

**City of Stanfield  
Comprehensive Plan  
July 2003 Update**

**SECTION 1. AUTHORITY**

Pursuant to Oregon Revised Statutes Chapters 92, 197, 215 and 227, the Statewide Planning Goals, and in coordination with Umatilla County and other affected governmental units, the City of Stanfield hereby adopts the revised City of Stanfield Comprehensive Plan, including plan goals and policies as enumerated herein and the plan maps included as Attachments “A”, “B,” “C,” “D,” “E,” and “F,” and repeals Ordinance #211-83, the previous City of Stanfield Comprehensive Plan.

**SECTION 2. TECHNICAL REPORTS**

The 1984 Technical Report, Transportation System Plan, Buildable Lands Inventory, and Public Facility Plan provide the background information, facts and considerations that the city’s comprehensive plan goals, policies and maps are based on. These reports are not adopted as part of the plan but remain the supporting documents that are subject to revision as new technical data becomes available.

**SECTION 3. PLAN IMPLEMENTATION MEASURES**

All plan implementation measures including but not limited to the Development Code and Urban Growth Area Joint Management Agreement between the City and County, shall be consistent with and subservient to the City Comprehensive Plan.

**SECTION 4. AVAILABILITY OF PLAN**

After the City Comprehensive Plan receives acknowledgment of compliance from the Oregon Land Conservation & Development Commission, the comprehensive plan, technical report and implementation measures shall be available for use and inspection at City Hall, Umatilla County Planning Department, East Central Oregon Association of Counties (both offices located in Pendleton), and the Department of Land Conservation & Development in Salem.

**SECTION 5. GOALS AND POLICIES**

The following statement of goals and policies provides a general long-range basis for decision-making relative to the future growth and development of the City. The goals are patterned after and are in direct response to applicable Oregon Statewide Planning Goals. The policy statements set forth a guide to courses of action which are intended to carry out the goals of the plan. The policy statements present the City’s position on matters pertaining to physical improvements and community development.

## **A. CITIZEN INVOLVEMENT (GOAL 1)**

Goal: To maintain a citizen involvement program that ensures opportunity for citizens to participate in all phases of the planning process.

It shall be City policy:

1. To conduct periodic community surveys to ascertain public opinion and collect information. Results shall be distributed.
2. To encourage people to attend and participate in Planning Commission and City Council meetings and hearings.
3. To establish advisory committees as necessary to study community problems and make recommendations for their solution.
4. To maintain a city planning commission composed of a broadly based membership, representing the various geographical areas of the city and different socio-economic groups.
5. To promote communication with affected property owners, city officials, and the news media regarding land use requests and issues.
6. To ensure community input on land requests via public review before the Planning Commission.

## **B. LAND USE PLANNING (GOAL 2)**

Goal: To maintain 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 basis for such decisions and actions.

It shall be City policy:

### Planning Process

1. To continue to revise the Comprehensive Plan and urban growth boundary for the City of Stanfield as necessary based on available information, citizen input, coordination with affected governmental units and the goals and policies adopted herein.
2. To establish and maintain policies and implementation measures consistent with the Comprehensive Plan as necessary.

3. To require Planning Commission preparation or review and recommendation regarding all new ordinances or ordinance amendments affecting or regulating land use and the development of the community.
4. To require the Planning Commission to review the Comprehensive Plan at least every two years to bring it into compliance with changing local needs and new state laws.
5. To regularly update implementing ordinances to cover new subjects, adopted revised regulations and generally improve and keep current City development standards and regulations.
6. To utilize the policies and information contained in the Comprehensive Plan together with the new information as the basis for making decisions on community development issues.
7. To coordinate planning activities with Umatilla County, affected agencies and property owners.
8. To develop detailed land use, circulation and public facilities plans for developing residential and industrial areas.

#### Planning Policy Framework

9. To encourage a moderate pace of growth in Stanfield.
10. To foster the role of Stanfield as an active participant in the urbanization of west Umatilla County.
11. To promote balanced growth of the community, among employment, housing and service activities.
12. To prevent Stanfield from developing purely as a bedroom community for neighboring cities.
13. To encourage a balance of development around the existing community, with development in the northern section not substantially exceeding development of the central or southern regions.
14. To separate and buffer industrial areas from residential areas for the good of both.
15. To promote the provision of adequate neighborhood commercial development, public facilities and open space convenient to all residential areas.
16. To promote a diversity of housing accommodations, employment opportunities, and commercial and public services adequate to serve a growing community.

17. To provide a safe, clean and attractive community.
18. To ensure that some of the unique rural character of the community is retained as it grows.
19. To prepare neighborhood plans for growing areas of the community and to establish a detailed future land use map outlining necessary access and public facilities improvements.

### **C. AGRICULTURAL LANDS (GOAL 3)**

Goal: To preserve and maintain agricultural lands.

It shall be City policy:

1. To provide for adequate residential, commercial, and industrial development within the urban growth boundary.
2. To encourage restriction of non-farm development outside the urban growth boundary.
3. To ensure compatibility of urban areas with nearby agricultural activity by requiring recommended setbacks from farmland and a vegetative buffer along the perimeter of the urban growth boundary where farmlands adjoin.
4. To prevent fragmentation of farmable land within the city and urban growth area prior to conversion to urban development.
5. To support and protect continued agricultural activities within the city and urban growth area, while also mitigating conflicts between urban and agricultural uses.

### **D. NATURAL RESOURCES, OPEN SPACES, SCENIC AND HISTORIC AREAS (GOAL 5)**

Background and Findings:

Wetland and riparian areas provide numerous and complex functions that affect both aquatic and terrestrial systems. Many ecological functions of riparian areas are also provided by wetlands, flood plains, and vegetated upland areas. Riparian areas provide a buffer zone between upland uses and water resources, protecting or enhancing water quality, preventing erosion, and moderating flood flows. Riparian areas often provide important wildlife habitat and contribute to in-stream habitat for fish.

The Umatilla River forms a section of the City's western boundary. Stage Gulch Ditch flows through the City to join the Umatilla River. Both are protected by Comprehensive Plan Policy D2 and in the Development Code regulations for floodways, flood plains and open space.

Stanfield has elected to use the “safe harbor” process to comply with Riparian Corridor requirements of Goal 5, as outlined in OAR 660-023-0090. The safe harbor process identifies a riparian corridor boundary of 75 ft. upland from the top of bank for fish-bearing streams with an average stream flow of greater than 1,000 cubic feet per second (cfs). The riparian corridor boundary is 50 ft. upland from the top of bank for fish-bearing streams with an average stream flow of less than 1,000 cfs. Where the riparian corridor includes all or part of a significant wetland (as defined in OAR 660-023-0100), the riparian corridor boundary is measured from, and includes, the upland edge of the wetland. Where the top of bank is not clearly defined, or when the surrounding terrain consists predominately of steep cliffs, local governments must determine the riparian corridor boundary using the standard inventory process from OAR 660-023-0030.

Stanfield’s significant riparian areas are adjacent to Stage Gulch Ditch or the Umatilla River. A 1998 letter from the Oregon Department of Fish and Wildlife to the Department of Land Conservation and Development identified the Umatilla River as one that “supports a diverse assemblage of anadromous and resident fish.” The National Marine Fisheries Service (NOAA Fisheries) confirms on its website that the Umatilla River provides habitat for both the Mid-Columbia River Spring Run Chinook Salmon and the Middle Columbia River Steelhead. Stage Gulch Ditch provides an important ecological function within the Umatilla River watershed and is identified in Attachment A to the Stanfield Comprehensive Plan Technical Report Update as being home to resident rainbow trout.

Per the “safe harbor” regulations described above, the Umatilla River is identified as a fish-bearing stream with a discharge of more than 1,000 cubic feet per second (CFS), and has a riparian corridor width of 75 ft. upland from the top of the stream bank or intersecting wetland. Stage Gulch Ditch is identified as a fish-bearing stream with a discharge of less than 1,000 CFS, and has a riparian corridor width of 50 ft. upland from the top of the stream bank or intersecting wetland.

Wetland areas are located in the Floodway Sub-District, along the Umatilla River and Stage Gulch Ditch, and a marsh in the southeastern part of the City, according to a 1984 technical study by the Oregon Department of Fish and Wildlife (*and as verified by DSL Wetlands Planner Dana Field in 2002*). These areas are shown on Comprehensive Plan Map C, “Significant Natural Resources.” The Wetlands Overlay District applies to locally significant wetlands as identified in the City of Stanfield Local Wetlands Inventory map (to be developed by the Oregon Division of State Lands). In addition to any measures applying to riparian areas and flood plains, wetlands are also subject to a notification process required by the State of Oregon and set forth in the Development Code.

The Stanfield urban growth area is within the Stage Gulch Critical Ground Water Area (CGWA), which is identified as a significant resource site pursuant to the Goal 5 rules in OAR 660-023. This is one of six CGWA’s that have been identified by the State Water Resources Commission as areas where the pumping of ground water exceeds the long-term natural replenishment of an underground water reservoir. This designation was applied in 1991 to a 183-square-mile area to the southeast of Hermiston, including all of Stanfield, to address excessive ground water level declines, substantial interference between wells, and overdraft of

the ground water resource in the area's confined basalt aquifers. Detailed information about the Stage Gulch CGWA is contained in the Oregon Department of Water Resources report, "Ground Water Supplies in the Umatilla Basin," April 3, 2003.

Goal: To conserve open space and protect natural, scenic, historic and cultural resources.

It shall be City policy:

1. To identify open spaces; scenic, cultural and historic areas; and natural resources which should be preserved from urban development.
2. To preserve the floodways of the Umatilla River and Stage Gulch as permanent open space and protect fish, wildlife and vegetation.
3. To preserve the existing ecological pattern of open space and drainageways through land use and public acquisition of suitable land and by requiring dedication of adequate open spaces as part of residential development approval, either via land donation or payment-in-lieu.
4. To examine any publicly owned lands including street rights-of-way for their potential open-space use before their disposition.
5. To encourage multiple uses of open space land provided that the uses are compatible.
6. To conduct a thorough, community-wide inventory and amend the Zoning Ordinance to protect identified archeological and historic sites, historic structures, and artifacts.
7. To conserve the area's natural resources, including native vegetation.
8. To promote and protect scenic views in public and private development.
9. To preserve hillside areas between the present western city limits and the Union Pacific mainline as Permanent Open Space, to serve as a buffer between residential development and railroad operations.
10. To preserve and protect the old Foster Cemetery.
11. To preserve and protect the Stanfield-Westland Irrigation District Office (old Bank of Stanfield) and ensure that any remodeling or additions be designed and accomplished without destroying the architectural and historic integrity of the structure.
12. To discourage the demolition of or incompatible alteration of the following initially-identified historic structures unless and until it is determined that the structure in question is not of significant historic value or does not possess sufficient architectural integrity to warrant preservation or renovation.

- a. Stanfield Grange Hall
  - b. Stanfield Moose Lodge (old Tum-a-lum Lumber Co.)
  - c. Two old wooden grain elevators along the rail line.
  - d. Residences at 315, 350 and 355 SW Barbara, 235 S. Main, 305 NW O'Brian, 415, 430 and 460 Coe., 150 SE Page, 345 SE Dunne, and old Rachel Jackson house.
  - e. Curly's museum.
  - f. Stanfield Junior High School.
  - g. Commercial buildings on NE and SW corner of Main and Coe (Jesse James Club, and Ralston's Market).
13. To designate wetlands and marshes as permanent Open Space, in order to protect them from destruction and incompatible uses and to preserve their hydrologic and ecological functions, including wildlife habitat.
  14. To encourage the Oregon Division of State Lands (DSL) to thoroughly inventory the marshes, riparian areas and other wetlands and advise the City if further protection measures are necessary, and to adopt such measures.
  15. To actively work with the Water Resources Department (WRD), Umatilla County, neighboring cities, and affected agencies and organizations to address local and regional water supply problems and basalt aquifer decline.
  16. To control growth of the community in keeping with water availability for municipal purposes per the Public Facilities Plan and review of neighborhood plan proposals, rezonings, and large new developments.
  17. To cooperate with WRD, Umatilla County, and neighboring cities to secure alternate municipal water supplies as economically feasible.
  18. To protect the basalt aquifer by encouraging the conservation of the valuable groundwater resource, particularly in the WRD-established Critical Groundwater Areas, and requiring new development within 300' of a municipal water line to connect to the city's municipal water system.

## **E. AIR, WATER AND LAND RESOURCES QUALITY (GOAL 6)**

### Background and Findings:

Protecting the quality of air, water and land resources is important to maintain the health and quality of life for the residents of Stanfield.

Reduction of open space, removal of riparian vegetative cover, terracing into hillsides, and development that increases impervious surfaces can contribute to reduction of water quality.

Portions of the Umatilla River basin are included on the Oregon Department of Environmental Quality's 303 (d) list for ten different water quality elements, meaning that water quality in those areas does not meet the Oregon water quality standard for those elements. The portion of the Umatilla River that flows through the Stanfield urban growth area is included on the 303(d) list for temperature, turbidity, bacteria, and flow modification.

Offsetting measures can reduce the negative effects of urban development on water quality and quantity. Examples include maximization of infiltration, protection of flood plains, and preservation and improvement of streamside vegetation along watercourses and in wetlands.

In 1990 the Oregon Department of Environmental Quality declared the Lower Umatilla Basin to be a Groundwater Management Area (GWMA) under the state's Groundwater Protection Act of 1989 (ORS 486B.180). DEQ made this designation because nitrate-nitrogen concentrations were found to exceed Federal Safe Drinking Water standards in many area groundwater samples. A four-year study was then commissioned to determine the extent of the problem and identify the sources of the contamination. This study identified five area activities contributing to the nitrate contamination of the groundwater in the Lower Umatilla Basin: irrigated agriculture; food processing water; confined animal feeding operations; domestic sewage where septic systems occur in high densities; and the U.S. Army Umatilla Chemical Depot's washout lagoons.

A Groundwater Management Area Committee was formed, and this committee and the DEQ prepared a Lower Umatilla Basin Groundwater Management Area Action Plan. This plan identifies a series of objectives and methods to be used to accomplish the goal of reducing the level of nitrate-nitrogen in the groundwater to a level meeting the Federal Safe Drinking Water standard. A follow-up report, the "First Four-Year Evaluation of Action Plan Success and 2001 Annual Progress Report for the Lower Umatilla Basin Groundwater Management Area," was issued in 2001 to evaluate the first four years of the GWMA program.

Goal: To maintain and improve the quality of the air, water and land resources of Stanfield.

It shall be City policy:

1. To limit all discharges from existing and future development to meet applicable state or federal environmental quality statutes, rules and standards.
2. To encourage industries to locate in Stanfield that would have minimal significant detrimental effect on the environmental resources of the area.
3. To require establishment of permanent vegetation to cover the ground and prevent dust and water erosion on all development sites.



4. To require development to be constructed to preserve the quality and quantity of groundwater resources.
5. To develop stormwater management measures to address non-point source water pollution and peak flows during flood events.

## **F. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS (GOAL 7)**

### Background and Findings:

Minimizing risks to life and property from natural disasters and hazards is a key priority for the City of Stanfield. Many of the risks due to flooding and landslides can be minimized by careful land use planning, and avoiding development in areas subject to flooding or erosion.

The City of Stanfield has adopted and implemented local floodplain regulations that exceed the minimum National Flood Insurance Program, and so meets the “safe harbor” standard for Statewide Planning Goal 7.

Goal: To protect life and property from natural disasters and hazards.

### It shall be City policy:

1. To prohibit incompatible development in floodways and natural drainageways, on steep slopes and in other hazardous areas.
2. To protect the city from possible overflow from or damage to the Feed Canal and Furnish Ditch.
3. To require site-specific information clearly determining the degree of hazard present from applicants who seek approval to develop residential, commercial or industrial uses within known areas of natural disasters and hazards.
4. To regulate development in the floodplain in accordance with the requirements of the National Flood Insurance Program, per Goal G: Floodplain Management.
5. To discourage development of the most low-lying, flood-prone and high-water-table portions of the city.
6. To protect natural drainage courses from obstruction.
7. To require careful and environmentally-sensitive development on hillside areas.

## **G. FLOODPLAIN MANAGEMENT (GOAL 7 CONTINUED)**

### Goals:

1. Minimize flood damage to new construction.
2. Reduce the threat of flooding to the community.
3. Minimize the risk of additional flood damage to existing development.
4. Make certain that flood insurance is available all property owners and residents.
5. Minimize cost of flood hazard protection.

### Policies:

Goal 1: Keep the floodway unobstructed.

Goal 2 Clean and maintain Stage Gulch Ditch to maintain design capacity and mitigate upstream flooding.

2a Remove obstacles in the Ditch and floodway per the redesign agreement with the US Army Corps of Engineers, FEMA and the Oregon Division of State Lands.

Goal 3: Remap the downtown Stanfield area in accordance with work done according to the FEMA/USACE/DSL permit so that the floodway and 100-year floodplain are shown to be coterminous.

Goal 4: Maintain flood hazard regulations to comply with the National Flood Insurance Program (NFIP).

4b Maintain community eligibility by careful enforcement of the regulations.

Goal 5 Work with FEMA to get the community on the “regular” phase of the NFIP.

5a Set up an easy system for measuring the 100-year flood elevation and certifying that buildings are built one foot above.

5b Allow a variety of structural options for complying with the floor elevation requirements, such as:

- landfill
- extended stemwall foundations
- parallel stemwall foundations with breakaway or flow-through end walls
- pilings with breakaway, fold-away, removable, or flow-through perimeter lower level walls

- open pilings with parking beneath
- reduced floor elevation with watertight barriers and added building weight to counter buoyancy

5c Recognizing that landfill is often the least expensive form of elevating a structure, provide bonuses for those who are willing and able to use pilings or stemwall in combination with breakaway, etc. walls.

## **H. RECREATIONAL NEEDS (GOAL 8)**

Goal: To satisfy the recreational needs of the citizens of Stanfield and visitors.

It shall be City policy:

1. To develop public meeting places and indoor recreational facilities for all age groups.
2. To build additional park and outdoor recreational facilities in order to meet recreational needs of residents and visitors as the community grows.
3. To develop a riverside park.
4. To require provision of private open space within cluster housing, multi-family, and manufactured home park projects.
5. To require the dedication of park lands or fee-in-lieu-of for park land or facilities as a part of the review and approval of all residential projects.
6. To plan community recreation facilities in conjunction with existing and planned school facilities so that they complement each other in function.
7. To encourage maximum use of all community recreation facilities.
8. To promote use of the Permanent Open Space area for community facilities and recreation areas to serve a variety of functions.

## **I. HOUSING (GOAL 10)**

GOAL: To provide for the future housing needs of the community by encouraging residential developments that provide a variety of lot sizes and neighborhoods, a diversity of housing types, and a range of prices with an emphasis on the low-to-moderate income spectrum.

OBJECTIVES:

1. To accommodate quality manufactured housing as a primary form of housing and in a variety of situations.

2. To cooperate with and encourage agencies involved in the development of low- to moderate-income housing.
3. To encourage private development of multi-family complexes, manufactured home subdivisions, and manufactured home parks.
4. To encourage and accommodate innovation in housing development.
5. To ensure protection of privacy, and the provision of private and public outdoor spaces and necessary ancillary facilities in high-density projects.
6. To ensure provision of adequate off-street parking.
7. To promote reduction of home site development costs without unduly sacrificing safety, convenience, and aesthetics.
8. To promote development of attractive, quiet housing areas and neighborhoods, convenient to parks, schools, shopping, and necessary services.
9. To accommodate and protect the development of neighborhoods exclusively devoted to standard construction single-family houses.
10. To foster a continuation of the rural character of the northeast part of the community.

**POLICY GROUPS:**

a. Manufactured Homes

- Allow outright Federal-Standard, house-type, double-wide and larger manufactured homes in most residential areas.
- Allow single-wide manufactured homes conditionally in manufactured home parks only.
- Ensure that manufactured homes blend in with existing neighborhoods, and are installed in new neighborhoods to create the appearance of a standard subdivision via setback, siting, and development regulations.

b. Modular Homes

- Classify the same as standard construction houses those house-type units manufactured to Uniform Building Code specifications and installed on permanent foundations.

c. Cluster Housing

- Allow single-family attached or semi-attached dwellings as conditional uses in manufactured home subdivisions and manufactured home parks.

d. Two-Family Dwellings (Duplexes)

- Allow outright in residential areas accepting high-density multi-family, manufactured home subdivisions and manufactured home parks.
- Require adequate site area, private open space for each unit and soundproof common walls as indicated in the Development Code.

e. Multi-family Dwellings (Apartments)

- Encourage near parks and shopping areas where designated in the Development Code.
- Promote along Highway 395 with access off a frontage road, setbacks from the centering of the highway, and protected from highway noise by a berm and buffer of trees and shrubs as described in the Stanfield Development Code..
- Require access onto an arterial or collector street except in the downtown area.
- Encourage development of multi-family units above commercial ground-floor development in the downtown area and shopping centers.
- Require provision of adequate public open space for each complex, except in commercial areas, and private open space for each unit.
- Require effective soundproofing in common walls, ceilings and floors.
- Require separation and landscape screening between units and parking areas.
- Prohibit low-privacy, exterior corridor designs.
- Require bulk storage and one covered parking space for each unit.

f. Manufactured Home Parks

- Require direct access onto a collector or arterial street as indicated in the Stanfield Development Code and on the Comprehensive Plan and Zoning map.
- Require substantial setbacks together with a continuous planting of trees and shrubs and a fence around the perimeter of the manufactured home park.
- Each manufactured home space shall be provided with deciduous trees of a type that will shade the home.
- Plantings of shrubs and small trees shall be established between individual manufactured homes and between manufactured homes and service buildings to provide privacy.
- Permanent groundcover of a combination of grass, trailing shrubs or vines, flowers and shrubs shall be established according to development standards described in the Stanfield Development Code.
- Play areas for children and open spaces for walking and visiting shall be provided.
- Upon conversion to single family homes, developments should conform to all residential standards in the Stanfield Development Code.

## **J. ECONOMIC DEVELOPMENT (GOAL 9)**

GOAL: To diversify and improve the economy of the community.

### OBJECTIVES:

1. To encourage commercial and industrial development.
2. To improve the range and increase the number of retail and service commercial businesses and professional services.
3. To ensure the provision of attractive, functional and convenient shopping areas.
4. To cooperate with and encourage the use of local manpower training agencies and programs to expand job opportunities, reduce unemployment, reduce out-migration of youth, accommodate the growth of the local labor force, and maximize the utilization of local manpower as job opportunities increase.

### POLICY GROUPS:

- a. Industrial Development
  - Seek to attract a variety of new industries that produce minimal environmental pollution but also accommodate heavy industries.
  - Minimize or mitigate high noise levels, heavy traffic volumes and other undesirable attributes of heavy commercial and industrial development.
  - Work with the Port of Umatilla, Department of Economic & Community Development (OECDD) and the Union Pacific Railroad to develop and fill an industrial park and large industrial sites on railroad land within the urban growth boundary.
  - Consider extension of the urban growth area westward into the Hinkle railyard area at the discretion of the Union Pacific Railroad and subject to development of a feasible public services plan for the area.
  - Cooperate with the Union Pacific Railroad, City of Hermiston, Umatilla County, Port of Umatilla and OECDD to develop an overall development scheme for the Hinkle-Feedville area.
  - Protect industrial development from the encroachment of incompatible uses, and buffer industrial areas from residential neighborhoods.
  - Work with property owners and interested agencies to develop an improvement and development plan for the Foster Townsite and adjoining industrial areas.
  - Provide community facilities necessary to attract and serve industry.
  - Segregate industrial and heavy commercial development into the northwest of the urban growth area and Foster Townsite area, but consider additional small nodes for this type of development along Highway 395, if service and/or

ownership constraints prevent adequate land area being made available within a reasonable period of time.

c. Tourist Commercial Area

- Encourage development of a large-scale commercial area catering to the traveling public at the I-84/Highway 395 interchange.

d. Central Business District

- Ensure continued development of the downtown area as the primary commercial and public service center in Stanfield.
- Develop an improvement plan for the downtown area.
- Encourage concentration of retail and service businesses, professional offices, financial institutions and public services in the downtown area.
- Allow outward expansion of the downtown area and redevelopment of underutilized properties in the central area.
- Ensure adequate, convenient parking is provided.
- Ensure that new developments are designed for pedestrian orientation and with convenient pedestrian linkage to the rest of the downtown area.
- Require street tree planting and site landscaping for new development.
- Promote beautification of existing development through rehabilitation, landscaping and attractive advertising.
- Encourage formation of an active downtown merchants' association.

e. Secondary Commercial Center in Stanfield

- Allow development of a secondary commercial center in northern Stanfield at the intersection of Old 395 and Rosalynn Drive to serve the large northern area and complement the downtown, rather than overshadow it.
- Require development of an overall development scheme for the central area.
- Require pedestrian orientation and linkage in design of the center's components.
- Require adequate, convenient parking.
- Require landscaping around and within parking areas and around the buildings.
- Encourage attractive design and innovative development.

f. Neighborhood Commercial Development

- Encourage development of neighborhood commercial facilities in the development areas north and south of downtown, of a scale and type oriented primarily toward serving the immediate neighborhood.

- Require site landscaping and buffering from adjoining residential areas.

## **K. PUBLIC FACILITIES AND SERVICES (GOAL 11)**

Goal: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.

1. To cooperate with agencies involved in providing and coordinating health and social services and consider pooling of city resources with such agencies to provide needed services within the community.
2. To work with Umatilla County to discourage inefficient development without adequate public services and promote efficient use of urban and urbanizable land within the city's urban growth boundary.
3. To plan and develop public facilities, utilities and services to meet expected demand through preparation and implementation of a capital improvements program.
4. To develop, maintain, update and expand police and fire services, schools, parks, streets and sidewalks, water and sewer systems, and storm drains as necessary to provide adequate facilities and services to the community.
5. To require property owners and/or developers to pay their fair share of the cost of extending community services to their property and to pay for or build necessary on-site public facilities and site improvements.

### **POLICY GROUPS:**

#### **a. Social and Health Services:**

- Encourage the development of health services in Stanfield.
- Cooperate in the development of and provide continued support for programs for senior citizens.

#### **b. Public Facilities Planning:**

- Adopt and periodically update, as a supporting document to this Plan, a Public Facilities Plan for development of public services and facilities in conformance with the policies of the Comprehensive Plan.
- Work with the school district to develop a master plan for educational and recreational facilities.
- In the interim designate two proposed elementary school/park sites in the Vantage North development area and one in the Emigrant Highlands, south of town.
- Designate future water reservoir sites on the highest points in the developing areas north and south of town.
- Develop a master plan for the provision of fire, police, ambulance, recreational and cultural facilities.



- Work with the Union Pacific RR towards development of parks and recreational facilities in the industrial Permanent Open Space (P.O.S.) buffer on the west side of town.
- The public facilities planning and the Capital Improvement Program to the phased growth strategy (see Urbanization Goal).
- Work with the UPRR and government agencies to develop a water and sewer development plan for the Hinkle-Feedville area.
- Coordinate provision of public services with annexation of land, or irrevocable consent to annex, outside the City limits.
- Support development that is compatible with the City's ability to provide adequate public facilities and services.
- Plan and adopt public facilities, utilities and services to meet expected demand through preparation of a capital improvement program.
- Periodically update long-range master plans for its water, sewer, storm drainage and transportation systems that include location of future facilities.
- Continue to monitor the condition of water, sewer, storm drainage and transportation infrastructure and finance regular maintenance of these facilities.
- Maintain an eight-year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.

c. Public Facilities Funding and Development:

- Require the dedication of school and park sites or fee in lieu of to be used for school or park site acquisition, as a requirement for approval of all residential developments.
- The City shall use a variety of tools to finance new water and wastewater infrastructure as allowed by state law such as System Development Charges (SDCs), and adjust rates to keep up with current costs.
- Actively seek state and/or federal funding assistance to enlarge the sewage treatment plant.
- Require provision of urban services (water, sewer and storm drainage services and transportation infrastructure) to residential, commercial and industrial lands within the City's urban growth area as these lands are urbanized.
- Allow a project developer to build public facilities or extend major streets, water and sewer lines at his/her expense and set up a method to reimburse the extra expense, with interest, as other projects served by these facilities are developed.
- Investigate use of local improvement districts to accomplish major facilities upgrading that will benefit only certain areas.
- Within underdeveloped, yet platted areas, excepting Stanfield Orchard outlots, allow seller or buyer of tracts or parcels to pay for upgrading streets and providing water and sewer, etc.

- Require property owners and/or developers to pay their fair share of the cost of extending community services to their property and to pay for or build necessary on-site public facilities and site improvements.
- Establish and maintain utility rates and user fees that equitably allocate costs for operations and maintenance to users.

d. Miscellaneous:

- Discourage the development of new domestic drinking water wells in the Urban Growth Boundary where such wells substantially reduce the City’s ability to provide a dependable source of water.
- To require underground installation of utilities in all new developments and as major improvements are made to areas with above-ground utilities.
- Comply with state and federal regulations for utility systems.
- Work to protect the water supply and enhance groundwater quality and quantity of the City’s drinking water supplies by cooperating with landowners and state agencies to:
  - Establish wellhead protection measures where appropriate
  - Work with landowners and managers for protection of water sources
  - Adhere to applicable permitting requirements when approving new residential, commercial and industrial development and when constructing new water, sewer, storm drainage and transportation infrastructure within the City limits.
- Plan for and establish standards for storm drainage detention and management facilities for management of urban storm runoff where possible to augment flood control during periods of heavy rain. In doing so, where feasible, encourage natural storm drainage management techniques such as modified bioswales, landscaping, retention ponds and natural drainage ways.
- Take steps to minimize adverse impacts from construction and other sources of erosion and sedimentation on natural drainage ways and storm drainage facilities.
- In order to allow for safe, orderly and coordinated development, adopt utility and transportation design standards and construction specifications as part of its development code.

**L. TRANSPORTATION (GOAL 12)**

Goals and Objectives:

The purpose of the City’s Transportation System Plan (TSP) is to provide a guide for Stanfield to meet its transportation goals and objectives. The following goals and objectives were developed from information contained in the city’s Comprehensive Plan and reflect public concerns as expressed during public meetings. An overall goal was drawn from the plan, along with more specific goals and objectives. Throughout the planning process, each element of the plan was evaluated against these parameters.

Overall Goal: to provide and encourage a safe, convenient, and economic transportation system.

Goal 1: to preserve the function, capacity, level of service, and safety of the highways.

***Objectives***

- A. Develop access management standards.
- B. Develop alternative, parallel routes where practical.
- C. Promote alternative modes of transportation.
- D. Promote transportation demand management programs.
- E. Promote transportation system management.
- F. Develop procedures to minimize impacts and to protect transportation facilities, corridors, or sites during the development review process.
- G. Limit access to and from US 395, north of Harding Avenue and south of Ball Avenue, and require the provision of streets parallel to the highway to serve those areas as development occurs.

Goal 2: ensure that the road system within the City is adequate to meet public needs, including those of the transportation disadvantaged.

***Objectives***

- A. Meet identified maintenance level of service standards on the county and state highway systems.
- B. Require street improvements and construction as part of development approval.
- C. Develop and adhere to a five-year road program for maintenance and improvement of the existing city road system.
- D. Review and revise, if necessary, street cross section standards for local, collector, and arterial streets to enhance safety and mobility.
- E. Develop access management strategies for city roads of high importance to the community.
- F. Evaluate the need for traffic control devices.
- G. Evaluate the safety of the street system and develop plans to mitigate any safety hazards.
- H. Encourage the provision of transportation alternatives for elderly and handicapped citizens.

Goal 3: Improve coordination among Stanfield and nearby cities, the Oregon Department of Transportation (ODOT), the US Forest Service (USFS), the Federal Highway Administration (FHWA), and the county.

***Objectives***

- A. Work with Umatilla County to coordinate roadway maintenance and improvements and to develop joint policies concerning local roads and streets within the Urban Growth Boundary.
- B. Cooperate with ODOT in the implementation of the Statewide Transportation Improvement Program (STIP).
- C. Work with ODOT to minimize conflicts between through and local traffic on US 395.
- D. Work with the county in establishing right-of-way needed for new roads identified in the Transportation System Plans.
- E. Take advantage of federal and state highway funding programs.
- F. Encourage the county and ODOT to improve the existing road systems to and within the City.
- G. Consider pooling resources with other cities and the county to provide services that benefit areas both in and outside the City.

Goal 4: increase the use of alternative modes of transportation (walking, bicycling, and public transportation) through improved access, safety, and service.

***Objectives***

- A. Cooperate with other cities and the county to encourage the provision of inter-city transit service.
- B. Require sidewalks on all new or upgraded streets.
- C. Create a bicycle and pedestrian master plan linking residential areas with schools, parks, and shopping, and employment. Explore opportunities for bicycle facilities and coordinate with the county bicycle planning efforts.
- D. Seek Transportation and Growth Management (TGM) and other funding for projects evaluating and improving the environment for alternative modes of transportation.
- E. Utilize local improvement districts (LIDs) when possible to provide sidewalks and curbs for local neighborhoods.

Goal 5: encourage the continued and improved rail transportation of goods and reinstatement of rail passenger service.

**Objectives**

- A. Encourage industry to locate in areas that are, or can be, served by the railroad.B.  
Work with Union Pacific Railroad to develop an alternate road access into the Hinkle Railyard and other Railroad industrial lands within the UGB.
- C. Encourage the reinstatement of passenger rail service to the Hermiston Amtrak Terminal.

**M. ENERGY CONSERVATION (GOALS 5 AND 13)**

Goal: To conserve energy and develop and use renewable energy resources.

It shall be City policy:

1. To revise the zoning ordinance to protect solar access.
2. To encourage orientation and design of new streets and buildings to allow for utilization of solar energy and provisions of landscaping to reduce summer cooling needs.
3. To design the extension and upgrading of water and sewer lines and facilities to minimize energy use.
4. To protect existing trees.
5. To encourage the use of solar, wind, and other renewable energy technologies.
6. To encourage building owners to insulate their buildings to conserve energy and reduce operating costs.
7. To require street tree planting along all new or upgraded streets and landscaping around the perimeter and within all new parking lots to shade vehicle parking areas and sidewalks and reduce heat and glare from pavement.
8. To require shade tree planting and landscaping around and within all commercial and residential, and industrial park developments to shade buildings and walkways, cool building surroundings, and reduce glare and noise.
9. To explore opportunities for economic development and natural resource conservation from the siting of energy generation facilities using solar power, wind, biomass/ agricultural waste, and other renewable energy technologies.
10. To encourage the siting of commercial and industrial businesses engaged in the fields of energy conservation and renewable energy.

**N. URBANIZATION (GOAL 14)**

Goal: To provide for an orderly and efficient transition from rural to urban land use.

Objectives:

1. To encourage development to occur within a relatively compact urban area.
2. To manage growth so that urban areas are developed when urban services (water and sewer service) are available. Land adjacent to the city limits are preferred so that services are extended in a logical and orderly fashion.
3. Preserve large parcels of land (ten acres or greater) within the urban growth boundary for future urban development.
4. To jointly manage the land within the urban growth area (UGA) in concert with Umatilla county.
5. To prevent leap-frog development and premature parcelization of land.

Growth Controls:

- Adopt a 10-acre minimum lot size, “Urban Holding Zone” to be applied to lands mapped as EFU, Farm Residential, or Urban Holding (as of March 2001);
- Proposed annexation areas must demonstrate that sufficient public facilities (water – including source supply, sewer – including treatment facilities, storm drainage, and transportation systems) area available or will be installed in conjunction with any land development;
- Allow development adjacent to existing or approved developments only. “Cherry stem” annexations are prohibited except where improvements to be constructed as a result contribute to the orderly and efficient urbanization of the intervening land uses;
- Adopt special standards for the Urban Holding Zone to address existing non-conforming lots of record. Require development or further subdivision of those lands to include property owner agreement.
- Minimum average lot area for Urban Holding areas shall be ten (10) acres, until City public facilities and services are available and adequate to serve the proposed use on the property. At that time, the lot must be annexed into City limits to receive public facilities and services.

SECTION 6. PLAN AND IMPLEMENTATION MEASURE REVIEW

The City Comprehensive Plan and implementation measures shall be reviewed at least biannually to determine conformity with changes in:

- Oregon Revised Statutes and Administrative rules;
- Oregon Case Law;
- Oregon Statewide Planning Goals;
- Requirements of the City;
- Needs of residents or landowners within the city or urban growth areas; and
- Concerns of the County and other affected governmental units.

If the City Comprehensive Plan, implementation measures, or both fail to conform to any of the above criteria, the nonconforming document(s) shall be amended as necessary and as soon as practicable.

## SECTION 7. PLAN AMENDMENT

Amendments to the Comprehensive Plan may be initiated through the City Planning Department by property owners and residents within or adjacent to the city limits or urban growth boundary, by Umatilla County and by affected agencies or organizations. Amendments may also be initiated by the City Council, Planning Commission, City Administrator, or City Planner. All amendments shall be forwarded to LCDC in accordance with applicable State Statutes and Administrative Rules, and to Umatilla County in accordance with the Stanfield Planning Area Joint Management Agreement.

The City of Stanfield will process, review and act on a requested Plan amendment per the following procedures:

A. The Planning Commission shall set a public hearing date and give notice thereof through a newspaper of general circulation in the city at least ten (10) days prior to the hearing and if applicable, notice shall be mailed to:

1. Property owners within 250 feet of land subject to a proposed amendment to Comprehensive Plan map A, C, or D; and
2. Affected governmental units which may be impacted by or who have requested opportunity to review and comment on proposed amendments.

B. Copies of proposed amendments shall be made available for review at least ten (10) days prior to the Planning Commission hearing.

C. Within ten (10) days after the close of the public hearing, the Planning Commission shall make findings of fact and recommend to the City Council adoption, revision or denial of proposed amendments.

D. Upon receipt of the Planning Commission recommendation the City Council, shall set a public hearing date and give notice thereof through a newspaper of general circulation in the city at least ten (10) days prior to the hearing and if applicable, notice shall be mailed to:

1. Property owners within 250 feet of land subject to a proposed amendment to Comprehensive Plan map A, C, or D; and
2. Affected governmental units which may be impacted by or who have requested the opportunity to review and comment on proposed amendments.

E. Copies of proposed amendments and the Planning Commission recommendation shall be made available for review at least ten (10) days prior to the City Council hearing.

F. Within ten (10) days after the close of the hearing, the City Council shall make findings of fact and adopt, adopt with changes, or deny the proposed amendments. Adoption of plan amendments is effective upon:

1. City adoption in the case of amendment of a Comprehensive Plan map for an area within the city limits.
2. County co-adoption in the case of amendment of plan goals, objectives, policies, or plan maps for the urban growth area; or the urban growth boundary location.

Formal LCDC acknowledgment may subsequently be required for some plan amendments, but they are effective locally per the above.

G. Notice of plan amendment decisions and copies of any plan amendments adopted by the City shall be sent to Umatilla County, LCDC, the applicant, the news media, and all persons or agencies that testified at the public hearings or in writing.

H. The applicant for an amendment bears the legal burden of proof regarding the amendment and the financial responsibility of defending an appeal of the City's approval of the amendment. The City may, however, elect to participate fully or partially in terms of staff and costs associated with the defense of such an appeal.

#### SECTION 8. SEVERABILITY

The provisions of this clause are severable. If a section, sentence, clause, or phrase shall be adjudged by a court of competent jurisdiction to be invalid, the decision shall not affect the validity of the remaining portions of this ordinance.