

**NOTICE OF PUBLIC MEETING
SPECIAL JOINT WORK SESSION
OF THE
LAFAYETTE CITY COUNCIL
AND LAFAYETTE PLANNING COMMISSION**

DATE & TIME: Thursday, June 20, 2024 – 6:30 p.m.

PLACE: Council Chambers, 486 Third Street, Lafayette, OR 97127

AGENDA

1. CALL TO ORDER BY MAYOR MALCOMSON FOR CITY COUNCIL
2. CALL TO ORDER BY CHAIR KERR FOR PLANNING COMMISSION
3. FLAG SALUTE
4. ROLL CALL OF CITY COUNCIL
5. ROLL CALL OF PLANNING COMMISSION
6. WORK SESSION
 - a. Discussion of City Council and Planning Commission FY 24-25 Goals
7. ADJOURNMENT

The Council Chambers is accessible. If you need an accommodation to attend or participate in a meeting or wish to participate remotely, please notify the City at (503) 864-2451 at least 24 hours prior to the meeting.

City of Lafayette

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TO: LAFAYETTE CITY COUNCIL AND PLANNING COMMISSION

FROM: JIM JACKS, CITY PLANNER

SUBJ: WORK SESSION: PREPARATION FOR JOINT MEETING OF THE CITY COUNCIL AND PLANNING COMMISSION ON JUNE 20, 2024.

DATE: JUNE 20, 2024

The purpose of this memo is to present background information for the joint City Council / Planning Commission work session meeting on Thursday, June 20, 2024 at 6:30 p.m.

I. BACKGROUND

In the last year there have been several new Planning Commission members. Some new members have discussed their land use planning thoughts with the City Administrator, Branden Dross.

Based on the discussions, Branden arranged a joint meeting of the City Council and Planning Commission on June 20.

Because the joint meeting has been scheduled due to Planning Commission interest in meeting with the City Council, the Commission determined they should create a list of the issues that are on their minds and make the list available prior to the June 20 work session meeting.

II. LAND USE PLANNING ISSUES

The following is a brief description of the issues identified by the Planning Commission at their May 16, 2024 work session. The Commission's process was for each Commissioner to identify an issue and then the next Commissioner identified an issue and on around the dias until each Commissioner had identified their first issue.

Then, a second "round" allowed each Commissioner to identify their next issue. The process went on until the Commissioners had no more issues to identify.

Once the Commission identified the issues, they re-visited each issue and discussed it.

At the beginning of the work session it was thought the Commission's list would be whittled down and a "short list" would be provided to the City Council, but at the end of the evening the Commission decided to include all the identified issues so the City Council could see the breadth of the Commission's interests.

The following is the list of issues as identified by the Commissioners. A brief statement of the discussion is included.

The initials of the Commissioner who identified the issue are included so follow-up questions can be asked of that Commissioner.

In the order of the comments, the initials are: Roger Webb (RW).
Scott Adamson (SA).
David Rogers (DR).
Steve Belding (SB).
Ron Kerr (RK).
Jon Meola (JM).
One position is vacant.

1. Parks Master Plan update (RW).

Follow-up discussion: Consider a boat dock at Terry Park. Perkins and Terry Parks have historical aspects.

2. Need a study of the traffic (SA).

Follow-up discussion: The through-traffic in the City on 99W should be analyzed with a view to identifying a 1-way couplet. For example, 1st Street (the RR) eastbound and 3rd Street (99W) westbound. Or, 3rd eastbound and 4th westbound. Possible second bridge over the Yamhill River.

3. General plan for expansion (DR).

Follow-up discussion: For new areas added to the urban growth boundary (UGB), address growth as well as what uses (zoning districts) would be placed in which areas, e.g., where could a large retail store be located.

4. Enhance and modernize downtown commercial district (SB)

Follow-up discussion: Compare list of businesses and the property tax they generate, and compare the pedestrian traffic they generate.

5. Balanced development – what businesses will be in Lafayette in 2055 (RK).

Follow-up discussion: What zone changes are needed to get to the year 2055? How can Lafayette capitalize on business growth? Effects of remote working. Possibility of a co-working facility and a building for business incubator spaces.

6. Sidewalks are needed for pedestrians (JM).

Follow-up discussion: Make existing sidewalks better and safer, and add sidewalks where there are none now.

7. Water well and watershed management (RW).

Due to the late hours, at this point further discussion of each item was discontinued and the long list was summarized (see below A and B).

8. Investigate urban renewal for residential development (SA).

9. Improve and implement historic resources and tie them into surrounding area (SB).

10. Address recreation activities (JM).
11. Sort out housing, i.e., duplexes, accessory dwelling units and single room occupancies (RW).
12. Investigate direction of growth (SB).
13. Commercial area is not attractive – enhance its attractiveness (SB).
14. Consider rezoning the SE industrial area to residential and/or commercial (JM).
15. Figure out Home Owner Association versus City responsibilities for developments (RW).
16. Be proactive versus reactive, e.g., Madison should have been the main road northbound (SA).
17. Reorient road system to enhance business area, i.e., 1-way couplet (SB).
18. Transportation/walkability/growth: how would zoning need to change to make Lafayette more attractive (RK).
19. Healthy commercial and residential districts (SA). Need citizen involvement & sample survey.
20. Think of the city as a business area (JM). Focus on 1 or 2 improvements.

A summary by the Commission chair was that two general areas were often mentioned:

- A. Business development – how to make a location attractive.
- B. Transportation.

III. PLANNING DOCUMENTS TO ADDRESS LAND USE ISSUES

The following provides a generalized insight into the types of documents that are prepared to address the above issues. Section III comments on the various issues identified by the Commission and identifies which Statewide Planning Goal(s) the work would come under. Section V, below, covers the 19 Statewide Planning Goals.

Parks: Goal 8, Parks and Recreation. On August 23, 2012 the City Council passed Ordinance 616 adopting the 2012 Parks Master Plan (an update of the 2004 Parks Master Plan). Among other things it identifies the existing parks, what facilities are at each park, what facilities could be added to each park, and the estimated cost of each item added. Regarding Terry Park, the Plan calls for a study to determine if the reach of the Yamhill River at the park is navigable and depending on the result, consider a motorized boat launch and dock or a non-motorized boat put-in / take-out dock.

Transportation Issues: Goal 12, Transportation. In 2003 the City Council adopted the 2003 Transportation Systems Plan (TSP). It updated the 1999 TSP. Another update of the TSP is needed. As part of the update traffic counts at several intersections would identify the traffic flow. The traffic patterns of the City would be analyzed. Where the City would desire the work to consider the possibility of a 1-way couplet, that task could be included in the scope of work.

Expand the UGB, Goal 14, Urban Growth Boundary (UGB). A UGB can be expanded for (1) residential uses, (2) jobs (commercial/industrial uses), and (3) public uses (schools, city facilities, parks, etc.). Due to the different factors related to residential, commercial/industrial and public uses, different processes apply.

In addition to Goal 14, the process to expand the UGB for residential uses also involves Goal 10, Housing, and Goals 11, Public Facilities and 12, Transportation, to address whether public facilities can serve the land. Depending on the situation other Goals may need to be addressed. The documents involved are a Housing Needs Analysis (HNA), a Buildable Lands Inventory (BLI) and an analysis of all the lands around the existing UGB to determine which properties are most suitable for residential uses at the needed housing densities.

As above, in addition to Goal 14, the process to expand the UGB for jobs (commercial/industrial uses) involves Goal 9, Economy, and as always Goals 11, Public Facilities, and 12, Transportation, to address whether public facilities can serve the land. Depending on the situation other Goals may need to be addressed. The document involved is an Economic Opportunities Analysis (EOA) and an analysis of all the lands around the existing UGB to determine which properties are most suitable for commercial and industrial uses.

The process to expand the UGB for public uses is a function of the type of public use that generates the need for the expansion. New public uses are usually not needed on a frequent basis. For example, in a growing community a new school is needed only every 15 - 20 years. Similarly, a new city park is not needed every year, however, if the City's inventory of park land is insufficient, more land would be added to catch-up. When new public uses are needed and there is no suitable land within the existing city limits or UGB, a UGB expansion can be justified for the specific public use.

IV. FRAMEWORK OF OREGON'S LAND USE PLANNING PROGRAM

The following is a brief description of the State's program. It comes from a recent email from the Oregon Department of Land Conservation and Development (LCDC):

Oregon's statewide land use planning program - originated in 1973 under Senate Bill 100 - protects farm and forest lands, conserves natural resources, promotes livable communities, facilitates orderly and efficient development, helps coordination among local governments, and enables community engagement.

The land use planning program affords Oregonians predictability in the development process and the ability to plan and invest in the long-range by allocating land for industrial, commercial, and housing development, as well as transportation and farm and forest lands. Under the program, all cities and counties have adopted comprehensive plans that meet mandatory state standards. The standards are based on the [19 Statewide Planning Goals](#) that deal with land use, development, housing, transportation, and conservation of natural resources. Technical assistance in the form of expertise and grants for local jurisdictions are key elements of the program.

Oregon is unique in how it addresses the use of land in terms of growth, development, urban infrastructure, agriculture, forestry, and natural resources. The Statewide Planning Goals apply to all cities and counties in Oregon with exceptions for Goal 15, Willamette River Greenway which applies only to those cities and counties with the Willamette River, and the Coastal Goals apply only to the cities and counties on the coast.

Oregon’s cities and counties are required to prepare, adopt and amend comprehensive plans consistent with the Statewide Planning Goals. City plans and their implementing regulations must be coordinated with the county and State agencies.

Each city and county comprehensive land use plan is a policy document (the Comprehensive Plan - the “Comp Plan”), and it is implemented with zoning regulations (the Development Code – the Zone Code). Other local regulations implement the Comp Plan such as an Urban Renewal Plan (a public infrastructure financing document), a Downtown Development Plan and other specific plans. Each city must plan for and provide an inventory of buildable land to accommodate growth within the city limits and within the urban growth boundary (UGB).

The UGB is an important land use planning tool. It is a line outside of, and around, each city that is established by the city, in coordination with the county, to accommodate the projected future growth. A straightforward description is, the area inside the UGB, is “urbanizable,” meaning over time it will be annexed into the city limits and developed at urban densities. The area outside the UGB is “rural,” meaning it is intended to be used for agriculture or forestry or in some locations (referred to as “exception lands”), rural residential, commercial, industrial or public uses.

Not all areas outside a UGB are equal. Some have Class I – IV high value agricultural soils and such areas are the last priority to add to a UGB. Others are Class V – VIII soils which are a higher priority to be added to a UGB. Additionally, the “exception areas” are a higher priority to be added to a UGB.

V. STATEWIDE PLANNING GOALS

Senate Bill 100, passed in 1973, created the Land Conservation and Development Commission (LCDC) and required it to adopt Statewide Planning Goals. In 1974 – 1976 LCDC adopted 19 Goals through the Oregon Administrative Rule process which included public hearings around the State.

The Goals can be placed in four categories.

Process:	Goals 1 and 2.
Conservation:	Goals 3 – 8 and 13 – 15.
Development:	Goals 9 – 12 and 14.
Coastal:	Goals 16 – 19.

ORS 197.015 defines Goals as “...mandatory statewide planning standards...” and the Guidelines as “...suggested approaches designed to aid cities and counties in preparation, adoption and implementation of comprehensive plans in compliance with the goals....”

The purpose of the Goals is to set minimum State guidance for the preparation of Comprehensive Land Use Plans and their implementing regulations. Once a City has prepared its Comprehensive Land Use Plan and implementing regulations and received acknowledgement (approval) from LCDC, the Goals do not come into play again unless the City proposes changing its Comprehensive Land Use Plan or implementing regulations.

The following is the list of the Goals showing the primary Goal statement. Each Goal includes more language, but it is not included here. The full language can be read at the DLCD website. Overall, the Goals are general statements of principles for a land use planning program. For example, a basic tenant of land use planning is to involve citizens (Goal 1).

GOAL 1. Citizen Involvement.

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

GOAL 2. Land Use Planning.

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

GOAL 3. Agricultural Lands.

To preserve and maintain agricultural lands.

GOAL 4. Forest Lands.

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.

GOAL 5. Open Spaces, Scenic and Historic Areas and Natural Resources.

To protect natural resources and conserve scenic and historic areas and open spaces.

GOAL 6. Air, Water and Land Resources Quality.

To maintain and improve the quality of the air, water and land resources of the state.

GOAL 7. Areas Subject to Natural Disasters and Hazards.

To protect people and property from natural hazards.

GOAL 8. Recreation Needs.

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.

GOAL 9. Economy of the State.

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

GOAL 10. Housing.

To provide for the housing needs of citizens of the state.

GOAL 11. Public Facilities and Services.

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.

GOAL 12. Transportation.

To provide and encourage a safe, convenient and economic transportation system.

GOAL 13. Energy.

To conserve energy.

GOAL 14. Urbanization (urban growth boundary).

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.

The goal statement for the following “Willamette River Greenway” Goal is not included here because it applies only to jurisdictions along the Willamette River.

GOAL 15. Willamette Greenway.

The goal statements for the following “coastal goals” are not included here because they apply only to coastal jurisdictions.

GOAL 16. Estuarine Resources.

GOAL 17. Coastal Shorelands.

GOAL 18. Beaches and Dunes.

GOAL 19. Ocean Resources.

The State program works to protect two significant elements of the State’s economy, i.e., agricultural land for farming (Goal 3) and forest land for timber production (Goal 4). Additionally, the State program supports urban development, i.e., residential, commercial and industrial uses, within city limits where urban services such as public water, sewer and streets can support the higher development densities in cities. The Goals prevent “leapfrog” residential, commercial and industrial development, and instead provides for planned incremental development.

Overall, the Statewide Goals, especially Goals 14, 9, 10, 11 and 12, require cities to plan for and accommodate future growth.

VI. STAFF RECOMMENDATION

Staff recommends the City Council and Planning Commission review the staff report and discuss the issues identified by the Planning Commission as well as other issues identified during the work session.