

## EXHIBIT A



**City of Sweet Home**  
Community and Economic Development Department- Planning Program  
3225 Main Street, Sweet Home, OR 97386 541-367-8113

### **City of Sweet Home 2025 North Sweet Home Area Plan Adoption Legislative Findings**

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#### **INTRODUCTION**

The Draft 2025 North Sweet Home Area (NSHA) Plan is intended to provide guidance for future City decisions, certainty for landowners, and a cohesive and functional built environment through incremental development of NSHA properties. The Plan was prepared in collaboration with City staff, stakeholders, and community residents and documents the research, analysis, and community involvement process used to identify system assets and needs. The intent with this plan is to add it as an amendment to and sub-element of the 2025 Transportation System Plan (TSP) and current Comprehensive Plan.

The 2010 Sweet Home Comprehensive Plan includes goals for transportation systems in Sweet Home, incorporating Statewide Planning Goals 12 (Transportation). The Plan also adds community goals to balance the development needs of future land development with a system that serves all users. This Draft 2005 NSHA Plan is compatible with these goals and further details recommendations and improvement projects to align with the intent of the Comprehensive Plan.

The Draft 2025 NSHA Plan is proposed for adoption as an amendment to the Comprehensive Plan and a contextual sub-element document to the 2025 TSP that replaces the 2005 TSP. This document includes criteria of approval and findings of compliance that support a Type IV Legislative Procedure for plan adoption.

#### **CRITERIA OF APPROVAL**

Sweet Home Municipal Code Chapter 17.116 sets out the decision-making criteria for amendments to the Comprehensive Plan and Development Code. The decision criteria are listed in bold text with findings in plain text.

##### **17.116.030 DECISION CRITERIA**

**Amendments to the Comprehensive Plan or Development Code test shall be approved if the evidence can substantiate the following:**

**A. The proposed amendment will not adversely impact the following:**

**1. Traffic generation and circulation patterns;**

The Draft 2025 NSHA Plan includes an analysis of existing conditions; creation and evaluation of land use/transportation options; selection of a preferred alternative; and suggestion of changes to comprehensive plan and zoning designations, as well as policies and transportation projects identified in the Draft 2025 NSHA Plan. Therefore, this criterion is satisfied.

## **2. Demand for public facilities and services;**

The proposed plan does not include any improvements that will increase demand for public services—all proposed improvements are intended to satisfy existing demand, and future demand resulting from population growth. Therefore, this criterion is satisfied.

## **3. Level of park and recreation facilities;**

The Draft 2025 NSHA Plan does not include any changes in the level of park and recreation facilities. Therefore, this criterion is satisfied.

## **B. A demonstrated need exists for the proposed amendment.**

The current Comprehensive Plan includes the goal for “a well-planned, comprehensive transportation system that balances the need for future land development with a system that serves all users.” The last Transportation System Plan that was mentioned in the Comprehensive Plan was completed in 2005 and did not include a North Sweet Home Area plan. The City of Sweet Home has grown substantially since that time. TSPs are mandated by Oregon’s land use laws to promote thoughtful growth and assist local agencies in developing transportation systems that meet the needs of residents. The Draft 2025 NSHA Plan was prepared in conjunction with the 2025 TSP. Therefore, this criterion is satisfied.

## **C. The proposed amendment complies with all applicable Statewide Planning Goals and administrative rule requirements. In addition, amendments to the Development Code shall conform with applicable City Comprehensive Plan policies.**

### **Goal 1 Citizen Involvement:**

*To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process; To provide for widespread citizen involvement; To assure effective two-way communication with citizens; To provide the opportunity for citizens to be involved in all phases of the planning process; To assure that technical information is available in an understandable form; To assure that citizens will receive a response from policy-makers; and To insure funding for the citizen involvement program.*

The Draft 2025 NSHA Plan is a long-term planning document that guides future development and investment in a transportation system in the north Sweet Home area. The development of the Plan included technical analysis, guidance from a combined Public Advisory Committee (PAC) and Technical Advisory Committee (TAC), and public engagement events. The project team created an introductory video and used flyers and a combination of social media and physical posters to generate public interest. Stakeholders represented small businesses, Sweet Fire District, Linn Shuttle, ODOT representatives, local landowners, Albany & Eastern Railroad, City committees, and City officials.

The process for approval of the Draft 2025 NSHA Plan is detailed in 17.128.020. The adoption process requires public hearings and notifications as outlined in 17.128.020(D) and (F): two hearings are required, one Planning Commission hearing and one City Council hearing, for application approval. The Planning Commission public hearing date is scheduled for April 3, 2025. The City Council public hearing is scheduled for April 22, 2025. The City provided notice in accordance with 17.128.020(D) and (F), which details the required public hearing notification process. In compliance with these sections, the City met the required notice timelines and published the notices in the local newspaper. Additionally, the Department of Land Conservation and Development was notified in writing by the City.

Based on the above findings, the process for adoption of the amendment complies with Goal 1 and meets the requirements of the State's Citizen Involvement provisions.

**Goal 2 Land Use Planning:**

*To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268.*

The City has an established land use planning process and a policy framework that serves as a basis for the decision on this request. The policy framework is found in the City's acknowledged Comprehensive Plan, which includes policies and goals relevant to the decision. An analysis of how the Draft 2025 NSHA Plan is consistent with this policy framework is presented below, as required for the requested Comprehensive Plan amendments.

- Amendments to the City's Comprehensive Plan have become part of the policy framework that serves as the basis for decisions and actions related to the use of land. The proposal is to replace the currently adopted 2005 TSP with the Draft 2025 NSHA Plan as an amendment to and sub-element of the 2025 TSP and current Comprehensive Plan, to be adopted and incorporated by reference as an element of the Comprehensive Plan.
- Existing state, regional, and local plans, policies, and regulations relevant to the Draft 2025 NSHA Plan were reviewed and summarized in order to guide the development of the NSHA Plan. (See Appendix A, TM #1, Plans & Policy Framework).
- Coordination between state, regional, and local agencies was accomplished through both the PMT, which included key City staff members, the TAC and PAC. Members of the TAC and PAC that provided guidance on the development of the NSHA Plan included representatives from multiple agencies and organizations, including those listed below.
  - City of Sweet Home
  - Sweet Home Planning Commission
  - Sweet Home City Council
  - Sweet Home Fire District
  - DLCD
  - ODOT
  - Albany & Eastern Railroad
  - US Forest Service
  - Sweet Home School District
  - Sweet Home Chamber of Commerce
  - Linn Shuttle/Senior Center
- The project management team for the Draft 2025 NSHA Plan was comprised of City staff and consultants from DKS Associates, MIG and ODOT. In addition, the project team met in workshops with the PAC and TAC members on June 18, 2024, October 30, 2024, and January 9, 2025. The project team had joint work sessions with the Planning Commission and City Council on November 12, 2024 and January 28, 2025.

Based on the above findings, the process for adoption of the amendment complies with Goal 2 and meets the requirements of the State's Land Use Planning provisions.

**Goal 3 – Agricultural Lands:**

*Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space and with the state's agricultural land use policy expressed in ORS 215.243 and 215.700.*

Goal 3 is not applicable to the Draft 2025 NSHA Plan.

#### **Goal 4 Forest Land:**

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Goal 4 is not applicable to the Draft 2025 NSHA Plan.

#### **Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces:**

*To protect natural resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.*

OAR 660-015-0000(5) requires local governments to protect significant riparian corridors, upland wildlife habitat, and wetlands to conserve these resources and the biological systems they contain and support. The City of Sweet Home details protection and conservation efforts in the Comprehensive Plan and Development Code (Title 17 of the Sweet Home Municipal Code).

The Draft 2025 NSHA Plan contains significant areas of wetlands and floodplains in the vicinity of the South Santiam River. Much of the area is within a Natural Resources overlay zone, which requires additional screening for environmental issues through the City's development process.

The Draft 2025 NSHA Plan Policies and Plan Elements (see Exhibit B, NSHA Plan) support natural and cultural resource protection, including objectives below specifically address protection objectives and projects that generally support protection by promoting walking, biking, and taking transit.

- NSHA Policy 4, Parks and Trails: The existing Quarry Park, riverfront amenities, and new parks and open spaces will be connected by a system of trails and pathways, including a mixed-use path along the area's framework streets.
- NSHA Policy 5, Natural Resources: The North Sweet Home Area contains significant river frontage, riparian areas, wetland features, scenic views, and other natural resources that will be protected and enhanced as the area develops.
- Plan Element, Parks and Trails: A system of parks and trails are envisioned for the NSHA to take advantage of existing City-owned open space and buildout of new transportation infrastructure. The park and trails system will include the following elements.
  - Public Riverfront access at key locations
  - Connections to and through Quarry Park
  - Multi-use trails along key roadways to provide safe and comfortable access for people walking and rolling
  - Protected wetlands to provide open spaces within future development areas
- Proposed Transportation Projects:
  - M-1: 18th Avenue Multiuse Path: Install multiuse path along 18th Avenue and Tamarack Street.
  - M-2: New Neighborhood Street 2 MUP: Install multiuse path along New Neighborhood Street 2.
  - M-3: Quarry Park Trail: Install new trail route through Quarry Park.
  - M-4: Tamarack Street Pedestrian Trail: Install new trail route between Tamarack Street and 24th Avenue, including pedestrian bridge over existing body of water.
  - M-5: 24th Ave/Neighborhood St 1 Crossing: Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.

- M-6: 24th Ave/Neighborhood St 2 Crossing: Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.
- M-7: 25th Ave/Willow St Crossing: Install pedestrian crossing at 24th Ave/Willow Street intersection. Type of crossing to be identified following engineering study.

The Draft 2025 NSHA Plan provides a draft set of goals and objectives that are built upon the existing transportation goal and incorporates other key interests of Sweet Home (see Appendix B, TM #2 Goals Objectives and Evaluation Criteria).

- Goal 2 – Safety:
  - Identify and improve safe crossings for bicycles and pedestrians.
  - Prioritize safe routes to school.
  - Expand the sidewalk network throughout the city.
  - Identify and implement bicycle corridors to navigate the city.
  - Improve lighting along pedestrian and bicycle corridors.
- Goal 3 – Quality of Life:
  - Minimize the impacts of transportation system improvements on existing land uses.
  - Identify and seek funding for programs that encourage healthy transportation habits.
  - Connect the city through pedestrian and bicycle paths.

The Draft 2025 NSHA Plan Goals and Objectives: will protect water quality resources and wetlands as required by law and provides land available to riverfront hospitality uses along the South Santiam River, which will continue to be protected through riparian area regulations. The preferred alternative should include a robust and connected transportation network is proposed in this area, for those walking, rolling, and driving (see Appendix B, TM #2, Goals Objectives and Evaluation Criteria).

The cumulative effect of the planned projects in the Draft 2025 NSHA Plan will protect and conserve existing natural resources and improve open spaces in Sweet Home. The amendment does not change or functionally alter any previously established protection or conservation measures.

Based on the above findings, the process for adoption of the amendment complies with Goal 5 and meets the requirements of the State's Natural Resources, Scenic and Historic Areas and Open Spaces provisions.

**Goal 6 - Air, Water and Land Resources Quality:**

*To maintain and improve the quality of the air, water and land resources of the state. All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards.*

Recommendations and development projects in the Draft 2025 NSHA Plan were designed to protect air, water, and land resources from pollution and contaminants. The recommendations support the enhancement of air, water, and land quality, ensuring the amendment aligns with Statewide Planning Goal 6.

**Goal 7 - Areas Subject to Natural Disasters and Hazards:**

*To protect people and property from natural hazards. Local governments shall adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards.*

This amendment does not directly address potential natural disasters and hazards. These hazards are addressed in other planning processes. Therefore, this amendment is consistent with Statewide Planning Goal 7.

### **Goal 8 – Recreational Needs:**

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Roughly 70 acres of land north of Zelkova Street and adjacent to the South Santiam River is designated as Residential with a “Hospitality Overlay” zone. This designation is intended to provide additional allowances for development that takes advantage of the site’s potential as a recreational hub (see Exhibit B, NSHA Plan). Riverfront hospitality considerations include:

- A resort could be designed around unique site features and take advantage of views of the river and mountain landscape.
- A small resort or lodge sited adjacent to neighborhoods could be more residential in character.
- Riverfront hospitality uses like cabins and campgrounds could preserve natural features within the NSHA.
- Hospitality uses including short term rentals, campsites, yurts, or RV resorts could be located within hospitality zones.

A large new commercially focused area is envisioned for the land in the southwestern area of the NSHA, west of 24<sup>th</sup> Avenue, occupying a portion of the former Sweet Home Mill site. Many commercial uses may also be developed as outright permitted use within the Hospitality Overlay zone (see Exhibit B, NSHA Plan). Additional commercial considerations include:

- Interim uses in commercial zones could include pop- up food and drink vendors, potentially serving tourism during the Oregon Jamboree.
- Small retail businesses could serve locals as well as tourists passing through town.
- Incubator space related to tourism could be located within NSHA Hospitality overlay zone.
- A covered stage area could be located within Quarry Park.
- A commercial node near the Hospitality Overlay zone could include outdoor equipment rentals.
- Open space within the NSHA could be used to host events like the Oregon Jamboree.

A system of parks and trails are envisioned for the NSHA to take advantage of existing City-owned open space and buildout of new transportation infrastructure (see Exhibit B, NSHA Plan). The park and trails system will include the following elements.

- Public Riverfront access at key locations
- Connections to and through Quarry Park
- Multi-use trails along key roadways to provide safe and comfortable access for people walking and rolling
- Protected wetlands to provide open spaces within future development areas

Based on the above findings, the process for adoption of the amendment complies with Goal 8 and meets the requirements of the State's Recreational Needs provisions.

### **Goal 9 - Economic Development:**

*This goal requires that local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.*

The Draft 2025 NSHA Plan Economic Development Policy: will provide opportunities for industrial, commercial, and service jobs. New employment areas will be focused in the vicinity of 24<sup>th</sup> Avenue and within the Hospitality Overlay area (see Exhibit B, NSHA Plan).

The Draft 2025 NSHA Plan contains roughly 75 acres of land in Industrial designation in a large contiguous site, located at the rail crossing at 24<sup>th</sup> Avenue. This location would allow future industrial

users to take advantage of the active rail line and the flat topography of the former Sweet Home Mill site (see Exhibit B, NSHA Plan). Industrial considerations include:

- Manufacturers of prefabricated buildings or prefabricated wood components could take advantage of nearby timber industry businesses and sources.
- Timber-related industrial uses would be well situated on this railroad-adjacent site in the NSHA.
- Employment areas could include pedestrian and bike connections for both workers and residents to access the river and downtown.
- Small scale “Craft” manufacturing related to nearby tourism industries (e.g., boating, snow sports, hiking, etc.), could locate manufacturing and show-room space within the NSHA in this option.
- A brewery or food-related manufacturer could locate their facility within employment industrial employment areas.

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- A covered stage area could be located within Quarry Park.
- A commercial node near the Hospitality Overlay zone could include outdoor equipment rentals.
- Open space within the NSHA could be used to host events like the Oregon Jamboree.

Goal 4 – Economic Development (see Appendix B, TM #2) promotes economic development and tourism. The objectives of the TM #2 Goal 4 are as follows:

- Provide facilities to connect the public to downtown, parks, and other event locations and recreation opportunities
- Manage arterials to support freight in the efficient movement of goods and services
- Improve wayfinding and signage around the City to improve the ability to confidently navigate the transportation network by residents and visitors
- Coordinate with state and regional partners to implement transportation strategies that support increased tourism
- Improve walkability in the Downtown area to promote economic activity.

The Draft 2025 NSHA Plan Goals and Objectives (see Appendix E, TM #10):

- The Preferred Alternative provides land for a range of industrial and commercial uses, in areas to the SW of the study area, closest to existing downtown uses and activity.

This amendment does not directly impact or inhibit economic activities or propose any zoning designation changes. Based on the above findings, the process for adoption of the amendment complies with Goal 9 and meets the requirements of the State's Economic Development provisions.

**Goal 10 - Housing:**

*This goal requires the City plans provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas presently developed or undergoing development or redevelopment.*

Several Draft 2025 NSHA Plan policies and projects promote a transportation system that can adequately support housing development and future travel demand. The Draft 2025 NSHA Plan will provide a variety of housing types to help accommodate the long-term growth of the City. Residentially designated land in the NSHA will receive the R-2 zoning designation, with the possibility of additional flexibility provided by the City's Planned Development process. The residential Plan element of the Draft 2025 NSHA Plan includes over 300 acres of the NSHA area has a residential designation, providing land to help the City of Sweet Home meet its future housing needs. Design of residential neighborhoods in the NSHA will follow the following principles (see Exhibit B, NSHA Plan):

- Preserve natural features for future enjoyment of all
- Provide scenic views
- Include parks, trails, and open spaces
- Are pedestrian and bicycle friendly
- Have connected streets
- Have a mix of activities
- Provide housing for a range of incomes and lifestyles
- Have a variety of housing forms

Travel demand analysis conducted through the TSP/NSHA Plan process estimates total traffic will increase by over 20% (approximately 1,785 new households) by 2045 (see Appendix D, TM #5). Many of the identified Draft 2025 NSHA Plan projects are intended to increase travel capacity among various modes to accommodate future demand. Transportation improvements that accommodate traffic increases over the next 20 years will also help the City meet future housing needs. Many other projects are intended to complete the transportation network and options within existing residential areas. Examples of goals and projects that support increased housing capacity and other transportation improvements that serve existing residential areas include (see Appendix B, TM #2):

- Goal 1: Mobility, Accessibility, and Connectivity.
  - Address intersection capacity needs for present and future traffic volumes.
  - Upgrade key intersection locations to meet Americans with Disabilities Act (ADA) requirements.
  - Encourage active transportation through policy and engineering.
  - Ensure the transportation system provides equitable access for all people.
  - Provide connectivity within the city and identify and prioritize needed transportation connections.
- Goal 2: Safety
  - Identify and improve safe crossings for bicycles and pedestrians.
  - Prioritize safe routes to school.
  - Expand the sidewalk network throughout the city.
  - Identify and implement bicycle corridors to navigate the city.
  - Improve traffic safety through a comprehensive program of engineering, education, and enforcement.
  - Design streets to serve their anticipated function and intended use.
  - Improve lighting along pedestrian and bicycle corridors.
- Goal 3: Quality of Life
  - Preserve community identity through transportation design choices.



- Minimize the impacts of transportation system improvements on existing land uses.
- Connect the city through pedestrian and bicycle paths.
- Goal 4: Economic Development
  - Provide facilities to connect the public to downtown, parks, and other event locations and recreational opportunities.
  - Improve wayfinding and signage around the city to improve the ability to confidently navigate the transportation network by residents and visitors.
  - Improve walkability in the Downtown area to promote economic activity.
- Goal 5: System Management and Maintenance
  - Maintain a roadway functional classification system that prioritizes the purpose and design of each existing and future roadway. Classify streets according to function to achieve consistency in construction, operation, and maintenance.
  - Streets should operate with the intended purpose and provide a combination of mobility and access consistent with the functional classification. Traffic volumes should align with the functional classification with higher classification facilities generally carrying higher traffic volumes.
  - Street policies and design standards should be based on functional classification and other contextual considerations. Streets should be constructed to these standards unless exceptions are granted as approved by Public Works.
  - Where existing streets do not meet standards or proposed streets are unable to meet standards, other management practices (such as parking prohibition) may be utilized to maintain safe operation.
  - Balance local access to US 20 with the need to serve regional and statewide traffic, while supporting adjacent land uses
  - Plan for a transportation system that supports projected population and employment growth and maximize travel options by providing efficient routes for all modes of transportation.
- TSP and NSHA Considerations: The TSP and NSHA will likely incorporate the same or similar transportation goals and policies. However, there may be deviations to apply additional focus for considerations within the NSHA or other parts of Sweet Home. Potential considerations between variation in TSP (Citywide) and NSHA goals and policies may include:
  - Location and context specific considerations
    - Presence of rail crossings within NSHA
    - NSHA connections to downtown
    - Many areas of Sweet Home are built out while NSHA has more space for right of way opportunities
  - Intent-based considerations
    - Promotion of future development within NSHA
- Street Improvement Projects (Draft 2025 NSHA Plan, Table 1, Projects C-1 and C-2)
- New Neighborhood Street Projects (Draft 2025 NSHA Plan, Table 1, Project C-3 and C-4)
- Street Extension Projects (Draft 2025 NSHA Plan, Table 1, Projects C-5 and C-6)
- Street Improvement Projects (Draft 2025 NSHA Plan, Table 1, Projects S-1 through S-9)
- Multiuse Path Projects (Draft 2025 NSHA Plan, Table 1, Projects M-1 and M-2)
- Trail Projects (Draft 2025 NSHA Plan, Table 1, Project M-3 and M-4)
- Street Crossing Projects (Draft 2025 NSHA Plan, Table 1, Projects M-5 through M-7)

The provisions of this amendment do not address the planning or development of housing. Based on the above findings, the process for adoption of the amendment complies with Goal 10 and meets the requirements of the State's Housing provisions.

**Goal 11 - Public Facilities and Services:**

*Goal 11 requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban*

*and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."*

Transportation facilities, including roadways, bikeways, sidewalks, and multi-use paths are a primary type of public facility and, in Sweet Home, are managed by public agencies including the City, Linn County, and ODOT. The Draft 2025 NSHA Plan documents existing conditions and future needs for Sweet Home's transportation system based on the existing and planned land uses (see Appendix C, TM #3 and Appendix D, TM #5), respectively. The Draft 2025 NSHA Plan projects (listed in Draft 2025 NSHA Plan Table1, Exhibit B) are tailored to meet identified existing and future needs and address project goals and objectives.

Based on the above findings, the process for adoption of the amendment complies with Goal 11 and meets the requirements of the State's Public Facilities and Services provisions.

**Goal 12- Transportation:**

*Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system." This is accomplished through development of Transportation System Plans based on inventories of local, regional and state transportation needs. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule ("TPR"). The TPR contains numerous requirements governing transportation planning and project development. (See the "OAR 660, Division 12" section of this document for findings of compliance with the TPR.)*

Project goals and priorities that address mobility and connectivity, capital investments/funding, community needs, system management, environment, transit, safety, equity, and health guided the development of the Draft 2025 NSHA Plan. Existing conditions and future transportation needs were analyzed with respect to these goals and objectives. Elements of the Draft 2025 NSHA Plan – including existing conditions and future needs, as well transportation system standards, implementation strategies, and recommended transportation system improvements – are consistent with TPR Section -0020 requirements.

The inventory and analysis of existing and future conditions identified opportunities, by mode, to improve the transportation system are in the Draft 2025 NSHA Plan (see Appendix C, TM #3). These needs were identified in the existing conditions and needs analysis; by project team members, advisory committee members, and other community members; and through analysis using projected future traffic volumes and patterns, consistent with TPR Section -0030 requirements.

Evaluation criteria, developed in accordance with TPR Section -0035 and based on the NSHA Plan goals and objectives, were used to evaluate improvement alternatives that would address identified needs. Evaluation criteria is detailed in the Draft 2025 NSHA Plan (see Appendix B, TM #2). The criteria were presented to and refined during discussions with the TAC/PAC during their scheduled meetings and community members at public meetings.

The regulatory basis for proposed transportation policies and development code amendments – in particular, TPR requirements – is outlined in the Draft 2025 NSHA Plan (see Appendix A, TM #1) and Comprehensive Plan and Development Code Amendments (see Appendix F). This coordination of land use and transportation planning is consistent with both the general purpose and specific requirements in the TPR, including Section -0045 (Implementation of the Transportation System Plan).

The Draft 2025 NSHA Plan will be adopted as an amendment to and sub-element of the 2025 TSP, the Transportation Element of the City's Comprehensive Plan. NSHA Plan adoption will be accomplished through a legislative amendment process consistent with City procedures and requirements.

Based on the above findings, the process for adoption of the amendment complies with Goal 12 and meets the requirements of the State's Transportation provisions.

**Goal 13 - Energy Conservation:**

*To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.*

A robust set of bicycle and pedestrian projects are recommended in the Draft 2025 NSHA Plan. The transportation sector is the biggest Green House Gas (GHG) polluter, and the transportation system is increasingly vulnerable to climate change and extreme weather events. Reducing GHG emissions through mitigation actions is necessary to help achieve Oregon's climate goals and decarbonize the transportation system. As the climate changes and there are more wildfires, floods, and landslides, efforts are needed to adapt the transportation system to be able to better withstand or recover quickly from these events (Oregon Transportation Plan, Chapter 2 - Key Drivers of Change, 2.2 Climate Change).

Active transportation relies on safe and connected bicycle and pedestrian infrastructure tailored to Oregon's diverse communities (Oregon Transportation Plan 3.2 – Bicycle and Pedestrian Infrastructure)

The Draft 2025 NSHA Plan includes policies and projects that are intended to promote pedestrian and bicycle mobility, which supports energy conservation for the City's transportation system (see Appendix B, TM #2). The following Draft 2025 NSHA Plan policies and projects support the City's pedestrian and bicycle mobility goals:

- Goal 2: Safety
  - Expand the sidewalk network throughout the city.
  - Identify and implement bicycle corridors to navigate the city.
- Goal 3: Quality of Life
  - Identify and seek funding for programs that encourage healthy transportation habits.
  - Connect the city through pedestrian and bicycle paths.
- Goal 4: Economic Development
  - Improve walkability in the Downtown area to promote economic activity.
- Comprehensive Plan Policy 5: The Standards for Pedestrian and Bicycle System improvements listed in the Transportation System Plan, shall be implemented when reviewing new development.

The Draft 2025 NSHA Plan Policies and Plan Elements (see Exhibit B, NSHA Plan) support natural and cultural resource protection, including objectives below specifically address protection objectives and projects that generally support protection by promoting walking, biking, and taking transit.

- NSHA Policy 4, Parks and Trails: The existing Quarry Park, riverfront amenities, and new parks and open spaces will be connected by a system of trails and pathways, including a mixed-use path along the area's framework streets.
- Proposed Transportation Projects (see Exhibit B, Table 1):
  - M-1: 18th Avenue Multiuse Path: Install multiuse path along 18th Avenue and Tamarack Street.
  - M-2: New Neighborhood Street 2 MUP: Install multiuse path along New Neighborhood Street 2.
  - M-3: Quarry Park Trail: Install new trail route through Quarry Park.
  - M-4: Tamarack Street Pedestrian Trail: Install new trail route between Tamarack Street and 24th Avenue, including pedestrian bridge over existing body of water.
  - M-5: 24th Ave/Neighborhood St 1 Crossing: Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.

- M-6: 24th Ave/Neighborhood St 2 Crossing: Install pedestrian crossing at 24th Ave/New Neighborhood Street 1 intersection. Type of crossing to be identified following engineering study.
- M-7: 25th Ave/Willow St Crossing: Install pedestrian crossing at 24th Ave/Willow Street intersection. Type of crossing to be identified following engineering study.

Based on the above findings, the process for adoption of the amendment complies with Goal 13 and meets the requirements of the State's Energy Conservation provisions.

**Goal 14 - Urbanization:**

*To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

The Draft 2025 NSHA Plan includes a number of policies and projects that are intended to accommodate future housing and employment growth forecasted out to 2045, as described in findings for Statewide Planning Goals 9 (Economic Development) and 10 (Housing).

Draft 2025 NSHA Plan Goal 1 – Mobility, accessibility and Connectivity (see Appendix B, TM #2):

- Address intersection capacity needs for present and future traffic volumes.

Draft 2025 TSP Goal 5 – System Management and Maintenance (see Appendix B, TM #2):

- Plan for a transportation system that supports projected population and employment growth and maximize travel options by providing efficient routes for all modes of transportation.

See findings to Goal 9 and 10 for more details on how specific Draft 2025 NSHA Plan policies and projects are intended to respond to a growing community.

Based on the above findings, the process for adoption of the amendment complies with Goal 14 and meets the requirements of the State's Urbanization provisions.

**Statewide Planning Goals 15** (Willamette River Greenway), **16** (Estuarine Resources), **17** (Coastal Shorelines), **18** (Beaches and Dunes), and **19** (Ocean Resources) are not applicable to the City of Sweet Home.

**Conforming with Applicable City Comprehensive Plan Policies**

The 2000 Sweet Home Comprehensive Plan (updated in 2010) includes Transportation Systems goals outlined in Chapter 6. The goals are:

- The City of Sweet Home wants a well-planned, comprehensive transportation system that balances the needs of future land development with a system that serves all users.

Development of the Draft 2025 NSHA Plan included a community outreach and involvement process that involved the collection of feedback from a variety of community members that informed recommendations used to develop the goals and objectives of the NSHA Plan update and identify community needs and priorities. The project team evaluated the existing conditions and future needs of the transportation system in Sweet Home to develop several technical memorandums and a list of recommended projects for the City to consider over the next 20 years.

As stated previously, the Draft 2025 NSHA Plan is designed to be consistent with the Comprehensive Plan goals and further implements the goals through recommendations and projects in the Plan. The proposed amendment does not affect any other goals in the Comprehensive Plan nor create any inconsistency within the Comprehensive Plan. Therefore, this criterion is satisfied.

**D. The amendment is appropriate as measured by at least one of the following criteria:**

**1. It corrects identified error(s) in the provisions of the plan.**

The previous 2005 TSP did not include an NSHA Plan. The NSHA Plan is an amendment to and sub-element of the 2025 TSP and current Comprehensive Plan.

**2. It represents a logical implementation of the plan.**

Because the Comprehensive Plan includes the goal that the City “wants a well-planned, comprehensive transportation system that balances the needs of future land development with a system that serves all users,” this Plan represents a logical implementation of the current Sweet Home Comprehensive Plan. Therefore, this criterion is satisfied.

**3. It is mandated by changes in federal, state, or local law.**

TSPs are mandated by Oregon’s land use laws to promote thoughtful growth and assist local agencies in developing transportation systems that meet the needs of residents. The NSHA Plan is an amendment to and sub-element of the 2025 Transportation System Plan (TSP) and current Comprehensive Plan. Therefore, this criterion is satisfied.

**4. It is otherwise deemed by the City Council to be desirable, appropriate, and proper.**

The Draft 2025 NSHA Plan will be brought before the Planning Commission for recommendation and the City Council for adoption, which will further show that the amendment is deemed by the Council to be desirable, appropriate, and proper. Therefore, this criterion is satisfied.

Exhibit B: Draft North Sweet Home Area Plan

Appendix A: Technical Memorandum #1

Appendix B: Technical Memorandum #2

Appendix C: Technical Memorandum #3

Appendix D: Technical Memorandum #5

Appendix E: Technical Memorandum #10

Appendix F: Comprehensive Plan and Development Code Amendments



# Oregon

Tina Kotek, Governor

## Department of Transportation

Transportation and Growth

Management Program

350 W. Marine Drive

Astoria, Oregon, 97103

Phone: (971) 239-3670

Date: April 16<sup>th</sup>, 2025

TO: City of Sweet Home City Council

FROM: Michael Duncan

Senior Region Planner,

Transportation Growth Management Program Grant Manager

ODOT Region 2

SUBJECT: City of Sweet Home Transportation System Plan Update and North Sweet Home Area Plan, 2025

Congratulations on nearing completion of your Transportation System Plan (TSP) and Area Plan. ODOT is pleased to have participated in developing this plan, which identifies needed improvements, programs, and policy context on both the local street system and the state system.

ODOT supports the technical analysis used to identify problems and solutions, and the policies you established for making transportation-related investment decisions. We endorse your adoption of the plan.

We appreciate the difficult choices involved in deciding which projects and programs to include in the TSP's financially-constrained project list— the projects that are likely to be constructed or implemented within the 20-year planning horizon, given the limited amount of funding the TSP anticipates will be available.

As noted in the TSP, a good portion of the forecasted funding that was identified in the TSP's financial analysis section as reasonably likely to be available for the financially constrained projects and programs identified on the state highway system and included in the TSP are not secured at this time. Consequently, actual project and program implementation will be dependent on those funding forecasts being fully realized. This is an important consideration for both Sweet Home and ODOT.

ODOT looks forward to working with you to implement your TSP as resources allow.

Regards,

Michael Duncan

TGM Grant Manager, Sr. Region Planner

350 W. Marine Drive

Astoria, Oregon 97103

CC: Naomi Zwerdling, ODOT Region 2 Planning and Development Review Manager