

# City of Ukiah

## Comprehensive Plan

July 2013

**ORDINANCE NO. 47**

**AN ORDINANCE ADOPTING THE CITY OF UKIAH**

**COMPREHENSIVE PLAN**

**SECTION 1. AUTHORITY**

Pursuant to Oregon Revised Statutes Chapter 92.197.215 and 227, the Statewide Planning Goals, and in coordination with Umatilla County and other affected governmental units, the City of Ukiah hereby adopts the City of Ukiah Comprehensive Plan including plan goals and policies as enumerated herein and the plan map.

**SECTION 2. PLAN TECHNICAL REPORT**

The technical report provides the background information, facts and considerations that the city's comprehensive plan, goals, policies and map are based on. The technical report is not adopted as part of the plan but remains the supporting document that is subject to revisions as new technical data becomes available. When new data indicates that the city's plan should be revised, amendments shall be made as provided in Section 7.

**SECTION 3. PLAN IMPLEMENTATION MEASURES**

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

**SECTION 4. AVAILABILITY OF PLAN**

After the City Comprehensive Plan receives acknowledgement of compliance from the Oregon Land Conservation and Development Commission, the comprehensive plan, technical report and implementation measures shall be available for use and inspection at City Offices County Planning Department office, and Department of Land Conservation and Development office in Salem.

**SECTION 5. PLAN GOALS AND POLICIES**

The following statement of goals and policies provide 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 course 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 development.

**A. Citizen Involvement**

GOAL: To develop a citizen involvement program that insures 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; tabulated survey results shall be distributed.
2. To encourage people to attend and participate in city council meetings and hearings.
3. To make technical reports available for public inspection.
4. To distribute the comprehensive plan to the public for use as a reference in making decisions affecting land use.

**B. Land Use Planning**

GOAL: 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.

It shall be City Policy:

1. To prepare data inventories on natural resources, man-made structures and utilities, population and economic characteristics, and the roles and responsibilities of affected governmental units.
2. To identify lands suitable for development and areas where development should be restricted.
3. To develop economic and population projections.
4. To determine the land requirements for projected economic development and population growth.
  - a. To determine the public facilities and services required to accommodate existing unmet public needs and expected economic and population growth.
  - b. To revise the comprehensive plan and urban growth boundary for the City of Ukiah as necessary based on available information, citizen input, coordination with affected governmental units, and the goals and policies adopted herein.
  - c. To prepare, adopt and revise as necessary zoning, subdivision and mobile home park ordinances.

d. To establish additional policies and implementation measures consistent with the Comprehensive Plan as necessary.

**C. Agricultural Lands**

GOAL: To preserve and maintain agricultural lands.

It shall be City Policy:

1. To identify agricultural lands which should be preserved and protected from urban development.
2. To encourage residential, commercial, and industrial development within the urban growth boundary.
3. To restrict residential, commercial, and industrial development outside the urban growth boundary.
4. To retain land within the urban growth area presently zoned for Exclusive Farm Use for farming until rezoning is requested.

**D. Open Spaces, Scenic and Historic Areas, and Natural Resources**

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

It shall be City Policy:

1. To protect Camas Creek and insure public access.
2. To examine any publicly owned lands including street rights-of-way for their potential open-space use before their disposition.
3. To protect archaeological and historic sites, structures and artifacts.
4. To conserve the area's natural resources.

**E. Air, Water and Land Resources Quality**

It shall be City Policy:

1. To limit all discharges from existing and future development to meet applicable state or federal environmental quality statues, rules and standards.
2. To encourage industries to locate in Ukiah which would have no significant detrimental effect on the environmental resources of the area.

## **F. Areas Subject to Natural Disasters and Hazards**

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

It shall be City Policy:

1. To encourage development to locate outside floodplains, natural drainage ways, steep slopes and other hazardous areas.
2. 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.

## **G. Recreational Needs**

It shall be City Policy:

1. To develop a community center to provide a public meeting place and recreational facilities for all age groups.
2. To plan community recreation facilities in conjunction with existing and planned school facilities so that they complement each other in function.

## **H. Economic Development**

GOAL: To diversify and improve the economy of Ukiah.

It shall be City Policy:

1. To encourage commercial development to meet the needs of residents and visitors.
2. To protect those areas stable for industrial development from encroachment of incompatible land uses.
3. To encourage diversified, non-polluting industrial development in order to provide a stable job market for area residents.
4. To maximize the utilization of local work force as job opportunities increase.

## **I. Housing**

GOAL: To increase the supply of housing to allow for population growth and to provide for the housing needs of the citizens of Ukiah.

It shall be City Policy:

1. To encourage a moderate rate of growth.
2. To cooperate with agencies involved in the development of low and moderate-income housing.
3. To encourage future residential developments which provide prospective buyers with a variety of residential lot sizes, a diversity of housing types, and a range in prices.

## **J. Public Facilities and Services**

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

It shall be City Policy:

1. To require underground installation of utilities in all new subdivisions.
2. To cooperate with agencies involved in providing and coordinating social services to the community.
3. To develop, maintain, update and expand police and fire services, streets and sidewalks, water and sewer systems and storm drains as necessary to provide adequate facilities and services to the community.
4. To work with Umatilla County to insure adequate provisions for and control of solid waste disposal sites.
5. To plan public facilities, utilities and services to meet expected demand through development of a capital improvement program.
6. To provide city water and sewer services only within the urban growth boundary and upon annexation, irrevocable consent to annex or at the discretion of the City Council.

## **K. Transportation**

Low population density and the rural nature of the area have resulted in individual vehicular traffic being the only major sources of transportation.

The City is laid out in a grid pattern centered north-south around OR 244 and east-west around Soap Hill Road. The majority of city streets, , are paved gravel roadways. There are three county roads that service Ukiah Soap Hill Road extends south from OR 244, Albee

Road extends north from OR 244, and Waid Street.. These county roads provide vital connections between Ukiah and nearby communities and are under the jurisdiction of Umatilla County. OR 244 (Ukiah-Hilgard Highway) connects Ukiah with I-84 at La Grande.

The relatively small size of Ukiah indicates that walking could be employed regularly, weather permitting, to reach a variety of destinations. Encouraging pedestrian activities may not only decrease the use of the personal automobile but may also provide benefits for retail businesses. The sidewalks in Ukiah surround the City Park And the painted crosswalks at the intersections of Main Street and Albee Street and at Albee Street and Despain Street provide pedestrian access..

There are no marked bikeways; bicyclists must share the roadways with motorized vehicles. On low volume roadways, such the local streets, bicyclists and automobiles can both safely and easily use the roadway. On the highest volume roadway, particularly Main Street, safety for the bicyclists is an important issue.

There is no fixed-route transit service. The small size and low traffic volumes on city streets indicate that mass transit is not necessary or economically feasible at this time.. There is a need for public transit between Ukiah and nearby communities, especially to help older residents reach destinations outside the city.

AMTRAK service discontinued in 1997 that serviced Hermiston and Pendleton and although elected officials have the best intentions service is no closer to be restored. Eastern Oregon Regional Airport in Pendleton, 50 miles north and Hermiston Municipal Airport, 70 miles north-northwest services Ukiah..

There are currently no pipelines or water transportation serving Ukiah.

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

#### Objectives

1. Ensure that the road system within the City an urban area is adequate to meet public needs, including the needs of the transportation disadvantaged.
  - A. Develop a city transportation plan.
  - B. Meet identified maintenance level of service standards on the county and state highway systems.
  - C. Review and revise, if necessary, street cross-section standards of local, collector and arterial streets to enhance safety and mobility.
  - D. Develop access management strategies where needed.

- E. Evaluate the need for traffic control devices.
  - F. Analyze the safety of traveling speeds and consider modifying posted speeds as necessary.
  - G. Evaluate the operation and safety of the street system.
  - H. Encourage the provision of transportation alternatives for elderly and handicapped citizens.
3. Preserve the function, capacity, level of service and safety of existing and planned roadways.
- A. Develop access management standards.
  - B. Develop alternative, parallel routes.
  - C. Promote alternative modes of transportation.
  - D. Promote transportation demand management programs.
  - E. Promote transportation system management.
  - F. Develop procedures to minimize impacts to and protect transportation facilities, corridors or sites during the development review process.
3. Improve coordination among Umatilla County, ODOT, the US Forest Service (USFS), the Federal Highway Administration (FHWA) and the city.
- A. Cooperate with ODOT in the implementation of the Statewide Transportation Improvement Program (STIP).
  - B. 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.
  - C. Work with the county in establishing cooperative road improvement programs and schedules.
  - D. Work with the county in establishing the right-of-way needed for new roads identified in the transportation system plan.
  - E. Take advantage of federal and state highway funding programs.

- F. Encourage the county and ODOT to improve the existing road system to and within the City.
- G. Consider pooling resources with other cities and the county to provide services that benefit areas both inside and outside the City.
- 4. Increase the use of alternative modes of transportation (walking, bicycling and public transportation) through improved access, safety and service.
  - A. Provide sidewalks or shoulders and safe crossings on collectors and arterials.
  - B. Amend and implement a city bicycle plan.
  - C. Seek Transportation and Growth Management (TGM) and other funding for projects in order to evaluate and improve the environment for alternative modes of transportation.
  - D. Cooperate with other cities and the county to pursue inter-city transit service opportunities.

## Policies

1. Coordination with the Oregon department of Transportation (ODOT) to implement the highway improvements listed in the Statewide Transportation Improvement Program (STIP) that are consistent with the Transportation System Plan and the City's Comprehensive Plan.
2. The findings of ODOT's draft Environmental Impact Statements and Environmental Assessments as integral parts of the land use decision-making procedures shall be considered. Other actions required, such as a goal exception or plan amendment will be combined with review of the draft EA or EIS and land use approval process.
3. The Transportation System Plan is hereby an element of the City of Ukiah Comprehensive Plan. It identifies the general location of transportation improvements. **Changes in the specific alignment of proposed public road and highway projects that shall be permitted without plan amendment if the new alignment falls within a transportation corridor identified in the Transportation System Plan.**
4. Operation, maintenance, repair and preservation of existing transportation facilities shall be allowed without land use review, except where specifically regulated.

5. No land use review shall be required for dedication of right-of-way, authorization of construction and the construction of facilities and improvements for projects authorized in the Transportation System Plan, the classification of the roadway and approved road standards.
6. Changes in the frequency of transit, that is consistent with the Transportation System Plan (TSP) shall be allowed without land use review.
7. For State projects that require an Environmental Impact Statement (EIS) or Environmental Assessment (EA), the draft EIS or EA shall be used documentation for local land use review:
  - A. including if the project is consistent with the TSP,
  - B. or if not consistent with the TSP formal review of the draft EIS or EA and concurrent completion of necessary goal exceptions or plan amendments.
8. [Ukiah shall]:
  - a. protect the function of existing and planned roadways as identified in the Transportation System Plan.
  - b. include a consideration of a proposal's impact on existing or planned transportation facilities in all land use decisions.
  - c. protect the function of existing or planned roadways or roadway corridors through the application of appropriate land use regulations.
  - d. consider the potential to establish or maintain accessways, paths or trails prior to the vacation of any public easement or right-of-way.
  - e. preserve right-of-way for planned transportation facilities through exactions, voluntary dedication or setbacks.
  - f. In areas of new development, investigate the existing and future opportunities for bicycle and pedestrian access ways.
  - g. Bikeways shall be included all new arterials and collectors within the Ukiah Urban Growth Boundary
  - h. Encourage retrofitting of existing arterials and collectors with bike lanes and shall proceed on a prioritized schedule as appropriate and practical
  - i Include sidewalks on all new streets within the City of Ukiah
  - j. Retrofit existing streets with sidewalks shall proceed on a prioritize schedule.
  - k. Encourage bikeways and pedestrian accessways to be designed and constructed to minimize potential conflicts between transportation modes. Design and

construction of such facilities shall follow the guidelines established by the Oregon Bicycle and Pedestrian Plan.

- l.. maintain and repair existing bikeways and pedestrian accessways (including sidewalks on an equal priority to the maintenance and repair of streets..
- m. Provide bicycle parking facilities at all new residential multifamily developments of four units or more, commercial, industrial, recreational and institutional facilities.

## **L. Energy Conservation**

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 provision 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 building owners to retrofit their buildings to conserve energy and reduce operating costs.

## **M. Urbanization**

GOAL: It shall be City Policy:

1. To establish an urban growth boundary to identify and separate urbanizable land from rural land.
2. To develop a cooperative process between Ukiah and Umatilla County for the establishment and change of the urban growth boundary.
3. To first consider land in designated expansion areas for inclusion within the urban growth boundary.
4. To consider only those areas that are within the urban growth boundary for annexation to the city.

5. To work with Umatilla County to develop policies and regulations to manage land development within the urban growth boundary outside the city limits.

**SECTION 6. PLAN AND IMPLEMENTATION MEASURE REVIEW**

The City Comprehensive Plan and implementation measures shall be reviewed at least annually 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 area, 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 non-conforming document(s) shall be amended as necessary and as soon as practical.

**SECTION 7. PLAN AMENDMENT**

After the City Council determines that proposed amendments should be considered, amendment of the Comprehensive Plan shall be based on the following procedure and requirements.

- A. 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 the plan map; 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 City Council hearing.
- C. Within ten (10) days after the close of the public 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 case of amendment of the plan map for an area within the city limits.
2. County adoption in the case of amendment of plan policies or the plan map for the urban growth areas; and
3. County adoption and Land Conservation and Development Commission approval in case of amendment of plan goals or urban growth boundary location.

D. Copies of plan amendments adopted by City shall be sent to the County and the Land Conservation and Development Commission within ten (10) days after adoption.

**SECTION 8. SERVERABILITY**

The provisions of this ordinance are severable. If an article, 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.