

**City of Willamina  
Staff Report  
FOR THE REGULAR CITY COUNCIL MEETING OF MARCH 8, 2022**

**TO: MAYOR AND CITY COUNCIL**  
**FROM: KENNA WEST, CITY MANAGER**  
**SUBJECT: ORDINANCE NO. 690, AN ORDINANCE ADOPTING THE  
UPDATED WILLAMINA TRANSPORTATION SYSTEM PLAN AS  
AN ADDENDUM TO THE WILLAMINA COMPREHENSIVE  
PLAN**

**ISSUE**

Shall the City Council adopt Ordinance No. 690 an Ordinance adopting the updated Willamina Transportation System Plan as an addendum to the Willamina Comprehensive Plan?

**RECOMMENDATION**

Staff recommends that the City Council adopt Ordinance No. 690.

**SUMMARY AND BACKGROUND**

The City applied for and received a grant from the Oregon Department of Transportation to update the City of Willamina Transportation System Plan (TSP). The purpose of the TSP update is to address current and future transportation needs in the City. The TSP documents solutions to those needs, including a mix of physical improvements to streets and sidewalks, and changes to City Policy and programs. The TSP updates the 1997 Willamina TSP with an emphasis on improving connections and safety conditions for all travelers – including those who drive, walk, bicycle, use a wheelchair or cane, or deliver freight. The TSP also addresses street improvements along Highway OR 18B, promoting this section of roadway as Willamina’s Main Street.

The Planning Commission held a properly noticed regular meeting with public hearing on February 22, 2022 where an opportunity for interested parties to testify regarding the proposed TSP update was provided. After deliberation, the Planning Commission voted to recommend that the City Council approve the legislative amendment adopting the 2022 Willamina Transportation Plan, adopt the findings included in the Planner’s Staff Report (copy attached), and directed staff to prepare a proposed enacting Ordinance.

A properly noticed Public Hearing was held on March 8, 2022 at the regular City Council meeting providing an opportunity for interested parties to testify regarding the proposed TSP update.

Attached hereto is Ordinance 690, an Ordinance adopting the updated Willamina Transportation System Plan as an addendum to the Willamina Comprehensive Plan. The updated TSP is attached to Ordinance 690. If adopted the attached TSP will become a part of the City of Willamina Comprehensive Master Plan.

## **FACTS AND FINDINGS**

1. The City received a grant from the Oregon Department of Transportation to update the City of Willamina Transportation System Plan.
2. The City Council initiated the Legislative Amendment project on December 14, 2021.
3. The City of Willamina held public meetings of the Project Advisory Committee to review, discuss, and advise on proposed updates to the TSP.
4. The City, through its TSP contractor, held multiple outreach events, both on-line and in-person, as well as on-line town hall events, to capture input from interested persons throughout the community on the proposed updated TSP.
5. The Planning Commission held a public hearing and regular meeting on February 22, 2022 providing an opportunity for interested parties to testify regarding the proposed TSP update.
6. The Planning Commission unanimously voted to recommend that the City Council approve the legislative amendment adopting the 2022 Willamina Transportation Plan, adopt the findings included in the Planner's Staff Report (copy attached), and directed staff to prepare a proposed enacting Ordinance.
7. A properly noticed Public Hearing was held on March 8, 2022 providing an opportunity for interested parties to testify regarding the proposed TSP update.
8. Staff prepared the attached Ordinance No. 690, an Ordinance adopting the updated Willamina Transportation System Plan as an addendum to the Willamina Comprehensive Plan. If adopted the updated TSP attached to Ordinance 690 will become a part of the City of Willamina Comprehensive Plan.

**PROPOSED MOTION:** *I move that the City Council adopt Ordinance 690 adopting the updated Willamina TSP AND I move that staff read Ordinance 690 into the record first in its entirety and then by title only.*

Kenna West  
Kenna West, City Manager

### **Attachments:**

1. Planner's Staff Report dated February 15, 2022
2. Ordinance No. 690 with Updated TSP attached

**STAFF REPORT**  
**Legislative Amendment #LA 2021-01**  
**Planning Commission Public Hearing**

**REPORT DATE:** February 15, 2022 for the February 22, 2022 Planning Commission Meeting

**FILE NUMBER:** Legislative Amendment # LA 2021-01

**APPLICANT:** City of Willamina

**LOCATION:** Citywide

**PROPOSAL:** **Adoption of the Willamina Transportation System Plan (TSP) dated January 2022, as an addendum to the Willamina Comprehensive Plan, to replace the 1997 TSP.**

**CRITERIA:** Willamina Development Code Section 3.207: Type IV Actions.  
Willamina Comprehensive Plan.  
Oregon Statewide Planning Goals.

**EXHIBITS:** A: Willamina Transportation System Plan (TSP), January 2022

**I. PROCEDURE & AUTHORITY**

A Legislative Amendment is a Type IV action. A Type IV action is a legislative review in which the City considers and enacts or amends laws and policies. Private parties cannot request a Type IV action. A Type IV action must be initiated by the Planning Commission or City Council. Public notice and hearings are provided in a Type IV process consistent with WDC Section 3.207 Type IV Actions.

**II. PROJECT OVERVIEW**

The 2022 Willamina TSP serves as a blueprint and vision for transportation system development in Willamina for the next 20 years. This 2022 TSP is based on the 1997 Willamina TSP, and provides updates to that plan with added focus on Willamina's downtown Main Street area.

The 2022 TSP Goals are:

1. Provide a safe, reliable, and convenient transportation system for all users, emphasizing needs of underserved populations.
2. Coordinate with local, state, and regional agencies on transportation issues and system improvements.
3. Ensure the transportation system supports livability and economic vitality.
4. Prioritize enhancements that support people safely and comfortably cycling, walking, and riding the bus.
5. Maintain and preserve the existing system and mitigate impacts from new development.
6. Develop local funding sources and seek grants to implement projects.

### **III. CRITERIA AND FINDINGS**

#### **A. WILLAMINA DEVELOPMENT CODE**

**FINDINGS:** The Willamina Development Code (WDC) does not provide specific decision criteria for Legislative Amendments. The WDC does outline procedures and public noticing requirements for Type IV actions. The procedures of the 2022 TSP review and adoption are consistent with the adopted procedures for public noticing, public hearings, and appeals.

#### **B. WILLAMINA COMPREHENSIVE PLAN**

**FINDINGS:** The Willamina Comprehensive Plan has been acknowledged to be generally consistent with the Oregon Statewide Planning Goals.

Generally, the Willamina Comprehensive Plan's Urbanization Section adopted the goal of providing adequate long-term supply of land for residential, commercial, and industrial development in an orderly, timely manner. Within that urbanization strategy is the goal of ensuring that adequate public services be provided, and that the costs of extending such services will be born by the developer.

Related to transportation facilities with commercial development specifically, the Comprehensive Plan identifies the goals of 1) Providing for off-street parking, pedestrian safety, shopping convenience and smooth traffic circulation when reviewing future commercial developments, and 2) Taking necessary steps to ensure that traffic on Hwy. 18 (Main Street) will not be impaired by commercial development.

An updated TSP is consistent with the City's goal of providing orderly development with adequate public services over a 20-year timeline, which includes transportation facilities. Further, the 2022 TSP focus on the Main Street corridor is consistent with the City's adopted goals.

#### **C. OREGON STATEWIDE PLANNING GOALS**

There are 19 Statewide Planning Goals adopted by Oregon Revised Statutes (ORS).

*GOAL 1: CITIZEN INVOLVEMENT OAR 660-015-0000(1) "To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process."*

**FINDINGS:** The 2022 Willamina TSP process began in July 2020 and concluded in March 2022. The project team developed a Public Involvement and Communications Plan (PICP) to engage with stakeholders and the public throughout the process and to gather feedback on system needs, the proposed goals, and solutions. The PICP can be found in Appendix A of the TSP. Throughout the planning process, the stakeholders involved in this project were a part of the decision-making process. The public engagement process included open house events, online feedback forums, joint work sessions, and public hearings before both the Planning Commission and City Council. A minimum 35-day notice was provided to the Department of Land Conservation and Development (DLCD), and a notice was published in the regional newspaper prior to the public hearings. There have been, and continue to be, opportunities for citizen involvement in this project. Goal 1 is supported.

*GOAL 2: LAND USE PLANNING OAR 660-015-0000(2) "To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions."*

FINDINGS: The proposal does not involve exceptions to the Statewide Goals. Adoption actions are consistent with the acknowledged WDC for processing of legislative amendments. Goal 2 generally supports clear and thorough local procedures. Goal 2 is supported.

*GOAL 3: AGRICULTURAL LANDS OAR 660-015-0000(3) "To preserve and maintain agricultural lands."*

*GOAL 4: FOREST LANDS OAR 660-015-0000(4) "To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture."*

FINDINGS: Goals 3 and 4 refer to farm and forest lands outside of incorporated cities. The Transportation System Plan addresses transportation facilities within the incorporated city limits and greater UGB. No development is proposed with this plan adoption. Goals 3 and 4 do not apply.

*GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES OAR 660-0150000(5) "To protect natural resources and conserve scenic and historic areas and open spaces."*

FINDINGS: Goal 5 is not applicable. The proposal does not address Goal 5 resources.

*GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY OAR 660-015-0000(6) "To maintain and improve the quality of the air, water and land resources of the state."*

FINDINGS: Goal 6 is not applicable. The proposal does not address Goal 6 resources.

*GOAL 7: AREAS SUBJECT TO NATURAL HAZARDS "To protect people and property from natural hazards."*

FINDINGS: Goal 7 is not applicable. The proposal does not address Goal 7 hazards.

*GOAL 8: RECREATIONAL NEEDS OAR 660-015-0000(8) "To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts."*

FINDINGS: Included within the 2022 Willamina TSP are three projects which are recreational in nature. Those include 1) A paved path around Huddleston Pond at Hampton Park; 2) A formalized trail connection between Cedar and SW Lamson Street on the west edge of the City; and 3) A multi-use regional path between Grand Ronde, Willamina, and Sheridan. These proposed trail projects support the City's local efforts to continue provide recreational opportunities for residents and visitors alike. Goal 8 is supported through the integration of recreational trail projects into a network of interconnected transportation options.

*GOAL 9: ECONOMIC DEVELOPMENT OAR 660-015-0000(9) "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."*

FINDINGS: The 2022 Willamina TSP supports local and regional economies primarily through the enhancement of the Main Street commercial core, designation of critical freight routes, and continued availability of rail transportation.

The Main Street area is a primary area of focus for the TSP, with particular attention placed on safety concerns and speeding issues. Willamina's Main Street is located on the downtown portion of the OR 18B state highway, serving as the city's shopping, food, and cultural corridor. Several restaurants and attractions are concentrated along NE Main Street, which attracts a substantial portion of the city's pedestrian trips. Both OR 18 and OR 22 are designated freight routes in the Oregon Highway Plan and part of the freight National Network. These routes provide mobility for freight to connect with the regional transportation system. Within the 2022 TSP it was essential to maintain and enhance, where possible, freight access to downtown and industries on Main Street (OR 18B) while balancing the safety of the city's users and residents with the character of the City's downtown area. Additionally, the continuing availability of existing rail transportation routes is encouraged.

Goal 9 is supported.

*GOAL 10: HOUSING OAR 660-015-0000(10) "To provide for the housing needs of citizens of the state."*

FINDINGS: The 2022 Willamina TSP generally supports local housing supply through the long-term provision of sufficient facilities and services to provide for safe, efficient, local multi-modal transportation serving Willamina's residents. Goal 10 is supported.

*GOAL 11: PUBLIC FACILITIES AND SERVICES OAR 660-015-0000(11) "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."*

FINDINGS: As addressed below in Goal 12 findings, the City's provision of safe, efficient local multi-modal transportation options and facilities is consistent with Goal 11 development of timely, orderly and efficient public facilities and services.

*GOAL 12: TRANSPORTATION OAR 660-015-0000(12) "To provide and encourage a safe, convenient and economic transportation system."*

FINDINGS: Transportation System Plans are developed pursuant to Oregon's Transportation Planning Rule (TPR) (OAR 660-012), and must be consistent with existing regional, state, county, and local plans, policies, and documents including the Oregon Highway Plan, the ODOT 2020 Transportation System Plan Guidelines, and the Willamina Comprehensive Plan (1978, amended in 1997). The Oregon Transportation Planning Rule TPR implements Statewide Planning Goal 12 (Transportation), which is intended to promote the development of safe, convenient, and economic transportation systems designed to maximize the benefit of investment and reduce reliance on automobiles. A list of local, County, and State plans and policies compliance is provided in the TSP. Goal 12 is met.

*GOAL 13: ENERGY CONSERVATION OAR 660-015-0000(13) "To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."*

FINDINGS: The proposal does not address Goal 13 issues beyond the provision of an efficient system of transportation facilities that provides safe multi-modal transportation options to system users. Goal 13 does not apply.

*GOAL 14: URBANIZATION OAR 660-015-0000(14) “To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”*

FINDINGS: The 2022 update to the outdated 1997 Willamina TSP addresses lands within the city limits and greater UGB. Goal 14 urbanization is supported through the adoption of an updated TSP which envisions the growth and development of the Willamina community over the next 20 years.

*GOAL 15: WILLAMETTE RIVER GREENWAY OAR 660-015-0005;  
GOAL 16: ESTUARINE RESOURCES OAR 660-015-0010(1);  
GOAL 17: COASTAL SHORELANDS OAR 660-015-0010(2);  
GOAL 18: BEACHES AND DUNES OAR 660-015-0010(3);  
GOAL 19: OCEAN RESOURCES OAR 660-015-0010(4)*

FINDINGS: Goals 15 - 19 are location-based, and do not apply to Willamina.

#### IV. CONCLUSIONS AND RECOMMENDATION

Based upon the findings presented above, Staff recommends the Planning Commission vote to recommend the City Council APPROVE Legislative Amendment #LA 2021-01, adopt the findings included in the staff report to the City Council dated February 15, 2022, and direct staff to prepare an enacting ordinance.

#### V. PLANNING COMMISSION OPTIONS

The Planning Commission may take one of the following actions:

- A. Motion to recommend the City Council APPROVE Legislative Amendment, file #LA 2021-01, adopting the 2022 Willamina Transportation System Plan, adopt the findings included in the staff report dated February 15, 2022, and direct staff to prepare an enacting ordinance.
- B. Motion to recommend the City Council APPROVE Legislative Amendment, file #LA 2021-01, adopting the 2022 Willamina Transportation System Plan, adopt the findings included in the staff report dated February 15, 2022 AS AMENDED BY THE PLANNING COMMISSION, and direct staff to prepare an enacting ordinance.
- C. Motion to CONTINUE the public hearing to a date and time certain and indicate the additional information needed to allow for a future decision; or
- D. Motion to DENY the Legislative Amendment as presented (stating the reason for denial).

#### RECOMMENDED MOTION:

**I move the Planning Commission recommend the City Council APPROVE Legislative Amendment, file #LA 2021-01, adopting the 2022 Willamina Transportation System Plan, adopt the findings included in the staff report dated February 15, 2022, and direct staff to prepare an enacting ordinance.**



## ORDINANCE NO. 690

### AN ORDINANCE ADOPTING THE UPDATED WILLAMINA TRANSPORTATION SYSTEM PLAN AS AN ADDENDUM TO THE WILLAMINA COMPREHENSIVE PLAN

**WHEREAS**, the City of Willamina applied for and was awarded funding from the Oregon Department of Transportation to update the Willamina Transportation System Plan (TSP); and

**WHEREAS**, the City Council, by motion, initiated the Legislative Amendment project, referenced as file number LA 2021-01 on December 14, 2021; and

**WHEREAS**, the TSP Project Advisory Committee held a number of public meetings to review, discuss, and advise on proposed updates to the TSP; and

**WHEREAS**, the City through its TSP contractor held multiple outreach events, both on-line and in-person, as well as on-line town hall events, to capture input from interested persons throughout the community on the proposed updated TSP; and

**WHEREAS**, on February 22, 2022, the Planning Commission held a duly noticed public hearing on the legislative amendment during which time an opportunity was provided for interested parties to testify regarding the proposed TSP update; and

**WHEREAS**, following the public hearing, the Planning Commission deliberated and voted to recommend that the City Council approve the legislative amendment adopting the 2022 Willamina Transportation Plan, adopt the findings included in the staff report, and direct staff to prepare an enacting ordinance; and

**WHEREAS**, on March 8, 2022, the City Council held a duly noticed public hearing on the legislative amendment during which time an opportunity was provided for interested parties to testify regarding the proposed TSP update; and

**WHEREAS**, following public testimony by all interested parties, the City Council deliberated and voted to approve the legislative amendment, adopt the findings included in the staff report, and direct staff to present an enacting ordinance.

### **NOW, THEREFORE, THE CITY OF WILLAMINA ORDAINS AS FOLLOWS:**

**Section 1: Update to the Comprehensive Plan.** The Willamina Comprehensive Plan shall be amended to include the updated TSP which is attached hereto;

**Section 2: Adoption of Findings.** The City adopts the findings in response to the applicable decision criteria contained within the Comprehensive Plan and Oregon Statewide Planning Goals, included in the Staff Report to the Planning Commission dated February 15, 2022, and attached hereto;

**Section 3: Severability.** The sections, subsections, paragraphs, and clauses of this Ordinance are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, or clauses.

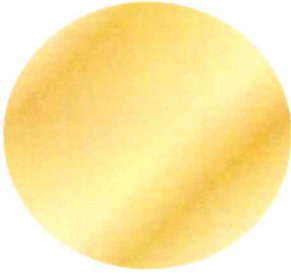
**Section 4: Codification.** Provisions of this ordinance shall be incorporated into the City Code and the work "Ordinance" may be changed to "code," "article," "section," "chapter," or other word, and the sections of this Ordinance may be renumbered, or re-lettered, provided however that any "Whereas" clauses and boilerplate provisions need not be codified and the City Recorder is authorized to correct any cross-references and any typographical errors.

**Section 5: Effective Date.** This ordinance shall become effective thirty (30) days after adoption.

The foregoing Ordinance was first read into the record in full, and then by title and passed by a vote of Council members in accordance with Chapter VIII, Section 30-31 of the City Charter on the 8th day of March, 2022, and duly

**PASSED and ADOPTED** this 8<sup>th</sup> day of March 2022 by the following votes:

Councilor Baller: no  
Councilor Wooden: aye  
Councilor Wilson: aye  
Councilor Skyberg: abstained  
Councilor Johnson: aye



Robert Burr  
Robert Burr, Mayor

**Attest:**  
Bmeneley  
Bridget Meneley, Deputy City Recorder