred to as “adjustments,” can help an applicant get approvals in a timely way without committing substantial resources to a project. However, any adjustment process introduces uncertainty and should be relied on only to handle exceptional cases. For example, using a 10% dimensional rule for varying “clear and objective” standards, such as setbacks, provides an easy guideline for such minor adjustments.
Education

1. **Maintain Parcel Information Base.** Maintaining a database of infill parcels would provide prospective developers with opportunities to seek out an infill project and take advantage of the special provisions for these types of projects. This also should include notifications to the owners of the parcels that these special development provisions are available, should they decide to develop their property.

2. **Provide Prototype Information.** Infill can be encouraged by showcasing infill projects in Mt. Angel or other jurisdictions on a bulletin board or in handouts. This information can provide ideas for new applicants. A workbook of housing plans for small infill lots could be made available to builders and developers.

3. **Neighborhood Meetings.** Neighborhood meetings in areas with potential for infill development can preempt neighborhood opposition to increased densities by discussing the benefits of infill development (i.e., increased property values, reduced infrastructure costs, environmental benefits, design compatibility).
VII. Proposed Comprehensive Plan and Ordinance Amendments

The following recommendations for proposed amendments to the City's comprehensive plan, zoning and subdivision ordinances, and Transportation System Plan will assist the City in achieving the community's vision for Stanfield. These recommendations build on and refine the existing plan areas and will improve coordination of land use and transportation. They are intended to assist in providing a greater variety of housing choices and opportunities for industrial and commercial development.

Proposed plan and ordinance amendment concepts, discussed in detail below, include:

- A revised comprehensive plan and zoning designations map;
- Revision of the heavy industrial zone;
- A new medium-density residential zone;
- Additional definitions;
- Proposed neighborhood parks and pathway connections;
- Repeal or revision of Parks Alternative Procedure (money in lieu of land);
- Disallowing RV parks in the MR zone;
- Highway 395 access control provisions;
- Examples of ordinance language appropriate for implementing neighborhood quality and infill/redevelopment concepts in a downtown vitality district overlay zone; and
- Other ideas for further consideration, such as:
  - Establishing setbacks and dimensional standards for the Highway 395 pedestrian/bicycle parkway; and
  - Developing requirements for pedestrian access to neighborhood commercial sites.

A. Proposed Comprehensive Plan and Zoning Designations Map

Figure 20 contains a map indicating recommended land use designations consistent with the recommendations in the Stanfield Community Visioning and Buildable Lands Inventory report, January 27, 1999. Proposed new street alignments shown on the map are conceptual in nature and intended to illustrate street connectivity. The City's Transportation System Plan should be referred to for further guidance.

B. Revision of Heavy Industrial Zone, HI

Purpose: Provide greater flexibility of uses within the existing HI zone.

Identified need: To accommodate the needs of industrial development prospects that will add capital values to the tax base and jobs to the local economy, greater flexibility is needed within the HI Zone. By allowing uses currently permitted in the Industrial Service Commercial (ISC) Zone in the HI Zone as minor conditional uses, the City will be able to encourage the development of light industrial centers.

The following amendment is proposed for addition to the Stanfield Zoning Ordinance (No. 214-84) in the existing Section 3.150.

3.150 HEAVY INDUSTRIAL ZONE, HI
3.152 MINOR CONDITIONAL USES:
.03 Commercial and industrial uses in accordance with the Industrial Service Commercial (ISC) zone standards of this ordinance (Sections 3.140 - 3.147), except those uses listed in Section 3.153.

C. **New Medium-Density Residential Zone, MR**

Purpose: Provide a new land use zone for residential densities between the City's low-density single-family zone and its high-density multifamily zone.

Identified need: The City of Stanfield's current zoning has only one multifamily residential zone, HR, which allows between 10 and 30 dwelling units per acre. The MR zone allows a broad variety of housing types, both attached and detached, in the 6- to 10-dwelling units per acre range. The proposed MR zone will be conducive to construction of affordable ownership and rental housing that meets the needs and desires of the household types and income levels anticipated in Stanfield during the planning period. (See the Buildable Land Needs Report, and the Housing Needs Analysis in its Appendix.)

The following amendments are proposed for addition to the Stanfield Zoning Ordinance (No. 214-84) in the existing Section 2.10 and a new Section 3.20.

2.10 CLASSIFICATIONS OF ZONES:
.24 Medium Density Residential, MR

3.200 MEDIUM-DENSITY RESIDENTIAL ZONE, MR:
The MR, Medium-Density Residential Zone is intended to foster affordable and livable medium-density housing, including mobile home parks, conveniently located with respect to neighborhood shopping, employment and recreation areas, and community facilities. Privacy, public and private open space, recreation areas, adequate parking, and abundant landscaping are to be incorporated into developments in accordance with the standards in the following sections.

3.201 PERMITTED USES:
Subject to site plan review and notice to adjacent property owners:
.01 Detached or attached single-family dwellings (including manufactured homes, town houses, and patio homes) for rental or sale, including detached condominium units.
.02 Multifamily dwellings for rental or sale as condominium units.
.03 Mobile home parks, in accordance with the Mobile Home Park (MHP) zone standards of this ordinance (Sections 3.80 - 3.85).

3.202 MAJOR CONDITIONAL USES:
.01 Community facilities
.02 Park
.03 School
.04 Church or meeting hall
.05 Recreation complex

3.203 DIMENSIONAL STANDARDS:
.01 Density: Minimum of 6 and maximum of 10 dwelling units per gross acre.
.02 Parcel Size:
.01 Minimum 4,500 square feet for detached single-family homes; no maximum except that no development project as a whole shall be permitted to yield less than the minimum required density.
.02 Minimum 2,500 square feet per lot for attached housing on separate lots; no maximum except that no development project as a whole shall be permitted to yield less than the minimum required density.

.03 Minimum 4,000 square feet per unit for apartments, including duplex, triplex, and larger attached housing developments on a single parcel of land.

.04 No minimum parcel size for individual home sites within a common land parcel, such as in condominium, townhouse, or patio home developments.

.03 Lot Coverage:
.01 A maximum of 40% of the parcel area shall be covered by the principal buildings and any accessory structures.
.02 A minimum of 20% of the lot area shall be retained in yards and landscaping, which shall not be covered by impervious surfaces.

.04 Setbacks:
.01 Front: Buildings must be set back a minimum of 15 feet from the public street right-of-way.
.02 Side: Buildings must be set back at least 5 feet from side property lines, except no setback is required at the common wall along a property line between attached units.
.03 Rear: Buildings must be set back at least 10 feet from rear property lines.
.04 Special offset setback rule for zero-lot-line developments: Side and rear setbacks may be reduced to as little as zero when an easement recorded on the abutting property prohibits construction of any building within the combined width of the minimum setbacks that would otherwise apply.

.05 Building Height: maximum of 35 feet.

3.204 DEVELOPMENT STANDARDS:

.01 Building Orientation: Along local street frontages, the primary entrances of dwelling units shall be located along the street frontage. No vehicular parking or circulation areas shall be located between buildings and the public street, except driveways for the integral garages of rowhouse or townhouse units. Site and building design shall emphasize the appearance of separate units with private entrances, as viewed from the public right-of-way.

3.205 IDENTIFICATION:

.01 The number of each dwelling unit shall be clearly marked;
.02 Directional signs shall be provided to help visitors locate individual units;
.03 For multifamily complexes, the name and address of the housing complex shall be clearly displayed on or in front of the complex and at each access point. Such signs may be a maximum of 24 square feet and may be illuminated externally (i.e., by directing a shielded, externally mounted lamp toward the sign) or internally (i.e., by concealing lamps within the sign enclosure). Flashing or animated lights or directly visible bulbs or tubes (such as neon) are not permitted.

3.206 STORAGE REQUIREMENTS:
A minimum of 50 square feet of 7-foot-high enclosed storage area suitable for bicycles and other bulky items shall be provided for each unit. Such storage area may be external to, and not accessible from within, the living space of the unit.
3.207 LAUNDRY FACILITIES:
Common laundry facilities shall be provided in conjunction with all apartment developments containing 10 units or more, unless laundry facilities are provided in each unit.

3.208 RECREATION AND OPEN SPACE:
.01 For multifamily developments containing more than 4 dwelling units, a minimum of 400 square feet per dwelling unit of landscaped open space shall be provided in addition to the area contained within the required setbacks.
.02 For units with entrances on the ground floor, a minimum of 200 square feet of private open space shall be provided adjacent to each dwelling unit on the ground floor.
.03 For units with entrances on upper floors and not on the ground floor, a minimum of 100 square feet of balcony or terrace shall be provided.
.04 Private open spaces may be partially or fully screened from each other, and if on the ground floor, partially or fully screened from common areas.
.05 Recreation rooms and buildings can satisfy part of the open space requirement on a one-to-one square footage basis.
.06 For multifamily complexes with 10 or more dwelling units, play equipment must be provided in one or more specifically designated areas of the complex, unless the development is designed for adults only.

3.209 PARKING AND DRIVEWAYS:
.01 A minimum of 2 on-site parking spaces shall be provided for the personal use of each dwelling unit, except one-bedroom units and units reserved for senior citizens. At least 1 shall be covered; such spaces shall be readily accessible to the units they serve.
.02 For multifamily complexes, parking areas must be at least 20 feet from road rights-of-way; parking areas cannot encroach on front or corner yard setbacks; parking must be at least 15 feet from walls with windows, and separated from such walls by a landscaped berm at least 3 feet high; parking areas may be within 5 feet of side or rear property lines; trees and shrubs shall be provided around all parking areas (See also Article 9).
.03 The same setback and landscaping standards as apply to parking areas shall apply to driveways as well.
.04 All parking areas and driveways shall be paved.

3.210 LANDSCAPING:
All yard areas and portions of the site not built on except as used for parking, driveways, recreation facilities, and sidewalks shall be landscaped with ground covers, lawns, shrubs, and trees. At least 2 trees 10 feet high and 5 one-gallon size shrubs shall be provided per 1,000 square feet of landscaped yard area, in addition to street trees as required in Article 13. All property lines adjoining land in the GR-A, GR-B, or LR zones shall be provided with a 6-foot-high sight-obscuring fence and perimeter plantings of trees and shrubs.
D. Definitions

The following definitions are to be added to the lists of definitions in Stanfield ordinances (Subdivision Ordinance Section 1.13; Zoning Ordinance Attachment D; and other ordinances as appropriate):

Accessway. A strip of land providing a path for pedestrian and bicycle passage other than along a public street. An accessway may be located within a dedicated public right-of-way, or within a permanent public access easement on private property.

Highway 395 Pedestrian/Bicycle Parkway. A landscaped corridor along designated segments of U.S. Highway 395, in which a pedestrian/bicycle path segregated from vehicular travel lanes can be provided within the public right-of-way, or within a public access easement on private property adjacent to the right-of-way. The designated segments of Highway 395 are (1) north of the Feed Canal to the northern UGB (at Feedville Road), and (2) south of Ball Avenue to the southern UGB.

E. Neighborhood Parks and Pathway Connections

The following requirements for the location of parks and pathway connections in conjunction with development are proposed for addition to the Stanfield Subdivision Ordinance (No. 153-78) in Section 4.8(1)(c), and the Stanfield Zoning Ordinance (No. 214-84) in a new Section 2.80, with the appropriate adaptations cited in the text:

2.80 Neighborhood Parks and Pathway Connections [Zoning Ordinance] and 4.8(1)(c) Neighborhood Parks and Pathway Connections [Subdivision Ordinance]

.01 {Plats [Subdivision Ordinance]; Developments [Zoning Ordinance]} whose boundaries lie wholly or partially within 0.25 mile of the Highway 395 Pedestrian/Bicycle Parkway shall reserve land for neighborhood parks, and shall dedicate strips of land or public access easements for pathways between the Highway 395 Pedestrian/Bicycle Parkway and neighborhood parks and local streets.

.02 Park locations shall not be required to match exactly the “Park opportunity site” locations identified on the [Proposed] Comprehensive Plan and Zoning Designations Map, but shall be located on the same side of Highway 395 and between the same intersecting streets as shown on that map. A pathway separate from the public street right-of-way shall not be required for parks with frontage on streets that form signalized intersections, when the full length of such streets between the park and Highway 395 is improved with pedestrian facilities consistent with City ordinances.

.03 Figure 21 illustrates design strategies for linking neighborhood parks and local streets with the Highway 395 Pedestrian/Bicycle Parkway. To reduce potential safety hazards, parks should not be located with frontage on the Highway 395 right-of-way unless access to the Highway 395 Pedestrian/Bicycle Parkway is restricted to one or two points, with fencing, earthen berms, and dense landscape plantings precluding access at all other points. Unless a grade-separated pedestrian crossing of the
highway is provided, parks on opposite sides of Highway 395 shall not be located within 500 feet of each other as measured along the Highway 395 centerline, to avoid encouraging people to attempt to cross the highway at uncontrolled locations.

Figure 21. Neighborhood Parks, Pathways, and Highway 395 Pedestrian/Bike Parkway Concepts

1. **Park between Local Street and Highway 395**
The neighborhood park is located with frontage on one or more local streets, rather than along the highway. A pathway provides a pedestrian/bicycle link to the Highway 395 Pedestrian/Bicycle Parkway. Crosswalks alert motorists to pedestrian crossing locations.

2. **Park across Local Street from Highway 395**
The neighborhood park is located with frontage on one or more local streets, on the opposite side of the street from Highway 395. A pedestrian crosswalk and pathway provide a pedestrian/bicycle link to the Highway 395 Pedestrian/Bicycle Parkway.
F. Repeal or Revision of Parks Alternative Procedure (Money in lieu of land)

Purpose: Revise or eliminate provisions allowing development to occur without obtaining sufficient resources to provide needed parks and accessways.

Identified need: Subdivision ordinance provisions specify amounts for payment of money in lieu of park land dedications; however, the ordinance is outdated and the amounts are too low to enable the City to acquire land and provide parks.

The provisions of Subdivision Ordinance Section 4.8(1)(d) should be repealed. A method of allowing payment of funds in lieu of dedication of land and construction of improvements is desirable; however, a method based on Oregon state law requirements for the adoption of Systems Development Charges (SDCs) is the appropriate technique. The fees required by the current ordinance (the land area is divided by the minimum lot size, and the resulting figure is multiplied by $200) are unlikely to enable the City to provide sufficient park lands and facilities.

G. Disallow RV Parks in the MR Zone

To promote stable neighborhood environments in the MR zone, add “Medium-Density Residential” to the list of zones in which recreational vehicle parks are not allowed, in Section 3.191 of the Zoning Ordinance.

H. HIGHWAY 395 ACCESS CONTROL PROVISIONS

The following language is proposed by ODOT for inclusion in the City's Transportation System Plan:

Access Control Rights

Historically, owners of property abutting public roadways have enjoyed a common law abutter’s right of access to the roadway. However, to provide a transportation system that would accommodate changing public needs, legislation has been passed to modify the rights of access. Oregon Revised Statutes specify that, among other property rights, the right of access can be purchased or condemned as deemed necessary for rights-of-way. ODOT has purchased access control rights from many properties along state highways.

Once the state has acquired the access rights to a property, road approach permits can only be issued at locations on the property where the right of access has been reserved. These “reservations of access” give the property owner the common law right of access to the state highway only at specific locations, which are clearly identified in the deed where the property owner sold the right-of-way to the state. If the owner wants to gain additional access rights to the highway, they must apply for a “grant” of access.

There may be local street connections shown in this Transportation System Plan that will require modifying the existing access rights or gaining additional access rights to the state highway system. Review of this Transportation System Plan by ODOT does not imply tacit approval to modify or grant additional access rights. This must be accomplished by applying to ODOT for such modification or grant.

An “Indenture of Access” is used to modify existing access rights, such as moving or widening the reservation or lifting other restrictions that may have been placed on it. A “Grant of Access” is required to gain an additional access point to the highway and,
depending on the circumstances, may require payment to the state for the market value of the grant. Application for both the Indenture and Grant of Access is made to the local ODOT district office.

I. Other Ideas

The City may want to consider further exploration of the following ideas:

1. Setbacks for the Highway 395 pedestrian/bicycle parkway

   - Establish requirements for adequate building setbacks, landscaping, and access to the pedestrian/bicycle paths proposed along the Highway 395 corridor.

2. Dimensional standards for pedestrian/bicycle paths and pathways

   - Establish dimensional standards for pedestrian/bicycle paths and pathways.

3. Pedestrian Access to Neighborhood Commercial Sites

   - Commercial site planning requirements: To encourage reduced reliance on single-occupant vehicle travel and accommodate a variety of travel options, pathways shall be provided between residential neighborhood areas and non-residential places to which people travel, including, but not limited to, commercial developments at sites larger than 0.5 acre, employment zones, parks, schools, and social institutions, such as churches.

J. Infill and Redevelopment Ordinance Language

The following are examples of ordinance language appropriate for implementing neighborhood quality and infill/redevelopment concepts in a Downtown Vitality District Overlay Zone.

**Downtown Vitality District Overlay Zone**

**SECTION 1. Purpose.**

The purpose of the Downtown Vitality District Overlay Zone is to foster residential and commercial development in specific, established neighborhood areas to achieve the following community objectives: reduction of pressure to expand the community's UGB, more efficient use of existing infrastructure and services (i.e., streets, water, sewer, solid waste disposal), provision of affordable housing, and avoidance of secondary growth related to urban sprawl. Although development densities are based on the underlying land use zoning, the Downtown Vitality District Overlay Zone applies specific standards that encourage compatible development on vacant, underutilized, or partially used land.

The following standards are intended to allow greater flexibility for development within the Downtown Vitality District Overlay Zone. Except as specifically provided in this section, the standards and requirements of the underlying zoning, other sections of this ordinance, and the subdivision ordinance, shall apply.
SECTION 2. Area.

The boundaries of the Downtown Vitality District Overlay Zone encompass the downtown core of Stanfield and adjacent residential neighborhoods south of the U.S.R.S. Canal and north of Ball Avenue.

SECTION 3. Infill Development Definitions.

1) Infill Development. Infill development includes any land division or development action on land located within the Downtown Vitality District Overlay Zone.

2) Infill Local Street. A public street with a 28-foot-wide paved surface and a sidewalk on one side. Based on potential future alignment and connectivity, an infill local street is intended to serve no more than 25 dwellings (250 average daily traffic [ADT]). Two outlets are required.

3) Residential Lane. A 20-foot-wide private street within a 27-foot-wide public access easement. Based on potential future alignment and connectivity, a residential lane may serve up to 25 dwellings (250 ADT). A residential lane is intended to be used where incremental infill development offers the opportunity to create a connected street system. Two outlets are required.

4) Private Accessway. A 16-foot-wide private street within a 20-foot-wide easement or tract. Based on potential future alignment and connectivity, a private accessway may serve up to 12 dwellings (120 ADT), and two outlets are required.

5) Access Drive. A 12-foot-wide private street located within a 20-foot-wide easement or tract, serving no more than 6 dwellings units (60 ADT).

6) Pathway. An all-weather surface for walking with a minimum 2-foot width.

7) Pedestrian Facilities. Public transportation system elements whose design function is to accommodate walking, including sidewalks, pedestrian paths, and shared vehicle/pedestrian facilities, such as private accessways and access drives.

8) Pedestrian-scale Lighting. Lighting designed to illuminate pedestrian facilities, with a light source not more than 18 feet above the grade of the pedestrian facility, and within or not more than 5 feet away from the edge of the pedestrian facility, measured horizontally.

SECTION 4. Lot Size Reductions.

Minimum lot size requirements may be reduced in accordance with the two methods described below:

1) Dedications in conjunction with land divisions. Where land dedications for public rights-of-way or permanent parks and open space are accepted by the City Council through the subdivision or partition approval process, reductions to lot sizes shall be permitted on a one-for-one basis, up to the total square footage of dedications, subject to the following requirements:
   a) No parcel shall be reduced to less than 60% of the minimum parcel size established by the standards of the underlying zoning through the application of this provision.
b) Text or a table describing the allocation of rights-of-way, parks, and permanent open space area credits among platted lots shall be recorded as part of the plat drawings.

c) At the discretion of the City Council, permanent open space may be conveyed to a land trust, conservancy, or other organization formed to preserve land in an open space condition, in lieu of dedication to the public or conveyance of title to the City.

d) Reduced-size lots must provide a land area with dimensions sufficient to accommodate building(s) in accordance with the land use, setback, and other requirements of the district, without requiring variances.

2) Lot size averaging. To make better use of land at locations where strict application of minimum lot size requirements precludes efficient infill development, the size of some lots within a plat may be reduced in accordance with the following requirements:

a) No parcel shall be reduced to less than 60% of the minimum parcel size established by the standards of the underlying zoning through the application of this provision.

b) The average of the sizes of all the lots in the proposed plat shall not be less than the minimum lot size applicable within the district in which the property is located.

c) Reduced-size lots must provide a land area with dimensions sufficient to accommodate building(s) in accordance with the land use, setback, and other requirements of the district, without requiring variances.

SECTION 5. Street and Accessway Standards.

The following standards shall apply within the Downtown Vitality District Overlay Zone. Except as specifically provided in this section, the standards and requirements of the underlying zoning, other sections of this ordinance, and the subdivision ordinance, shall apply.

1) Incentive Street Design Standards. Infill development may use the street and accessway standards set forth in Exhibit A and depicted in Exhibit B. These standards are intended to allow greater flexibility in access width requirements for development.

2) Connectivity. Except at locations where connectivity is precluded by environmental or topographic constraints or by existing development patterns, streets, residential lanes, and private accessways shall be designed to extend through the lot or lots being served and abut adjoining property or streets, creating the opportunity to form a connected public access network. Private residential lanes, accessways, and access drives shall be covered by public access easements in a form approved by the city attorney. Cul-de-sacs, with maximum length not to exceed 400 feet, may be allowed at locations where connectivity is precluded by environmental or topographic constraints or by existing development patterns.

3) Lighting. Pedestrian-scale lighting shall be required as part of construction of infill local streets, residential lanes, private accessways, access drives, and pedestrian ways extending more than 220 feet between intersections with other transportation network elements. Maximum spacing between light fixtures shall be 80 feet.
# Exhibit A

## Street and Accessway Standards

<table>
<thead>
<tr>
<th>Infill Local Street&lt;sup&gt;1&lt;/sup&gt;</th>
<th>Pavement Width</th>
<th>Travel Lane</th>
<th>On-Street parking</th>
<th>Minimum R.O.W.</th>
<th>Sidewalk</th>
<th>Park Strip</th>
<th>Street Trees</th>
<th>ADT</th>
<th>Dwelling Units Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>28'</td>
<td>1 or 2</td>
<td>2 sides</td>
<td>35'</td>
<td>5' min. one side</td>
<td>not required</td>
<td>yes in easements</td>
<td>≤ 250</td>
<td>≤ 25</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Private Residential Lane&lt;sup&gt;1&lt;/sup&gt;</th>
<th>Pavement Width</th>
<th>Travel Lane</th>
<th>On-Street parking</th>
<th>Minimum R.O.W.</th>
<th>Sidewalk</th>
<th>Park Strip</th>
<th>Street Trees</th>
<th>ADT</th>
<th>Dwelling Units Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>20'</td>
<td>1 or 2</td>
<td>1 side</td>
<td>27' easement</td>
<td>5' min. one side</td>
<td>not required</td>
<td>yes in easements</td>
<td>≤ 250</td>
<td>≤ 25</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Private Accessway&lt;sup&gt;1&lt;/sup&gt;</th>
<th>Pavement Width</th>
<th>Travel Lane</th>
<th>On-Street parking</th>
<th>Minimum R.O.W.</th>
<th>Sidewalk</th>
<th>Park Strip</th>
<th>Street Trees</th>
<th>ADT</th>
<th>Dwelling Units Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>16'</td>
<td>2&lt;sup&gt;2&lt;/sup&gt;</td>
<td>no</td>
<td>20' (easement)</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>yes in easements</td>
<td>≤ 120</td>
<td>≤ 12</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Access Drive</th>
<th>Pavement Width</th>
<th>Travel Lane</th>
<th>On-Street parking</th>
<th>Minimum R.O.W.</th>
<th>Sidewalk</th>
<th>Park Strip</th>
<th>Street Trees</th>
<th>ADT</th>
<th>Dwelling Units Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>12'</td>
<td>1&lt;sup&gt;2&lt;/sup&gt;</td>
<td>no</td>
<td>20' (easement)</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>none</td>
<td>≤ 60</td>
<td>≤ 6</td>
</tr>
</tbody>
</table>

**Notes:**
1. Two outlets required.
2. Shared with pedestrians.
Recommended infill street standards

Infill Local Street
Up to 25 D.U.

Residential Lane
Up to 25 D.U.

Private Access Way
Up to 12 D.U.

Access Drive
Up to 6 D.U.

Exhibit B

Shapiro Associates, Inc.
4) Curb Radii. To reduce pedestrian crossing distances and slow traffic, the curb radius for local streets and access ways shall be no greater than 20 feet and no-less than 15 feet.

SECTION 6. Residential Development Standards.

The following standards are intended to ensure that infill development is compatible with existing buildings and neighborhoods, and therefore apply to new residential development within the Downtown Vitality District Overlay Zone.

1) Review Process for Single-Family and Two-Family Dwellings. Single-family and two-family dwellings shall meet the standards of this section and shall be subject to review by the City Planning Director or the Director's designee. Appeals of the Director's decision shall be to the Planning Commission.

2) Building Orientation. New residential buildings shall have their primary orientation toward the street and shall incorporate features such as front porches, windows, doorways, and paved walkways that connect to sidewalks (or other pedestrian facilities). Unless the curvature of the street makes it impractical, the primary residential structure shall be oriented so the front building line is parallel to the abutting street. Where public street frontage is not provided and lots are served by a private residential lane or drive, the fronts of residential buildings shall be oriented to the residential lane or drive.

3) Garage/Carport Location. Garages and carports shall be set back behind the front facade of the house by at least 5 feet. No more than 50% of the building frontage along the facade with the front door shall consist of garage or carport vehicle openings. The minimum setback for garages shall be 20 feet from the edge of the right-of-way or public easement line. For single-family and two-family uses, three-car garages are permitted only when the garage door for the third car is set back from the front wall plane of the main garage by at least 2 feet. A conditional use permit is required for garages accommodating more than three cars on a single-family or two-family lot. For purposes of this section, facade will include covered front porch meeting the requirements of Section 6.4 below.

4) Front Porches. Each dwelling unit shall have a usable covered, but not fully enclosed, outdoor front porch. Porch dimensions shall be a minimum of 6 feet in depth and 8 feet in length. Porches shall have a roof supported by boxed or rounded columns, and shall have a perimeter railing.

5) Trim and Details. Trim shall be used around the windows, doors, frieze, and corners of buildings. Details shall be used around the porch, fascia board, and window and door tops.

6) Development Pattern. Except as may be permitted through the planned unit development process, no more than four structures of the same design shall be permitted in a row.

7) Parking Location. With the exception of driveway parking, off-street parking areas and parking lots shall not be located in the front yard.
8) Fences/Walls. Fences and walls in front yards and corner side yards shall be no more than 3 feet in height within 15 feet of the street, public access easement, or driveway and shall not be solid in design. Along rear and interior side yard lines, walls may be solid and may be up to 6 feet in height.

9) Residential Front Yard Setback. In all residential zones, the minimum front yard setback shall be 20 feet, measured from the edge of the right-of-way or public easement line to the front of the structure. The minimum setback for garages shall be 20 feet from the edge of the right-of-way or public easement line.

10) Residential Dwelling Height. The maximum height permitted for a new dwelling on a R-1 or R-2 lot shall be 24 feet or the average height of the dwellings on all abutting parcels in the same underlying zoning district, whichever is higher. A taller dwelling may be approved with the written consent of all abutting property owners. The Planning Commission may approve a taller dwelling through a conditional-use process without the consent of abutting property owners.

SECTION 7. Additional Multifamily Residential Development Standards.

The following standards are intended to ensure that multifamily infill development is compatible with existing buildings and neighborhoods.

1) Review Process for Multifamily and Attached Dwellings. Multifamily and attached dwellings shall meet the standards of this section, and shall be subject to review in accordance with Section 20 of the zoning ordinance.

2) Building Orientation and Articulation. New multifamily and attached dwellings shall meet the following standards:

   a) Ground floor units located along a street shall include individual covered entry porches oriented to the street.
   b) Units shall be oriented with building fronts parallel to the street and side walls at right angles to the street.

3) Building Mass and Facade. To reflect the scale and shape of single-family dwellings, new development shall meet the following standards when facing existing single-family dwellings across a public street or when facing vacant property zoned for single-family development:

   a) Minimum front building setbacks shall be 15 feet;
   b) Building height shall not exceed 28 feet within 50 feet of the front property line;
   c) Building height shall not exceed 28 feet within 50 feet of the front property line;
   d) Buildings that include living space above the main floor within 50 feet of the front property line shall:
      - Include an upstairs deck or porch that faces the front property line with dimensions at least 6 feet by 8 feet.
      - Be designed so the living space above the main floor is within a sloping roof line that recedes from the front of the property at a slope no greater than 1:1. Dormers
SECTION 8. Accessory Dwelling Unit Standards

The following standards apply to and permit accessory dwelling units within the Downtown Vitality District Overlay Zone, allowing for a greater variety of compatible housing choices.

1) Accessory Residential Unit. An accessory residential unit is a second dwelling unit either within or added to an existing detached single-family dwelling, or constructed as a separate accessory structure on the same lot as the single-family dwelling. The accessory unit functions as a complete, independent living facility with provisions within the unit for a separate kitchen, bathroom, and sleeping area.

2) Density. One accessory residential unit shall be allowed as an accessory use to a primary dwelling on any residential lot that meets the minimum lot size of the applicable residential district.

3) Unit Size. An accessory residential unit shall not exceed 750 square feet in size and shall not have more than one bedroom or sleeping room.

4) Off-Street Parking. If on-street parking is available adjacent to the primary dwelling, no off-street parking shall be required for the accessory residential unit. If no on-street parking is available, one off-street parking space shall be provided for the accessory residential unit in addition to that required for the primary dwelling.

5) Building Height. The height of the accessory residential unit shall not exceed 30 feet.

6) Orientation and Access. For accessory residential units in structures other than the primary dwelling on a lot, a walkway shall be provided from the unit to the street on which the primary dwelling fronts. The walkway shall be a minimum of 2 feet wide and shall be finished with a hard, all weather surface. On corner lots, the accessory residential unit may be oriented to a different street than the primary dwelling and the walkway may be provided to a street other than the front street.

7) Detached Outdoor Area. A minimum of 400 square feet of usable outdoor space shall be assigned to the accessory residential unit.

8) Design Compatibility. In order to maintain an architectural character similar to the primary dwelling, the accessory residential unit shall have siding and roofing materials and exterior paint colors that match the siding and roofing materials and exterior paint colors of the primary dwelling.

9) Utility Hook-ups. Shared utility hook-ups may be provided for the accessory residential unit and the primary residence on the parcel.
with windows are permitted to rise above the sloping roof line;
e) No building plane that faces the street shall exceed 960 square feet (40 feet by 24 feet) within 30 feet of the front property line. No building plane that faces the street shall exceed 1,400 square feet within 50 feet of the front property line;
f) No building plane shall have a horizontal dimension greater than 40 feet;
g) If more than one building plane faces the property line and the building planes align at a common distance from the line, the building planes shall be horizontally separated by at least 20 feet to create a “courtyard” effect. For purposes of this standard, building planes shall be deemed to be at a “common distance” if the offset (horizontal distance) between the two planes is 12 feet or less.

4) Multi-family Parking, Site Access, and Circulation. Parking areas shall not occupy more than 25% of any street frontage. If garages are oriented to front on a street, the following standards shall be met:
a) Only single car garage doors are permitted.
b) Garage doors must be recessed at least 3 feet behind the front facade.
c) Driveways serving a garage shall be no greater than 8 feet in width.
d) Tandem garage parking is permitted to meet off-street parking requirements.

5) Definitions - Building Plane - A building plane is defined as a surface including a building wall that extends from the ground to the top of each wall of a structure. Area is determined by multiplying the length of each wall by the height. The plane does not include roof area. When a structure along a wall projects from the wall or is offset from an adjacent part by less than 4 feet, the structure is considered part of the building plane of the wall behind it. If the structure projects greater than 4 feet, it represents a separate building plane. If a building plane is at an angle in relation to the property line, the midpoint of the wall shall provide the point at which the plane and related distances are measured.
APPENDIX

Technical Memoranda:

Economic Incentives and Infill Strategies (E.D. Hovee and Company)

Transportation (Kittelson and Associates, Inc.)

Public Infrastructure (Anderson Perry and Associates, Inc.)
MEMORANDUM

To: Denny Egner, SRI Shapiro
From: Denise Whitney & Eric Hovee
Subject: Stanfield Implementation Strategies and Case Study Comments
Date: October 8, 1998

Based on discussion and a review of materials provided by SRI Shapiro at our recent meeting, this memorandum offers comments and suggestions regarding potential incentives to encourage downtown and infill residential development and the land use alternatives and roadway concepts delineated.

Many of the incentive suggestions are similar to those suggested for other projects. However, we focused the discussion to make these items relevant to the Stanfield situation. Comments are provided first on incentives, and second on specific community identity, land use alternatives, and roadway concepts.

We hope that these comments and suggestions are useful. Please let us know as questions arise or as we can provide further information.

Incentives and Infill Strategies

We have identified six strategies that may be useful to consider. These could be applied individually or as part of a more comprehensive combined strategy:

1. Recapture of infrastructure cost for pioneering developments. This is perhaps one of the most important yet difficult financial concepts to implement. Typically the first development (or pioneer) gets saddled with cost of infrastructure that may be oversized for the needs of the actual initial project. Later developments take advantage of the initial infrastructure investment — often paying less than their fair share. This amounts to a perverse incentive; we would suggest that the system reward those willing to jump in early with projects that meet local public policy and community objectives.

Possible solutions include:
- A developer “pay-back” system — where a developer who extends the services that in the future will serve other parcels or areas obtains a cost recovery agreement with the city. The city collects fees from future developments as they occur and reimburses the original developer.
An even more significant incentive (of more immediate benefit) would be a city/non-profit "pay-back" system — where the city or a non-profit organization pays the up-front cost or finances the service extensions. As properties develop, they would pay-back the city or non-profit organization.

We have not researched the legal issues associated with this type of incentive program. Further legal analysis would probably be necessary to suggest a specific mechanism (or options) that could be used for implementation.

2. *Filling in the street grid.* This approach applies in situations where extension of a street through existing private property may become necessary or desired with subsequent phases of development. Rather than attempting to force right-of-way dedication with land use restrictions, it may be more practical for the city to consider financial inducements. Examples could include:

- Willingness to negotiate for purchase of required right-of-way at fair market value.
- Up-zoning of remaining private property for higher density.

3. *Infill housing finance.* As we have discussed, the more dense infill projects will likely appeal to a somewhat different market segment than what is served by Stanfield's current and planned housing stock. Financing mechanisms suitable for non-traditional segments therefore could be critical to consider.

Encouraging home ownership — rather than developing exclusively for a rental multifamily market — may be of particular importance. Home ownership programs offer benefits that include: providing a wider market for infill housing products, encouraging residential pride in the neighborhood, defusing opposition from neighboring properties with more traditional lower density developments, and opening opportunities to the "American dream" for households otherwise excluded from ownership.

Financial incentives to encourage home ownership and first time home buyers of moderate means typically involve one or more of the following elements:

a. Reduced down payment requirements or down payment assistance. One particular vehicle is a soft second mortgage, for which no payments are due until the house is eventually resold. Upon resale, a formula for recapturing a portion of "shared equity" often is applied.

b. Below market interest rates (whether through a public source such as Community Development Block Grant [CDBG] or public-private partnership such as a lender consortium). Many programs provide a combination of these possibilities.

The following is an example from an infill program with single family homes priced at $106,000. A first mortgage of $74,550 is funded by a combination of private lender and reduced rate state bonding. A second mortgage (with deferred repayment) of $31,000 is funded partially through CDBG, and a down payment of $2,200 can either be paid in cash or borrowed.
c. Transition to work programs which may be of increasing significance with welfare reform. An example is the federal authorization of the Families Self Sufficiency (FSS) program, through which residents of low income public housing can accrue funding in escrow accounts after completing a program (such as workforce training) which can then be applied to purchase of homes in the private market.1

4. Permit expediting. The basic premise of this suggestion is that the development types the city wants to encourage should be as easy or easier to permit than traditional development. A starting point would be to designate the types of development desired as outright permitted uses rather than as conditional uses.

The zoning or development code could be written explicitly enough to articulate the types of product desired (e.g. desired character, set back, orientation, etc.). If a design review process were to be applied, the process should be no more cumbersome for the desired product types than for the traditional.

Other ideas consistent with those previously suggested include:

- Preparation of illustrative critical path schedules for desired downtown development and residential infill versus traditional development.
- Commitment by ordinance to a review process for these projects not to exceed a specific number of days.
- Guaranteed administrative approval of proposals (with no appeals) for projects that meet clearly specified adopted development standards.

5. Fee waivers/reductions. It may be useful to consider waiver or reduction of fees (e.g. SDCs, hookups, impact fees, etc.). Rationale includes:

- In an existing developed area, the infrastructure has already been paid for (e.g. the street, sewer, or water line may already be in place).
- Sufficient capacity is already available and does not need to be up-sized. Note: This will be true in some but not all cases.
- New infrastructure is needed but is less expensive on a per dwelling unit basis due to a higher density form of development.

It also may be useful to consider direct assumption or waiver of specified new infrastructure cost by the city. The city could be a catalyst by agreeing to assume all or some portion of the cost of such infill related items as alley construction or paving.

The rationale for the city to assume these costs includes benefits such as better utilization of existing infrastructure and avoidance of the cost of urban sprawl.

1 Previously (for Dayton & Mount Angel), we supplied materials illustrating these approaches drawn from programs with which Eric is involved as a commissioner for the Vancouver Housing Authority. These included a copy of a pertinent provision from the Code of Federal Regulations (CFR24) for the FSS program, and a flyer for down payment and closing cost assistance with manufactured housing. Our understanding is that other local housing authorities and nonprofits in Oregon may operate a variety of similar programs.
6. **Technical/design assistance.** As a final suggestion, the city could consider a program offering either direct technical services or agreement to front end a portion (or all) of costs for items such as:

- Residential design
- Site and infrastructure planning
- Market evaluation and/or referral to available special public-private finance programs.

**Community Identity Concepts**

The following comments reflect economic considerations that relate to the six top ranking possible Stanfield community identities:

- An *old-fashioned “Main Street” community* is certainly viable if the current Main Street commercial businesses are reasonably successful and the demand for commercial retail and services in the town center is not diluted by encouraging development of similar businesses outside this Main Street district.
- The identity of the area as an *agricultural economy* currently exists and could be enhanced by the possible location of Tillamook Dairy in Stanfield.
- The local reputation as an *historic and present railroad transportation hub* is reinforced by the location of Union Pacific Railroad Locomotive Shop west of Stanfield.
- The viability of Stanfield as a *retirement community* depends on the existing and anticipated age distribution of the community. If retirees represent a significant proportion of the current Stanfield population and if the community is able to attract services catering to this population, then Stanfield can develop a reputation as a retirement community.
- Given Stanfield’s geographic location close to a major northwest crossroads it is certainly worth the effort to have one well located ready-to-build industrial site. The site should be serviced by utilities, have no significant environmental or wetlands issues, and be a minimum of 40 contiguous acres. Location near a freeway also is a significant plus. Preparation of such a site would create the best opportunity for successful recruitment of an industrial business, allowing Stanfield to generate a local industrial tax base and provide the family wage jobs characteristic of an *industrial job center*.
- The opportunity to build on the concept of an *antique market* depends on a couple of factors: 1) A base of existing antique stores in Stanfield to attract other related stores; and 2) Lack of a competing well known antique area or an unmet need for this retail type in the region. The best opportunity would be if there is an existing base and unmet need. However, if a larger city such as Pendleton had a well known antique area, it is unlikely Stanfield could compete as effectively. In addition, market research we have done in the past indicates the availability of wholesale antiques to supply store owners has decreased in recent years.
Land Use Alternatives

Here are a few thoughts regarding the concepts illustrated:

North Area

- Changing the zoning of the High Density Residential (HR) adjacent to Hwy 395 appears reasonable, since development of high density residential at this location appears unlikely. However, rezoning and marketing this site as Mobile Home Park Residential (MR) may not be viable, since location of a large number of units immediately adjacent to the highway may not be compelling. A more marketable concept might be modeled after other area subdivisions, where the side of the site bounding the highway is short compared to the length/depth of the development away from the highway.

- Conversion of northern properties currently zoned Exclusive Farm Use (EFU) and Urban Holding (UH) designations to General Residential (GR-A) and Mobile Home Park Residential (MR) may be problematic. The preliminary housing needs analysis we performed and SRI Shapiro’s work on buildable lands suggest the existing supply of residential land in Stanfield is sufficient to last 20 years at an average annual population growth rate +4%. Growth at this rate is unlikely. So expansion of buildable residential land may be difficult to justify.

- Caution should be taken in the creation of a street network through Industrial Service Commercial (ISC) and Heavy Industrial (HI) lands. The best opportunity for marketing these lands (as indicated earlier) is to provide ready-to-build sites that are a minimum of 40 contiguous acres.

South Area

- Conversion of southern area properties currently zoned Exclusive Farm Use (EFU) and Urban Holding (UH) to High Density Residential (HR) likely will involve some of the same problems as a conversion concepts for the north. The preliminary housing needs analysis we performed and SRI Shapiro’s work on buildable lands suggest the existing supply of residential land in Stanfield is sufficient under current zoning last 20 years at an average annual population growth rate +4%. So expansion of buildable residential land may be difficult to justify.

- Proximity to a freeway is a plus for the location of Heavy Industrial (HI) sites. However, Heavy Industrial (HI) zoning at this location may reduce the marketability of the adjacent Tourist Commercial (TC) land. In addition, proximity to the Umatilla River floodway and size constraints limit the potential.

Coe/Main Street Case Study. The existing diagonal parking is appropriate to the Main Street concept. It has been shown to slow traffic. Bulbing of sidewalks and limited landscaping are also beneficial.

However, the addition of a median and a substantial number of street trees may be detrimental to Main Street businesses. Complementary and comparison retail stores benefit from the ability of
pedestrians/customers to see stores across street. If a main street is already surviving or thriving economically, overdoing the landscaping, could obscure businesses and damage a functioning situation.

Other treatments which may allow for a more pedestrian friendly environment without obscuring businesses include mid-lock bulb-outs with street trees and crosswalks (if blocks are long enough) and hanging baskets. Treatments most effective for small town streetscapes are generally low tech and low cost, clean but attractive.
MEMORANDUM

Date: October 9, 1998  

To: Lee Leighton, AICP

Address: Shapiro & Associates, Inc.  
1650 NW Naito Parkway, Suite 302  
Portland, Oregon 97209

From: Julia Kuhn, P.E.  
Chris Brehmer

Project: Stanfield Infill and Redevelopment

Subject: Transportation Issues

Project #: 2900

Per the direction that we received at our September 30, 1998 team meeting at Shapiro & Associates, Inc., we have prepared this memorandum to address outstanding project related transportation issues. Specifically, this memorandum attempts to identify the implications of the Draft Stanfield Transportation System Plan (TSP) with respect to infill and redevelopment plans under consideration by the team.

Issues

Several issues and concerns were raised at the September 30th meeting as to how the Draft Stanfield TSP will impact redevelopment plans and associated transportation issues. Those issues and corresponding responses are summarized below.

The City of Stanfield’s TSP is currently being prepared by David Evans and Associates, Inc.

Issue 1: Access Management along Highway 395

Response: The Draft City of Stanfield TSP recommends minimum public road spacing of at-grade intersections along Highway 395 be at ¼-mile offsets and 300-foot offsets be provided for private roads. Access to Highway 395 would require approval from ODOT.
Issue 2: TSP Consistency in terms of street layout

Response: The street networks identified by the infill team and the draft TSP are somewhat similar in nature. For the purposes of discussion, the area was reviewed in terms of the infill team’s “North Area” and “South Area.” Additional discussions of improvements identified for Dunne Avenue and the possibility of a downtown median are also presented.

North Area

The draft TSP, in conjunction with the developer of the 250 single-family home Panoramic Ridge Development, envisions several street and intersection improvements scenarios located within the “North Area.” According to the draft TSP, the nature of these improvements has been left somewhat open to accommodate future development but essentially revolves around a few potential impact mitigation measures. Those measures include:

- A new access to Highway 395, north of Rosalyn Drive,
- A potential traffic signal installation at either the new access or Rosalyn Drive,
- Realignment of Canal Road and Koester Lane to intersect directly across from the new access or Rosalyn Drive,
- An extension of Vantage Boulevard as a frontage road parallel to Highway 395.

The TSP notes that the developer of Panoramic Ridge does not have a reservation of access to Highway 395 and will likely be going through the ODOT permitting process when a traffic impact study for the development is completed. Apparently the proposed location for the new access point to Highway 395 is approximately 1,275 feet north of Rosalyn Drive which is short of the minimum standard for Highway 395 and will require ODOT approval. The new access would connect the Vantage Boulevard frontage road to Highway 395 and is expected to require signalization in the near-term future. If the new access road is not approved, the TSP anticipates near-term signalization of the Rosalyn Drive intersection with Highway 395. Regardless of which intersection is signalized, the TSP recommends that Canal Road be realigned to intersect with Highway 395 at the new signalized intersection.

Comments on the North Area Infill Concept

Attached with this memorandum is a copy of the North Area Infill Concept. While it is understood that the drawing is only conceptual, there are several transportation related comments that should be considered. These comments are discussed below and are numbered on the drawing for ease of identification.

Comment #1) Roadways paralleling Highway 395 should be aligned. The issue of cut-through traffic can be addressed through roadway cross-section design.

Comment #2) The roadway surrounding the park is too close to the adjacent intersection to the west. Further, the roadway around the park needs to reflect a design that facilitates
the movement of traffic, even as a local street. Perhaps the park street can be located on
the east side of the park in conjunction with good pedestrian and vehicle connections.

**South Area**

Based on the draft TSP, the City of Stanfield plans to incorporate most of the area
bounded by Highway 395, Dunne Street, Interstate 84, and the Union Pacific Railroad
into the city limits and may eventually rezone portions of the area. The draft TSP
identifies potential transportation improvements that include:

- Geometric improvements and signalization of the existing intersections of Highway
  395 with Foster Cemetery Road and Dunne Street,
- A new frontage road parallel to Highway 395,
- An extension of Dunne Street south to Main Street,
- An extension of Foster Cemetery Road west to Main Street,
- Two new north-south roads connecting the new frontage road and Foster Cemetery
  Road.

The draft TSP notes that there are existing concerns with the Pilot Truck Stop site-access
driveways and the impact of operations at these driveways on Interstate 84. The draft
TSP envisions the truck stop's primary access being shifted to a new access road
connecting with the proposed traffic signal at the intersection of Foster Cemetery Road
and Dunne Street (the northern truck stop access would be recommended to be restricted
to right-in, right-out operations). These improvements are characterized as a long-term
project that should be completed as development occurs.

**Comments on the South Area Infill Concept**

Also attached with this memorandum is a copy of the South Area Infill Concept. As with
the comments provided on the North Area Infill Concept, it is understood that the
drawing is only conceptual but there are several transportation related comments that
should be considered. These comments are discussed below and are numbered on the
drawing for ease of identification.

Comment #1) The new intersections adjacent to Highway 395 are shown as being less
than 200 feet from the Highway. Such close spacing results in overlap between the
influence areas of the two intersections and is undesirable. Further, it is questionable as
to whether ODOT would allow an additional access point between Edwards Road and
Dunne Street given the state’s access spacing standards for Highway 395.

Comment #2) While the draft Stanfield TSP identifies the signalization of the Foster
Cemetery Road/Highway 395 intersection as a potential improvement, care should be
exercised in how the adjacent intersection of Edwards Road/Highway 395 is affected.
With the two intersections in such close proximity, they may lend themselves to
functional problems.
Comment #3) The introduction of yet another east-west road in this area of Highway 395 is ill-advised given the close proximity of the Interstate 84 interchange with Highway 395. Such a connection is likely to meet with considerable resistance from ODOT. Again, the draft TSP suggests that the purpose of this road can be accommodated by rebuilding Foster Cemetery Road.

Comment #4) The manner in which Dunne Road is shown to intersect with the adjacent roadway is undesirable. Perhaps a realignment of either the new east-west road or the Dunne Street can better accommodate new roadways in this area.

Downtown Median Feasibility

Recommended street standards identified in the draft TSP do not include a provision for median treatments (see attached draft TSP street standards). Nevertheless, the use of bulb-outs, curb extensions, and/or a landscaped median on Coe Avenue would seem to be appropriate in order to enhance the character of the roadway and to foster a pedestrian friendly environment. It should be noted that the parking shown in the diagram of the Highway 395/Coe Avenue intersection would be located partially within the influence area of the intersection. This would not be desirable as parking maneuvers would have the potential to cause queue spillback onto Highway 395 (see attached illustration).

Dunne Street Improvements

The draft TSP seeks to establish a major north-south collector street in Hermiston to serve local north-south traffic. The value of Edwards Road in serving as a north-south collector is discounted due to it’s inconvenient “location on the rural fringes of the eastern urban boundary.” Dunne Street is preferred by the draft TSP as the new north-south corridor because:

- The current alignment of Dunne Street extends north farther than parallel roads,
- Dunne Street connects with Highway 395, and
- Improving Dunne Street could serve to mitigate safety problems at the Ball Street intersection with Highway 935.

The draft TSP recommends constructing Dunne Street to a major collector status including provision of a 46-foot wide cross section with two through lanes, on street parking, bike lanes and sidewalks.

Should you have any questions or comments regarding this memorandum, please feel free to contact us.

Attachments:  City of Stanfield Draft TSP Street Standards
                 North Area Infill Concept Diagram
                 North Area Infill Concept Diagram
                 Coe Avenue/Highway 395 Intersection Illustration
OPTION 1: TWO TRAVEL LANES, NO ON-STREET PARKING, GRAVEL SHOULDERS

OPTION 2: TWO TRAVEL LANES, ON-STREET PARKING ON ONE SIDE ONLY

OPTION 3: TWO TRAVEL LANES, ON-STREET PARKING ON BOTH SIDES
OPTION 1: TWO TRAVEL LANES WITH BIKE LANES AND ON-STREET PARKING ON BOTH SIDES

OPTION 2: TWO TRAVEL LANES WITH ON-STREET PARKING ON BOTH SIDES

FIGURE 7-2
Recommended Street Standards
Collector Streets

Umatilla County TSP
TWO TRAVEL LANES WITH BIKE LANES ON BOTH SIDES
OPTION 1: FOUR TRAVEL Lanes, CENTER TURN LANE, BICYCLE Lanes, ON-STREET PARKING ON BOTH SIDES

OPTION 2: FOUR TRAVEL Lanes, CENTER TURN LANE AND BICYCLE Lanes WITHOUT ON-STREET PARKING.

FIGURE 7-4
Recommended Street Standards
Arterial Streets
MEMO

To: Shapiro & Associates, Inc.


Subject: City of Stanfield, Oregon, Community Visioning and Buildable Lands Inventory - Infrastructure Issues

Date: October 12, 1998

INTRODUCTION

The purpose of this memorandum is to address infrastructure issues related to land use alternatives and community visioning. Infrastructure issues include population growth projections for the City of Stanfield, the City's municipal water system, wastewater facilities, storm drainage, flood control, and development standards.

POPULATION GROWTH

The existing population in Stanfield is 1,770 (1998). In 1998, the Stanfield City Council adopted a population growth estimate of ten percent per year for the first five years of a 22-year planning period, followed by one percent per year growth rate for the remaining 17 years. Based on these estimated population growth rates, the projected population at the end of the 22-year planning period in the year 2020 is 3,376, which is approximately double the existing population.

STANFIELD MUNICIPAL WATER SYSTEM

General - The City of Stanfield's existing municipal water system facilities are inadequate to handle anticipated water demands generated by new and expanded commercial businesses that will locate in the City, the new employees and families associated with these new businesses that locate in Stanfield, as well as, other new employees and families associated with the businesses in the surrounding west Umatilla County area who may elect to reside within the City of Stanfield.

Water Supply - The average daily water demand for the City in the year 2020 is estimated to be 710 gallons per minute with an estimated maximum daily demand of 1,670 gallons per minute. Currently, water for Stanfield is supplied from two wells, both which have proven to be unreliable. The total combined capacity of both wells is about 1,000 gallons per minute, which is only approximately 60 percent of the future requirement, not including any reserve capacity and backup requirements. Additional water supply capacity is needed to support anticipated commercial business and residential population growth.
Water Storage - The City’s current water storage capacity is 0.7 million gallons, which is inadequate for anticipated commercial and residential growth. A total of 1.7 million gallons of storage is needed for the 22-year planning period. An additional new one million gallons of water storage is needed to support anticipated commercial business and residential population growth.

Water Distribution - The City of Stanfield’s existing water distribution system currently serves the Old Town area and the existing developed areas of North Stanfield. The Old Town area is served by a grid system of 4-inch to 10-inch water mains. The North Stanfield area is served by a single booster pump station that is in need of major improvements to increase its capacity and reliability in order for it to adequately serve the anticipated growth in the North Stanfield area.

The City’s municipal water system presently does not serve the South Stanfield area. The Pilot Travel Center and RV Park are currently served by an independent water system supplied by a small well. Water for fire protection for Pilot Travel Center is provided by a small storage pond located on the Pilot property. Further growth of commercial business and/or housing development in the South Stanfield area cannot occur until the City’s municipal water system is extended to serve the South Stanfield area.

STANFIELD WASTEWATER FACILITIES

Wastewater Treatment and Disposal - The City of Stanfield owns and operates a mechanical secondary wastewater treatment facility for domestic wastewater that utilizes a land application site for treated effluent reuse during the irrigation season i.e., April through October. Treated effluent is discharged into the Stage Gulch Ditch/Umatilla River during the non-irrigation season, i.e., November through March. The wastewater treatment plant was constructed in 1952 and was rehabilitated in 1985, and again in 1993, without adding any new treatment capacity.

The existing treatment plant is adequate for the existing population; however, there are hydraulic and operational deficiencies in the existing treatment plant, and it will not be able to meet secondary treatment requirements in the near future without substantial improvements. It is roughly estimated that the existing plant may have a remaining capacity in the range of 300 persons which is equivalent to about 100 homes.

Wastewater Collection System - The City’s wastewater collection system was first constructed in 1952 to serve homes and businesses in Old Town. Wastewater flows to the Coe Avenue pump station where it is pumped through a forcemain to the wastewater treatment facility. The collection system is in relatively good condition following some pipeline sealing and repair work completed in 1985 and Coe Avenue pump station improvements completed in 1993.

In the 1970’s the collection system was extended north to serve the Stanfield Secondary School, Stanfield Heights Subdivision, and Vantage North Subdivision. As part of the 1998 Wastewater System Study, the capacity of the North Stanfield sewer interceptor pipeline was evaluated. It was determined the lower portion of this pipeline, which runs along Willow Drive and Sherman Street, has little to no remaining capacity and needs to be replaced with a larger
pipeline in order to provide adequate capacity for new commercial and residential growth that is anticipated for North Stanfield.

South Stanfield is presently served by an 8-inch gravity sewer line constructed along Highway 395 from Old Town to the Pilot Travel Center. This sewer line is designed to serve the existing Pilot Travel Center and RV Park and future developments located in the touristic-commercial zone and located along Highway 395.

**STAGE GULCH DITCH FLOODPLAIN**

Most of the Old Town area of Stanfield is located in the Stage Gulch Ditch floodplain. The floodplain is as wide as 500 feet through Old Town. The Stage Gulch basin is about 26 miles long, and covers a 100-square mile area beginning near Pendleton, Oregon. Surface water runoff from Stage Gulch has been artificially directed through the town since it was platted in 1910 via a man-made ditch that is 15 to 20 feet wide. Flow capacity of the existing ditch is less than a 10-year flood flow. According to floodplain studies, the 100-year flood waters would spread out across the floodplain to a depth of 4 to 5 feet. Damaging floods have occurred in the Stage Gulch floodplain in Stanfield on a relatively frequent basis since European man first settled in the area in about 1882. The most notable floods occurring in February 1949 and December 1964.

Stage Gulch Ditch is a FEMA-regulated floodway and floodplain. Construction of new commercial and residential buildings in the floodway and floodplain are regulated by the City’s *Floodplain Management Ordinance* which prohibits new construction in the floodway; in the floodplain, new buildings must be constructed with floor elevations one foot above the 100-year flood water elevation. These requirements have limited residential construction on existing lots in Old Town and made it infeasible to construct new buildings in the downtown area or make improvements to existing buildings. Residential and commercial growth in Old Town may not occur until either cost effective alternatives are developed for siting new buildings, or Stage Gulch Ditch is improved to a 100-year flood capacity and the 100-year floodplain is eliminated. Note, as part of the *Floodplain Management Ordinance*, the City adopted a typical section for the 100-year flood channel. All bridges that cross Stage Gulch Ditch in Old Town have been replaced and were constructed to fit the 100-year flood channel configuration.

**STORM DRAINAGE**

The City’s *Subdivision Ordinance* requires all subdivisions in major partitions to include provisions for storm water runoff. The City of Stanfield does not have a central storm drain system. The one exception is along Highway 395, through Old Town, where there is a system of catch basins and pipelines with a discharge outlet into Stage Gulch Ditch.

Current city practice is to require storm water collection and disposal onsite for all land developments such as subdivisions, commercial centers, truck stops, etc. Developers must take this into account when preparing plans for new developments.

**CITY PUBLIC WORK STANDARDS**

October 12, 1998
Task3Memo#1.doc
The City has a comprehensive *Subdivision Ordinance* that was adopted by the City Council in 1978. Also, a complete set of specifications and standard drawings for construction of water distribution improvements, sewer improvements, streets, sidewalks, and storm drainage, etc., was adopted by the City Council in 1997. Plans for new developments must conform to the *Subdivision Ordinance* and the *City of Stanfield Public Works Standards*.

MEMO

To: Shapiro & Associates, Inc
Subject: City of Stanfield, Oregon, Community Visioning and Buildable Lands Inventory - Comments on Land Use and Community Visioning Alternatives
Date: October 12, 1998

INTRODUCTION

The purpose of this memorandum to provide comments regarding proposed land use and community visioning alternatives.

NORTH STANFIELD

Recommend designating the residential area located southwesterly of Highway 395 in the vicinity of the existing Panoramic Ridge Subdivision to be "Limited Residential" instead of "General Residential". That would prevent mixing mobile homes in with the modular homes that will be constructed in the Panoramic Ridge Subdivision and in future adjacent subdivisions.

Recommend not designating "strips" of mobile home parks along both sides of Highway 395, unless the mobile home parks are adequately screened from view from the highway.

Recommend labeling major existing streets and landmarks on the land use sketches and also provide north arrow to improve the readability of the sketches.

SOUTH STANFIELD

Recommend eliminating all street intersections at the curve of Highway 395 in the vicinity of the existing intersection with Edwards Road.

Recommend possibly relocating the Edwards Road intersection away from this Highway 395 curve. Removing all intersections from the curve would improve safety.

For information: The cost of a bridge that would need to be constructed over Feed Canal as part of the proposed street network in South Stanfield, west of Highway 395, would probably be in the range of $200,000 to $300,000.

October 12, 1998
Task3Memo#2.doc
Coe Avenue and Highway 395 Median Strip and Parking Strip Concepts

Constructing median strips along Highway 395 and Coe Avenue that include trees may block and detract away from the ability of car and truck drivers to see pedestrians in the crosswalks and approaching crosswalks, as the drivers approach the intersections. Medians with grass lawns and very low shrubs (less than 18-inches in height) may still provide the desired aesthetic value, yet retain visibility for safety.

Constructing median strips along Highway 395 may reduce the vehicle capacity of the highway. This concept will need review and approval by ODOT.

Trees proposed for the parking strips along Highway 395 and Coe Avenue should be kept back from the intersections to allow drivers to see pedestrians in the crosswalks and approaching the crosswalks.

The proposed “bulbs” in the sidewalk at the intersections may significantly reduce the ability of large trucks to turn the corners. Also, snow plowing and street cleaning in and around the bulbs at the intersections would be more difficult.

Storefronts on Streets - Floodplain Elevation Solution

The proposal to promote construction of new commercial buildings with “raised porch storefronts” along Highway 395 and Coe Avenue and other streets in the downtown commercial area may be an attractive alternative for new buildings in the Old Town business district, and could help facilitate revitalization of the downtown area despite the area being located in the floodplain. The elevation of the first floor of these new buildings would be above the 100-year flood level. This proposal would allow storefronts to be located at the sidewalk with ADA access available along the sides and/or rear of the buildings.
MEMO

To: Shapiro & Associates, Inc.


Subject: City of Stanfield, Oregon, Community Visioning and Buildable Lands Inventory - Recommended Infrastructure Improvements

Date: October 14, 1998

INTRODUCTION

In a previous memo dated October 12, 1998, the ability of the City’s infrastructure to support commercial and residential growth in the City of Stanfield was discussed. The City’s infrastructure includes, but is not limited to, the municipal water system, the wastewater system, storm drainage, flood control, and streets and sidewalks, etc.

MUNICIPAL WATER SYSTEM

General. The City of Stanfield, Oregon - Water System Master Plan, completed in 1998, identified deficiencies in the City’s water system and provided recommendations for improvements for meeting the anticipated water demands for a 22-year planning period. The total estimated cost for all of the recommended water supply storage and distribution system improvements is $3.9 million in 1998 costs. The following is a list of recommended water system improvements. All costs are in Year-2001 dollars.

South Stanfield Water System.

1. Ream, deepen, and case existing Well No. 5 (Pilot) to a larger size and a greater depth to provide a desired capacity of 1,200 gallons per minute. Estimated cost is $475,000.

2. Construct a new water transmission pipeline from Old Town to South Stanfield. Estimated cost is $425,000.

3. Construct the South Stanfield Booster Pump Station. Estimated cost is $612,000.

4. Install the High Level Water Transmission Pipeline to serve portions of South Stanfield. Estimated cost $143,000.

5. Construct a one million gallon South Stanfield Reservoir. Estimated cost is $587,000.

October 14, 1998
The total estimated cost of the South Stanfield Water System Improvements is $2.24 million.

**North Stanfield Water System Improvements**

1. Replace the existing Well No. 4 with a new well to provide a desired 1,200 gallons per minute capacity. Estimated cost is $570,000.

2. Rehabilitate and expand the existing North Stanfield Booster Pump Station. Estimated cost is $470,000.

3. Paint the existing North Stanfield Reservoir No. 2. Estimated cost is $90,000.

The total estimated cost for the North Stanfield Water System Improvement is $1.13 million.

**Old Town Water System Improvements**

1. Replace old water meters and service lines as needed. Estimated cost is $200,000.

2. Install various new water main extensions. Estimated cost is $230,000.

Total estimated cost for the Old Town Water System Improvements is $0.43 million.

**Telemetry System**

1. Install a telemetry system to monitor and control the City’s water system. Estimated cost is $0.1 million.

**Funding of Water System Improvements**

The total estimated cost for all recommended water system improvements is $3.9 million (Year-2001 costs). There is no funding in place at this time to design and construct the water system improvements. As identified in the Water System Master Plan, potential funding sources include system development charges (SDCs) per the City’s System Development Charge Ordinance, a USDA Rural Development grant and loan, and an Oregon Economic Development Department Special Public Works Fund grant and loan. As outlined in the Water System Master Plan, a preliminary funding plan calls for about $1.0 million in local system development charges assessed developers, and $1.5 million in local general obligation bonds or revenue bonds sold to Rural Development (a 40-year loan). The remaining $1.4 million funding would need to be grant funds. Local funding would depend on sufficient development in the City to generate substantial system development charges, passage of a bond election by the voters, and possibly formation of a local improvement district to help pay the cost of the South Stanfield water system improvements.

October 14, 1998
**Wastewater System**

**General.** A draft *Wastewater System Study*, completed in July, 1998, identified deficiencies in the City’s wastewater system and provided preliminary recommendations for improvements to upgrade the system to handle projected wastewater flows for the 22-year planning period. The following is a list of proposed wastewater system improvements. All costs are in year-2002 dollars.

**Wastewater Collection and Pumping System.** The *Wastewater System Study* identified two improvements that should be completed for the wastewater collection and pumping systems.

1. Replace the existing Dunne Street Pump Station. Estimated cost is $82,000.
2. Upgrade the Hoosier Road Pump Station. Estimated cost is $8,000.

**Wastewater Treatment Facility.** In the draft study, three alternatives for upgrading and expanding the City of Stanfield Wastewater Treatment Facility were identified.

1. Upgrade and expand the existing trickling-filter mechanical treatment plant. Estimated cost is $2.5 million.
2. Modify the existing wastewater treatment facility with the addition of a new oxidation ditch activated sludge treatment process. Estimated cost is $2.9 million.
3. Abandon the existing wastewater treatment facility and replace it with a completely new extended aeration treatment facility. Estimated cost $3.1 million.

**Biosolids Management.** In the draft *Wastewater System Study*, four alternatives were identified for improving the City's biosolids management. The most viable alternative is to continue to haul partially-treated biosolids to the Pendleton Wastewater Treatment Facility year-round. Estimated cost is $351,000.

**Wastewater Reuse Facility.** In the draft *Wastewater System Study*, four alternatives were identified for improving the City's wastewater reuse system. The preferred alternative is to continue discharging treated effluent to the Stage Gulch Ditch/Umatilla River during the non-irrigation months, i.e., October through March, and storing and spray irrigating treated effluent during the irrigation season, i.e., April through September, utilizing the City's existing spray-field site and adding additional acreage as needed. Estimated cost is $840,000.

**Funding.** The total estimated cost of the recommended wastewater system improvements, including the treatment facility, collection and pumping system, biosolids, and reuse is $3.8 to $4.2 million (Year-2002 costs). Currently, there is no funding in place to design and construct the recommended improvements. Potential funding may include system development charges (SDCs), a USDA Rural Development grant and loan, and an Oregon Economic Development Department Special Public Works Fund grant and loan. The ability to fund the recommended improvements depends on substantial amount of commercial and

October 14, 1998
residential growth to generate system development charges and the willingness of voters to approve bonds in order to obtain Rural Development loan funding.

**FLOOD CONTROL**

**General.** As discussed in the “Infrastructure Issue Memo” dated October 12, 1998, the City of Stanfield has a long history of flooding due to inadequate capacity of the existing Stage Gulch Ditch. Most of Old Town lies in the Stage Gulch floodplain which, because of the City’s Floodplain Management Ordinance and FEMA regulations, results in prohibition and/or limitation of commercial and residential growth in the floodplain in Old Town.

The Stanfield Flood Protection Plan and Stage Gulch Ditch Improvements Implementation Plan include recommendations for increasing the capacity of Stage Gulch Ditch to handle the 100-year flood flow. By enlarging the existing earthen channel, all of the 100-year flood flow could be contained within the channel, and the 100-year floodplain could be eliminated in Old Town. Note: All vehicular and pedestrian bridges that cross Stage Gulch Ditch in Stanfield have been replaced with new bridges designed to fit the future 100-year flood channel.

The recommended improvements to Stage Gulch Ditch also include a plan to improve the opening at the Union Pacific Railroad bridge in order to increase the flow capacity of this opening.

**Funding.** The estimated cost of all recommended Stage Gulch Ditch Improvements is $4.5 to $5.5 million (Year-2000 costs). At this time, there is no funding in place to design and construct the recommended Stage Gulch Ditch improvements. Potential funding sources are listed in the Stanfield Flood Protection Plan.

**SUMMARY**

The City of Stanfield is in need of major improvements to its municipal water system, the City’s wastewater treatment and reuse facilities, and major improvements to Stage Gulch ditch. The total estimated project cost for these three major infrastructure improvements is approximately $9.0 million.

- Water System Improvements: $3.9 million
- Wastewater System Improvements: $3.8 to 4.2 million
- Stage Gulch Ditch Improvements: $4.5 to 5.5 million

October 14, 1998
3 Floodway Insurance Study, September 4, 1986, FEMA.