ORDINANCE NO. 1352

AN ORDINANCE AMENDING ORDINANCE 1285 (TOLEDO MUNICIPAL CODE CHAPTER 1.08) TO UPDATE THE 2000 TOLEDO COMPREHENSIVE LAND USE PLAN AND POLICIES TO ADOPT THE 2013 TOLEDO TRANSPORTATION SYSTEM PLAN AS AN ELEMENT OF THE 2000 TOLEDO COMPREHENSIVE LAND USE PLAN.

WHEREAS, the City of Toledo adopted Ordinance 1285, adopting the 2020 Vision for Toledo (The 2000 Toledo Comprehensive Land Use Plan) and 2000 Toledo Comprehensive Land Use Plan Inventory documents on April 4, 2001, and acknowledged by the State of Oregon Department of Land Conservation and Development on June 19, 2002;

WHEREAS, the 2000 Toledo Comprehensive Land Use Plan allows for text amendments, when consistent with Oregon Statewide Planning Goals and Guidelines;

WHEREAS, with the passage of time, various plan provisions and code sections require updating;

WHEREAS, Oregon Administrative Rule 660, Division 12, requires cities to prepare and adopt a local transportation plan that serves as the transportation element of their Comprehensive Plan that is prepared in accordance with the Oregon Statewide Planning Goal 12, Oregon Administrative Rule 660-12 and the Transportation Planning Rule;

WHEREAS, the purpose of a local Transportation System Plan, according to the Transportation Planning Rule, is to, "establish a system of transportation facilities adequate to meet identified local transportation needs consistent with regional Transportation System Plans and adopted elements of the state Transportation System Plan";

WHEREAS, the City of Toledo was awarded a Transportation and Growth Management (TGM) grant administered jointly by the Oregon Department of Transportation and Department of Land Conservation and Development;

WHEREAS, the TGM grant funded the contract services of professional consulting firm CH2M Hill to provide assistance to study and prepare a Transportation System Plan for transportation modes within the City limits and Urban Growth Boundary;

WHEREAS, a project advisory committee was formed in order to review the City's existing transportation systems, review the Zoning Ordinance and Comprehensive Land Use Plan, and make recommendations for plans, policies, and updates;

WHEREAS, after four project advisory committee meetings and two open house public forums, the consultant prepared a recommendation for the Comprehensive Land Use Plan and Municipal Codes and presented the recommendation to the Toledo Planning Commission and City Council in a joint worksession on May 14, 2013;

WHEREAS, notices of the proposed Transportation System Plan adoption were provided in accordance with noticing procedures established in the Toledo Municipal Code and Oregon State Revised Statutes;

WHEREAS, the Planning Commission reviewed the draft Transportation System Plan in worksession on August 7, 2013;

WHEREAS, the Planning Commission held a public hearing on the recommendation of the Transportation System Plan through a Comprehensive Land Use Plan amendment (PA-1-13), at a public hearing held on August 14, 2013, and continued to September 11, 2013, at which time, the Planning Commission sent forward the proposed Toledo Comprehensive Land Use Plan revisions to the City Council for a public hearing and adoption;

WHEREAS, the City Council reviewed the draft ordinance and proposal in worksession on October 8, 2013; and

WHEREAS, the City Council held a public hearing on November 6, 2013, and continued to December 4, 2013, for the proposed Toledo Comprehensive Land Use Plan amendment to adopt the Transportation System Plan, and the City Council has determined that the adoption of the plan is in the best interest of the citizens of Toledo.

NOW, THEREFORE, THE CITY OF TOLEDO ORDAINS AS FOLLOWS:

SECTION 1.

§1.08.010(A) of the Toledo Municipal Code is amended to read as follows (with the Comprehensive Land Use Plan text language in Article 12 and Article 14 amended on December 4, 2013, as described in Exhibit A of this ordinance for reference):

1.08.010 Documents adopted.

A. The 2020 Vision for Toledo (The 2000 Toledo Comprehensive Land Use Plan) dated April 4, 2001, as amended November 7, 2012, by Ordinance 1345 and amended December 4, 2013, by Ordinance 1352.

SECTION 2.

§1.08.010(F) is added to the Toledo Municipal Code, to read as follows:

F. The Toledo Transportation System Plan, dated December, 2013.

APPROVED AND ADOPTED by the City Council of the City of Toledo, Oregon on this 4th day of December, 2013:

APPROVED by the Mayor of the City of Toledo, Oregon, on this 10th day of December, 2013.

APPROVED

Ralph Grutzmacher, Mayor

ATTEST:

Nancy Bryant, City Recorder

EXHIBIT "A"

WHEREAS, in order to be consistent with the Toledo Transportation System Plan, the City of Toledo must make text amendment changes to the 2000 Toledo Comprehensive Land Use Plan in Article 12 (Transportation) and Article 14 (Urbanization);

WHEREAS, the proposed text amendment is in compliance with the Oregon Statewide Planning Goals and Guidelines, and the Transportation Planning Rule.

NOW, THEREFORE, the following amendments are adopted into the Toledo Comprehensive Land Use Plan:

SECTION 1:

Toledo Comprehensive Land Use Plan; Article 12 (Transportation), is repealed and amended to read as follows:

ARTICLE 12: TRANSPORTATION

GOALS:

1. Provide a safe and efficient, multi-model transportation system which provides linkages in a manner that enhances Toledo's neighborhoods, environment, economy, and social and scenic values.

2. Minimize the adverse social, economic, and environmental impact costs of constructing, maintaining, and using transportation facilities and services in cooperation with county, state, and other public agencies and the private sector.

3. Encourage safe, efficient, convenient, and economic modes of travel that reduce reliance upon one form of transportation, minimize energy consumption and air quality impacts.

4. Develop a safe and efficient street system that will handle the project needs of the community and provide connections to the region.

5. Provide safe, accessible, and convenient pedestrian and bicycle facilities while taking into account Toledo's topography, current street use and widths, and current funding levels for major improvements.

6. The City of Toledo will seek for all its citizens the maximum level of access to all social, work, and welfare resources.

7. The City of Toledo will seek for all its citizens a customer-based regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.

8. Minimize the negative impact of the rail system on other aspects of the transportation system, adjacent land uses, and quality of life in Toledo.

9. Encourage land use patterns that maximize rail service or preserve the future opportunity to use rail transportation.

10. Support current rail service in Toledo.

OBJECTIVES:

Multimodal System Objectives

1. Provide a multi-modal transportation system which provides services for motorized vehicles, bicycles, pedestrians, electronic data transmission, mass transit, and air, rail and water transport (including shipping).

2. Encourage options other than the personal automobile for transportation services through comprehensive land use planning policies that would allow reliance upon the automobile and vehicle trips to be reduced.
    a. Improve and support transit services.
    b. Improve and support ride-sharing opportunities.
    c. Support programs to reduce the single-occupancy trips for commuters to Newport and other Lincoln County and Benton County areas.
    d. Encourage the provision of sidewalks, pedestrian paths, and bicycle paths/lanes.

3. Support the role of Toledo as a regional center for air, water, rail, and roadway transport connections. Within Lincoln County, Toledo has the only sites which provide rail, air, water, and roadway connections for moving goods.

4. Continue to coordinate transportation planning and services with Lincoln County, Oregon Department of Transportation, private industry, and others determining transportation policies, programs, and projects.

5. Maintain a Transportation System Plan which supports and implements these transportation goals and objectives, the Oregon Transportation Goal 12, and the requirements of the Oregon Transportation Rule.

Public Works Objectives

6. Build and maintain roadways and other transportation facilities in a manner that is the most cost effective for the life of the road so as to reduce public maintenance costs.

7. Provide transportation facilities designed to maintain safe conditions over time and in adverse weather conditions.

8. Develop a coordinated approach to the operation, development, and maintenance of transportation facilities by linking the construction and maintenance of roadways to the

construction and maintenance of other public services including wastewater, water, storm drainage, public utilities, and public safety vehicle access and to the increased service level demands of new or expanded land within the City and Urban Growth Boundary.

9. Ensure continued, economically viable, and competitive access to electronic data transmission. Maintain the Toledo Public Utilities Commission to provide input to the City Council regarding franchises for the operation of public utilities within Toledo.

Development/Land Use Objectives

10. Assure that minimum, adopted national standards for public safety access are maintained for each property and that access lanes are provided as fire breaks and evacuation routes within the community.

11. Require new development to extend/improve transportation facilities to complete transportation system linkages and to mitigate impacts of additional traffic from new development on the existing transportation system and neighborhoods.

12. Maintain standards and procedures to ensure the provision of the desired transportation system as each property is developed/redeveloped for more intense uses by coordinating development permits with the extension or improvement of streets and other transportation facilities.

13. Develop and maintain a Transportation System Plan and clear and objective local standards for transportation facilities construction and maintenance.-Incorporate the use of the TSP and local standards into application reviews and permits for all new developments and construction projects.

14. Minimize disturbances of the natural environment or use of natural resources when locating, constructing, maintaining, and using transportation facilities and services. Encourage land use patterns which minimize environmental impacts from transporting people, goods, and services.

Street System Objectives

15. Provide a system of roadways that maintain vehicle capacity and public safety as the community grows.

16. Provide linkages within the community with a circulation system that is safe and convenient to all areas within the community and that links the community to Highway 20, rail, air, and water shipping facilities.

17. Maintain the character of Toledo's neighborhoods by encouraging local streets that ensure safe and efficient traffic flows but which are designed to encourage low speeds and minimize traffic impacts within the residential neighborhoods.

18. Maintain efficient and safe truck routes to support the transportation of people, goods, and

services between major employment centers and markets.

19. Support and work with the Cascades West Area Commission on Transportation (CWACT) to identify funding for Western Junction projects that are in line with Toledo's vision for the intersection.

20. Work with partners to add wayfinding signs to direct visitors to downtown Toledo, the Arts District, and other Toledo attractions for all modes including vehicles, bicyclists, and pedestrians.

21. Continue to support transportation access including freight to industrial sites in the City - including the Siletz Kiln site - to support economic development.

22. Maintain flexibility with street standards for all modes given the existing topographical and right-of-way constraints, provide options to minimum standards that provide safe, feasible streets.

23. The designated Functional Classification of streets in the Toledo TSP will be used to prioritize street maintenance and guide the location and design of new streets.

24. Protect the function of existing and planned roadways by application of appropriate setbacks, land use regulations, exactions, and voluntary dedication.

25. All development proposals, plan amendments, or zone changes will conform with the Toledo Transportation System Plan.

26. Consider impacts on existing or planned transportation facilities in all land use decisions.

27. Coordinate with the Oregon Department of Transportation and Lincoln County Public Works to implement the improvements listed in the Toledo Transportation System Plan.

28. Continue to update capital plans to identify, prioritize, and construct transportation projects giving careful consideration to a constrained budget environment, topographical challenges, and diminishing sources of outside funding.

29. Land uses authorized under Comprehensive Land Use Plan Map and Zoning Map amendments must be consistent with the identified function, capacity, and level of services of transportation facilities.

<u>Bicycle and Pedestrian System Objectives</u>

30. Develop a pedestrian and bikeway system which will provide routes to allow pedestrians and bicyclists to travel to and from residential areas to schools, parks, places of employment, and commercial areas.
    a. Action: If there are stakeholders in this area, then every effort should be made to involve these citizens in selecting prioritized routes to be considered for feasibility, safety, and cost versus use practicality.

b. Action: The same stakeholders should also be encouraged to take an active role in determining sources of revenue for funding these improvements above the funds currently being dedicated for bike lanes.
c. Action: Coordinate with Lincoln County and private land owners in the development of bikeways.

31. All new arterial and collector streets and major improvements[1] to arterial and collector streets shall include the pedestrian and bikeway facility specified in the street design standard where feasible.

32. When traffic volume on existing collector streets (speeds <25mph) exceeds 3,000 ADT consider changing the bikeway type from shared roadway to bike lanes.

33. Low curb crosswalks shall be used at all intersections, consistent with ADA guidelines, to facilitate use by all pedestrians.

34. Where feasible, the City shall allow no physical obstruction of sidewalks such as utility poles, sign posts, or guy wires (consistent with ADA guidelines).

35. Provide safe, convenient, and attractive walking environments through the City with a special emphasis in the commercial area.

36. Visibility and unobstructed views shall be promoted for all areas of high pedestrian use.

37. Bicycle traffic on sidewalks shall be prohibited.

38. The City will work with interested landowners to explore local funding options for sidewalk improvements such as Local Improvement Districts.

39. The City supports the development of a well-developed sidewalk system with street trees to link the community to downtown, local parks, and the waterfront.

40. Support efforts by local schools and emergency service organizations to implement a bicycle, pedestrian, and driver safety education program to encourage safe walking, cycling, and driving behavior.

41. Coordinate with rail operators to address rough pavement at railroad crossings to create smooth crossings for bicyclists and pedestrians. (This objective is in conjunction with Rail Objectives 61 and 63 to address railroad crossings).

42. Identify ways to improve wayfinding resources to guide pedestrians and bicyclists to explore Toledo and provides directions to local attractions in downtown and near the waterfront.

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[1] "Major improvement" refers to a construction project where the pavement or asphalt of the street is removed down to the base rock foundation and rebuilt.

43. Work with regional partners to determine the feasibility of building an intercity multi-use trail.

44. Encourage community partners to explore the possibility of instituting a volksmarch[2] route in Toledo for programming events.

Port and Water System Objectives

45. Work with partners to determine the lifespan of Butler Bridge and explore the rebuilding or altering the bridge to accommodate taller barges and boats.

46. Support efforts to develop a pier for barge access at the entrance to Depot Slough on Georgia-Pacific property to take advantage of the dredged river channel.

47. Explore the possibility of a recreational (non-motorized) boat launch on the waterfront near downtown.
48. Work with the Port of Toledo and other partners to help identify an appropriate dredge spoils site for Depot Slough.

49. Continue to make the proposed intermodal hub at Tokyo Slough (linking water, rail, and freight truck transportation) a high priority.

Transit Objectives

50. The City will support and promote regional planning for public transportation services that use innovative technology to maximize efficiency of operation, planning, and administration of public transportation.

51. The City encourages the use of car pools and park-and-ride lots in the area and other strategies to reduce the number of single occupant vehicle trips.

52. The City shall support existing public transportation services by improving facilities and promoting public awareness of the services.

53. The City will coordinate with other jurisdictions when park-and-ride facilities are needed.

54. Maintain long-standing partnership with Lincoln County Transit and the North by Northwest Connector to support new investments in transit service and infrastructure, and identify potential new funding sources to implement these improvements.

55. Encourage the Toledo Chamber of Commerce or other organization to explore a citywide transit shuttle or circulator that could meet the demand for improved local service for Toledo residents and employees.

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[2] Volksmarching is a form of personal, non-competitive, fitness walking that originated in Germany and has a popular following in the United States.

56. Encourage local and regional partners to explore long-term feasibility of water taxi or ferry service to Newport.

Air Objective

57. If the airport closes, work with partners (including emergency service providers) to identify an alternate Life Flight landing site in the City.

Pipeline Objective

58. Continue to support the Georgia-Pacific plant's effluent pipeline and work with partners to maintain applicable environmental permitting.

Rail Objectives

59. Retain existing railroad crossings in Toledo and strive for safety measures that offer the highest level of protection.

60. Work with the railroad to minimize the visual and noise impacts of rail traffic.

61. Continue to work with the railroad to facilitate pedestrian facility installation at all pedestrian crossings.

62. Coordinate with regional organizations to emphasize the importance of the current rail system to the economy of Toledo and Lincoln County.

63. Coordinate regularly with ODOT Rail, Lincoln County, Georgia Pacific, and PNWR to work together to address the conditions of the crossings.

64. Develop evaluation criteria to prioritize public crossing investments and generate a list of improvements in order of greatest priority.

65. Continue to pursue the proposed intermodal hub at Tokyo Slough with the Port of Toledo to add potential freight rail customers.

66. Work with ODOT Rail and PNWR to develop policies to reduce idling train engines near Downtown businesses.

67. Support efforts that will attract new businesses and support existing businesses and industries that will utilize freight and potential passenger rail service between Toledo and the I-5 corridor

SECTION 2:

Toledo Comprehensive Land Use Plan; Article 14 (Urbanization and Livability), Goal 3 and Objective 4, are amended to read as follows:

GOALS:

3. Ensure that all new developments are reviewed expeditiously and thoroughly and result in compliance with the Comprehensive Plan goals and policies, the Transportation System Plan requirements, and Toledo's Municipal Code and standards.

OBJECTIVES:

4. Work with Lincoln County to ensure that as undeveloped portions of the Urban Growth Boundary are in transition from rural to urban uses, development in these areas occurs in a manner consistent with the Toledo Comprehensive Plan, Transportation System Plan, and standards for redevelopment.