

TECHNICAL MEMORANDUM #13

DATE: September 15, 2016

TO: Columbia County TSP Project Management Team

FROM: Darci Rudzinski, Angelo Planning Group

SUBJECT: Columbia County Transportation System Plan Update

Technical Memorandum #13: Implementing Regulations and Policy Amendments

P11086-022

The purpose of this memorandum is to provide the County with some sample policy and development ordinance language to address the recommendations in Technical Memorandum #4 (7/11/14). These recommendations identified provisions and requirements in the Columbia County Comprehensive Plan, Zoning Ordinance (ZO), and Subdivision and Partitioning Ordinance (SPO) that should be updated in order to: (1) be consistent with and implement the updated Transportation System Plan (TSP); and (2) better comply with the Oregon Transportation Plan (OTP) and the Transportation Planning Rule (TPR).

Transportation Goals and Policies

Adopted County transportation policies are found in Part XIII, Transportation, of the Comprehensive Plan. These policies reflect amendments proposed as part of the 1998 Columbia County Rural Transportation System Plan¹. Adopted policies address multi-modal transportation, transit for the transportation disadvantaged, right-of-way dedication, off-site improvements, access management, port development, and airport protection. Consistent with the approach that was taken to ensure consistency between the 1998 TSP and the adopted Comprehensive Plan, it is recommended that the County make some revisions to the transportation element of the Comprehensive Plan to bring it up to date with the 2016 TSP. Background information in Part XIII will need to be updated or replaced with descriptions and analysis from the updated TSP². Policy language should also be updated to reflect the project objectives and outcomes.

Updated transportation policy language is included in the Table 1. The first column shows existing text from Part XIII of the Comprehensive Plan and suggested amendments in a legislative amendment format (underline/strikeout text).

¹ Chapter 6, Implementing Mechanisms, Section 6.6 Summary of Implementing Actions, p. 6-5.

² County staff will need to review background information in Part XIII and advise regarding what content should be retained and updated. The County may also elect to replace background information with a brief introduction to the 2016 TSP update process and refer users to that document, rather than duplicating information in the Comprehensive Plan.

Recommended amendments are based on goals and objectives developed for this TSP update process (Technical Memorandum #5), the transportation standards (Technical Memorandum #11), and on policy issues identified during the course of the TSP update process. The suggested changes to existing policies are discussed in the commentary column in Table 1.

Once these updated and proposed policies are reviewed by the Project Management Team (PMT), advisory committees, and general public they will be revised for consideration during the TSP adoption process. The final version of the policies will be considered for adoption into to the Comprehensive Plan.

Table 1: Comprehensive Plan Transportation Policy Recommendations

Part XIII. Transportation		Commentary
Goal:		
	The creation of an efficient, safe, and diverse <u>multi-modal</u> transportation system to serve the needs of Columbia County residents.	The term “multi-modal” is a more accurate description of the transportation system and is consistent with the local and state interest in planning for all modes.
Objectives:		
		These objectives are general and are not inconsistent with the more specific objectives of the TSP update.
1.	To utilize the various modes of transportation that are available in the County to provide for the residents. <u>maximize efficient use of transportation infrastructure for all users and modes.</u>	Modifications suggest that the County wishes to maximize the use of infrastructure, rather than to “utilize modes.”
2.	To encourage and promote an efficient, <u>accessible, equitable,</u> and economical transportation system to serve the commercial and industrial establishments of the County.	Suggested addition captures the project objective to enhance access to various modes – including transit and freight. The County could consider a “stand alone” objective addressing the equitable distribution of the benefits and impacts of transportation decision, consistent with project Objective 3b.
3.	To improve the existing transportation system. <u>plan for an economically viable and cost-effective transportation system that makes the best use of limited transportation funds.</u>	This language is from project Objective 7a and signifies a shift from enhancing to maintaining the system.
Policies:		

Table I: Comprehensive Plan Transportation Policy Recommendations

Part XIII. Transportation	Commentary
<p>The County has developed a transportation plan consistent with Oregon Land Use Planning Goal 12 “Transportation” and implementing Rule OAR 660-012.</p> <p>1. Columbia County’s transportation plan was adopted on ____, 1998 2016, entitled “Columbia County Rural Transportation System Plan”. It is hereby incorporated into and made part of the Columbia County Comprehensive Plan by this reference. This transportation plan shall be reviewed periodically and updated as necessary.</p>	<p>Recommend updating to reflect the adoption date of the 2016 TSP.</p>
<p>2. The dedication of adequate rights-of-way to meet the standards set in the Transportation Plan shall be required of any person seeking a Zone Change, Conditional Use Permit, Subdivision, or Partition. The developer of a subdivision in an urban growth area will be required to make the appropriate improvements to any related street to meet the <u>roadway, access spacing, and mobility</u> standards set in a Transportation Plan.</p>	<p>The proposed amendment reflects newly established access spacing mobility standards.</p>
<p>3. <u>All expanding or new development shall contribute a fair and proportionate share toward</u> Appropriate off-site improvements to county roads shall be required whenever a development results in a major increase in traffic on an existing county road.</p>	<p>Modified language acknowledges that rough proportionality must be exercised in development exactions.</p>
<p>4. <u>The County will manage access to roadways to reduce congestions and conflicting travel patterns.</u> The County will work with the Oregon Department of Transportation (ODOT) to limit the number of access points onto <u>Principal Arterials</u> arterial roads. Direct access to U.S. Highway 30 will be limited as much as is practical in order to reduce the potential for congestion and conflicting traffic patterns which would disrupt the flow of traffic.</p>	<p>Proposed additions are consistent with project Objective 1g and the Roadway Functional Classification (TSP Figure 11).</p>

Table I: Comprehensive Plan Transportation Policy Recommendations

Part XIII. Transportation	Commentary
<p><u>The County shall work to enhance freight efficiency, access, capacity and reliability, including access to intermodal facilities such as ports and airports.</u></p> <p>5. Industrial uses shall be encouraged to locate in such a manner that they may take advantage of the water and rail transportation systems which are available to the County.</p>	<p>Added language reflects Project Objectives 6b and 6c.</p>
<p>The County will support reducing the number of rail crossings <u>and will support measures to enhance safety at rail crossings.</u></p> <p>6.</p>	<p>Proposed additional language is consistent with project Objective 2c.</p>
<p>The County will work with the Port of St. Helens to encourage the establishment and use of dock facilities.</p> <p>7.</p>	
<p>The two existing airports, in Scappoose and Vernonia, will be zoned with a landing field overlay zone that incorporates the height restrictions set by the Federal Aviation Administration. It will allow the development of airport related industrial uses.</p> <p>8.</p>	
<p>Restriction of the location of new pipelines and high voltage transmission lines to within existing rights-of-way will be encouraged whenever possible.</p> <p>9.</p>	
<p>The County will develop <u>and implement</u> plans to address safe and convenient pedestrian and bicycle circulation, <u>including providing access to key activity centers, such as transit facilities, commercial centers, and community facilities, and improving connections and the ability to transfer between transportation modes.</u></p> <p>10.</p>	<p>Updated language reflects project Objectives 4c and 4e.</p>

Table I: Comprehensive Plan Transportation Policy Recommendations

Part XIII. Transportation		Commentary
11.	<p>Columbia County will continue to support the efforts of COLCO Transportation to supply public transit to the citizens of the County <u>coordinate with transit providers and transit plans (e.g., the 2009 Columbia County Community-Wide Transit Plan and US 30 Transit Access Plan) to improve the coverage, reliability and frequency of services.</u></p>	<p>Updated language reflects the recommendations of adopted transit plans and project Objective 5a.</p> <p>Policy 11 is broadly inclusive of other transit-related TSP objectives; the County could consider adding additional policies that reflect other objectives under project Goal 5 (Work with transit service providers to provide transit service and amenities that encourage and increase ridership).</p>
12.	<p>The County shall promote transit accessibility to transportation-disadvantaged groups and §special attention will be given to the needs of the handicapped citizens with special needs whenever the County considers a proposal for the provision of public transit.</p>	<p>Updated language is consistent with project Objective 5b.</p>
13.	<p>The County will promote walking, bicycling, and sharing the road through public information and organized events</p>	<p>Project Objective 4d.</p>
14.	<p>The County will improve bicycle access along all major corridors to provide intercity bicycle connectivity, including high quality bicycle access along Highway 30. Support the development of the CZ Trail and connection to the Banks-Vernonia Trail.</p>	<p>Project Objective 4f.</p>
15.	<p>The County shall maintain the existing system of roads and bridges to a level suitable to the function of the road, allowing for smooth and comfortable travel, and reducing vehicle maintenance costs, through the preservation of pavements, and prevention of damage by overweight vehicles.</p>	<p>Project Objective 1c.</p>
16.	<p>The County will provide and support needed investments along Emergency Response Routes to preserve emergency response access and mobility.</p>	<p>Proposed policy is consistent with project Objective 2d and supports the identified Emergency Response Routes (Figure 13 in the TSP).</p>

Table I: Comprehensive Plan Transportation Policy Recommendations

Part XIII. Transportation	Commentary
<p>17. <u>The County will employ new technologies, such as Intelligent Transportation System (ITS) elements, to enhance and make the most efficient use of the transportation system and extend the useful life of existing facilities.</u></p>	<p>Proposed policy is consistent with project Objective 1e.</p>
<p>18. <u>The County will work to provide all users with access to integrated transportation facilities and services, including addressing the needs of those with limited mobility, consistent with the federal Americans with Disabilities Act (ADA).</u></p>	<p>Proposed policy is consistent with project Objective 3c.</p>
<p>19. <u>The County shall identify, develop, and actively seek diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for road maintenance and transportation improvement projects.</u></p>	<p>Project Objectives 7b and 7c.</p>
<p>20. <u>The County will coordinate transportation and land use planning and decision-making with other transportation agencies and public service providers, such as ODOT, cities within the County, and the Port, when their facilities or services may be impacted by a County decision or there may be opportunities to increase the efficiency and benefits of a potential improvement.</u></p>	<p>Proposed policy reflects project Objectives under project Goal 9 (Coordinate with local and state agencies and transportation plans).</p>
<p>21. <u>For County roads within a UGB but not yet within city limits, the County will apply roadway and access spacing standards consistent with the subject city's adopted transportation system plan, provided that the urban standards are not less restrictive than County standards.</u></p>	<p>Proposed policy reflects project Objectives under project Goal 9 (Coordinate with local and state agencies and transportation plans).</p>

Ordinance Amendments

Columbia County’s ZO and SPO were audited to ensure that development requirements reflect the goals and objectives of the TSP update, as well as address transportation-related issues that have been raised over the course of the project to date. The intent of this exercise was to identify potential consistency issues between local code requirements and the TSP goals and objectives, as well as note any possible Oregon Transportation Planning Rule (TPR) compliance concerns, before drafting actual amendments to County land use requirements. The complete results of this audit are found in Technical Memorandum #4; Table 2 below includes a list of recommended ordinance amendments resulting from this audit, including the TPR reference and the page reference from Technical Memorandum #4. Sample or “model” code language for the County to consider is provided following the Table, and is shown in underlined text. Pursuant to Task 8.3 of the project work order contract, the County may consider the examples when developing the precise language to update and incorporate into existing regulations. ***County amendments and suggested refinements will be incorporated into the final text of Technical Memorandum #14.***

Table 1: Columbia County Zoning Ordinance (ZO) and Subdivision and Partitioning Ordinance (SPO) Recommendations

Recommendation	Ordinance Section	TSP Goal/TPR Citation
<p>Permit outright transportation improvements that are consistent with the adopted TSP. Specific transportation facilities, services, and improvements are commonly not subject to land use regulation due to the minimal impact on land use. These should be listed as permitted outright or made exempt from regulations through provisions added to the CCZO. The recommendation is to add a new code section to allow outright improvements that implement the transportation system plan and/or can be shown to be consistent with adopted policy.</p>	<p>ZO ARTICLE II – GENERAL PROVISIONS Section 200 GENERAL PROVISIONS</p>	<p>Goal 7: Provide transportation facilities and services that are fiscally responsible and economically feasible. OAR 660-012-0045(1)(a)</p>
<p>Amend access management standards in designated Highway Commercial Districts to be consistent with the TSP. Development standards should be made consistent with access management and spacing standards proposed in the updated TSP.</p>	<p>ZO ARTICLE V – SUBURBAN DISTRICTS Section 800 HIGHWAY COMMERCIAL</p>	

Table I: Columbia County Zoning Ordinance (ZO) and Subdivision and Partitioning Ordinance (SPO) Recommendations

Recommendation	Ordinance Section	TSP Goal/TPR Citation
<p>Establish transportation impact analysis (TIA) requirement thresholds in the code; refer to the performance standards established in the TSP in the TIA requirements. Existing site design review submittal requirements (Section 1555) include an “impact assessment,” which could potentially include a traffic impact analysis (TIA) but do not establish the thresholds for such a requirement. Subdivision requirements (preliminary plat, Section 403) allow the Planning Commission to require additional information from an applicant, which could potentially include a TIA. Mobility standards for County roads are not clearly established in the 1998 TSP.</p> <p>3.</p>	<p>ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS</p> <p>[New] Section 1500 TRANSPORTATION IMPACT ANALYSIS</p>	<p>Goal 1: Provide for efficient and convenient motor vehicle travel.</p> <p>OAR 660-012-0045(2)(b)</p> <p>OAR 660-012-0045(2)(g)</p>
<p>A traffic impact analysis (TIA) requirement is suggested to be included in the ZO, with thresholds identified for the requirement that are proportionate to the potential impacts of development.</p>		
<p>Add provisions for bicycle parking in the ZO. Providing bicycle parking in association with particular uses can help encourage this mode of transportation, as well as generally help to reduce vehicular trips. Development in higher density residential and commercial areas, as well as institutional uses where the key users do not typically drive vehicles, such as elementary schools, are good candidates for including bicycle parking.</p> <p>4.</p>	<p>ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS</p> <p>Section 1400 OFF-STREET PARKING AND LOADING</p>	<p>Goal 4: Increase the quality and availability of pedestrian and bicycle facilities.</p> <p>OAR 660-012-0045(3)(a)</p>
<p>Enhance land use notice requirements to ensure transportation facility and service providers’ participation in the land use process. The County should codified requirements that notice be provided to transportation facility and service providers, as well as other public agencies, where a land use application is being considered that may affect a transportation facility or service. Transportation facility and service providers should also be invited to participate in site design review pre-application conferences, where proposed actions may impact service or facilities.</p> <p>5.</p>	<p>ZO ARTICLE VII – DISCRETIONARY PERMITS</p> <p>Section 1500 DISCRETIONARY PERMITS</p> <p>ZO ARTICLE VIII – ADMINISTRATION</p> <p>Section 1600 ADMINISTRATION</p>	<p>Goal 9: Coordinate with local and state agencies and transportation plans.</p> <p>OAR 660-012-0045(2)(f)</p>

Table I: Columbia County Zoning Ordinance (ZO) and Subdivision and Partitioning Ordinance (SPO) Recommendations

Recommendation	Ordinance Section	TSP Goal/TPR Citation
<p>6. Add new Site Design Review and parking lot criteria addressing safe and convenient on-site pedestrian circulation. Proposed amendments ensure that all new development, redevelopment, expansion, or improvement of all community, governmental, institutional, commercial, industrial and multi-family residential (4 or more units) uses in the County accommodate internal (on-site) safe and convenient pedestrian circulation. New definitions associated with the proposed amendments include “Shared-use Path” and “Walkway.”</p>	<p>SPO ARTICLE I – INTRODUCTORY PROVISIONS</p> <p>SECTION 103. CONSTRUCTION AND DEFINITIONS.</p> <p>ZO ARTICLE I – GENERAL DEFINITIONS</p> <p>Section 100 GENERAL DEFINITIONS:</p> <p>ZO ARTICLE VII – DISCRETIONARY PERMITS</p> <p>Section 1500 DISCRETIONARY PERMITS</p>	<p>Goal 4: Increase the quality and availability of pedestrian and bicycle facilities.</p> <p>OAR 660-012-0045(3)(b)</p> <p>OAR 660-012-0045(3)(e)</p>
<p>7. Add new ZO permit requirements for transit improvements and permit transit signs in all zoning districts. Proposed ordinance language is consistent with recommendations from the 2009 Columbia County Community-wide Transit Plan/US 30 Transit Access Plan. The transit provisions, along with a new Pedestrian Access and Circulation site plan requirements (Section 1500 DISCRETIONARY PERMITS, Subsection 1561), will help further County transit goals and improve access to transit facilities by requiring that certain development proposals accommodate transit facilities and provide pedestrian connections to existing and planned transit stops.</p>	<p>ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS</p> <p>Section 1300 SIGNS</p> <p>[New] Section 1500 TRANSIT IMPROVEMENTS</p>	<p>Goal 5: Work with transit service providers to provide transit service and amenities that encourage and increase ridership.</p> <p>OAR 660-012-0045(4)(a)</p>

Table I: Columbia County Zoning Ordinance (ZO) and Subdivision and Partitioning Ordinance (SPO) Recommendations

Recommendation	Ordinance Section	TSP Goal/TPR Citation
<p>8. Add requirements for preferential parking for carpools and vanpools in designated employee parking areas in new developments. Designating employee parking areas in new developments that are reserved for carpools and vanpools can incentivize and promote ride-sharing and can help reduce vehicle miles traveled.</p>	<p>ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS Section 1400 OFF-STREET PARKING AND LOADING</p>	<p>Goal 3: Provide an equitable, and connected multi-modal transportation system.</p> <p>Goal 8: Provide a transportation system that conserves energy, and protects and improves the environment.</p> <p>OAR 660-012-0045(4)(d)</p>
<p>9. Allow a portion of existing parking areas to redevelop for transit-oriented improvements consistent with the Columbia County Community-wide Transit Plan/US 30 Transit Access Plan. Allowing for a portion of existing parking areas to redevelop for transit uses, and allowing for parking minimums to be relaxed for these uses, will help accommodate transit usage in the county.</p>	<p>ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS Section 1400 OFF-STREET PARKING AND LOADING</p>	<p>Goal 5: Work with transit service providers to provide transit service and amenities that encourage and increase ridership.</p> <p>OAR 660-012-0045(4)(e)</p>
<p>10. To enhance connectivity, limit the use of cul-de-sacs. Where cul-de-sacs are included in development proposals, require that more direct, convenient and safer bicycle and pedestrian travel be accommodated within and between residential areas through the use of a shared-use path. Proposed SPO amendments refine existing cul-de-sac requirements and replaces the term “pedestrian ways” with “shared-use path,” as described in the updated TSP.</p>	<p>SPO ARTICLE X – SUBDIVISION AND PARTITION REQUIREMENTS SECTION 1005. STREETS.</p>	<p>Goal 3: Provide an equitable, and connected multi-modal transportation system.</p> <p>Goal 4: Increase the quality and availability of pedestrian and bicycle facilities.</p> <p>OAR 660-012-0045(6)</p>

Table I: Columbia County Zoning Ordinance (ZO) and Subdivision and Partitioning Ordinance (SPO) Recommendations

	Recommendation	Ordinance Section	TSP Goal/TPR Citation
11.	<p>Modify road standards in the SPO to be consistent with the update TSP roadway standards. The existing County roadway standards in the SPO are consistent with the TPR’s direction to minimize pavement width and total ROW consistent with the operational needs of the facility. However, the updated TSP has modified the right-of-way width for collector streets and this dimension needs to be made consistent in the SPO. Proposed language also reflects the County’s current practice of applying city standards on County-owned facilities within urban growth boundaries. <i>Note: the typical cross-sections in the County Road Standards should be replaced with the typical cross-sections in the updated TSP.</i></p>	<p>SPO ARTICLE X – SUBDIVISION AND PARTITION REQUIREMENTS SECTION 1005. STREETS.</p>	<p>Goal 1: Provide for efficient and convenient motor vehicle travel. OAR 660-012-0045(7)</p>
12.	<p>Add Legislative Amendment (including Major Map Amendment) approval criteria that require consistency with the Statewide Planning Goals. Proposed ZO amendments clarify that proposed legislative amendments to the acknowledged comprehensive plan and land use regulations must be found consistent with Statewide Planning Goals. Specific to the Transportation Planning Rule, proposed legislative amendments that affect an existing or planned transportation facility must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility.</p>	<p>ZO ARTICLE VII – DISCRETIONARY PERMITS Section 1500 DISCRETIONARY PERMITS ZO ARTICLE VIII – ADMINISTRATION Section 1600 ADMINISTRATION</p>	<p>Goal 1: Provide for efficient and convenient motor vehicle travel. OAR 660-012-0060</p>
13.	<p>Allow for consolidated review of land use decisions in cases when project development requires land use decision-making. The TPR addresses project development and implementation - how a transportation facility or improvement authorized in a TSP is designed and constructed (Section -0050). Adding a provision to Article VIII (Administration) that specifies that projects authorized in an acknowledged TSP will not be subject to further justification with regard to their need, mode, function, or general location during project development, will ensure consistency with the TPR.</p>	<p>ZO ARTICLE VIII – ADMINISTRATION Section 1600 ADMINISTRATION</p>	<p>Goal 9: Coordinate with local and state agencies and transportation plans. OAR 660-012-0045(1)(c) OAR 660-012-0045(2)(d)</p>

Recommendation 1

ZO ARTICLE II – GENERAL PROVISIONS

Section 200 GENERAL PROVISIONS:

223 Transportation Improvements Permitted Outright: Except where otherwise specifically regulated by this ordinance, the following improvements are permitted outright:

- .1 Normal operation, maintenance, repair, and preservation activities of existing transportation facilities.
- .2 Installation of culverts, pathways, medians, fencing, guardrails, lighting, and similar types of improvements within the existing right-of-way.
- .3 Projects that are consistent with projects identified and planned for in the Transportation System Plan.
- .4 Public transit facilities.
- .5 Landscaping as part of a transportation facility.
- .6 Emergency measure necessary for the safety and protection of property.
- .7 Acquisition of right-of-way for public roads, highways, and other transportation improvements designated in the Transportation System Plan except for those that are located in Primary Agriculture (PA) or Primary Forest (PF) zones.
- .8 Construction of a street or road as part of an approved subdivision or land partition consistent with the applicable land division ordinance.

Recommendation 2

ZO ARTICLE V – SUBURBAN DISTRICTS

Section 800 HIGHWAY COMMERCIAL

806 Portions of arterials or thoroughfares that have been designated as Highway Commercial Districts by the Commission shall be subject to the following requirements:

- .1 Approach roads and driveways giving access onto the designated arterial or thoroughfare shall not be less than 15 feet in width nor more than 25 feet in width and shall be so constructed as to conform to the specifications for road construction of the Columbia County Road Department.
- .2 Access shall not be permitted along the designated arterial or thoroughfare within a distance of ~~60~~265 feet from the right-of-way line of an intersecting street.

Recommendation 3

ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS

Section 1500 TRANSPORTATION IMPACT ANALYSIS

1501 Transportation Impact Analysis: A Transportation Impact Analysis (TIA) must be submitted with a land use application at the request of the Roads Department Director or if the proposal is expected to involve one or more of the conditions in (1) in order to minimize impacts on and protect transportation facilities, consistent with Section 660-012-0045(2)(b) and (c) of the State Transportation Planning Rule.

- .1 Applicability – A TIA shall be required to be submitted to the County with a land use application at the request of the Roads Department Director or if the proposal is expected to involve one (1) or more of the following:
 - A. Changes in land use designation, or zoning designation that will generate more vehicle trip ends.
 - B. Projected increase in trip generation of 25 or more trips during either the AM or PM peak hour, or more than 400 daily trips.
 - C. Potential impacts to intersection operations.
 - D. Potential impacts to residential areas or local roadways, including any non-residential development that will generate traffic through a residential zone.
 - E. Potential impacts to pedestrian and bicycle routes, including, but not limited to school routes and multimodal roadway improvements identified in the TSP.
 - F. The location of an existing or proposed access driveway does not meet minimum spacing or sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles are likely to queue or hesitate at an approach or access connection, thereby creating a safety hazard.
 - G. A change in internal traffic patterns may cause safety concerns.
 - H. A TIA is required by ODOT pursuant with OAR 734-051.
 - I. Projected increase of five trips by vehicles exceeding 26,000-pound gross vehicle weight (13 tons) per day, or an increase in use of adjacent roadways by vehicles exceeding 26,000-pound gross vehicle weight (13 tons) by 10 percent.
- .2 Level of analysis – A Transportation Impact Analysis (TIA) is required for developments that are expected to have an impact on the transportation system, per the conditions in (1).
- .3 Consistent with the County’s Guidelines for Transportation Impact Analysis (TIA), a landowner or developer seeking to develop/redevelop property shall contact the County at the project’s outset. The County will review existing transportation data to establish whether a TIA is required. It is the responsibility of the applicant to provide enough detailed information for the County to make a determination. An applicant should have the following prepared, preferably in writing:
 - A. Type of uses within the development

- B. The size of the development
- C. The location of the development
- D. Proposed new accesses or roadways
- E. Estimated trip generation and source of data
- F. Proposed study area

If the County cannot properly evaluate a proposed development's impacts without a more detailed study, a TIA will be required. Within a reasonable time following the initial contact, the County will establish whether a TIA is required. The County will provide a scoping summary detailing the study area and any special parameters or requirements, beyond the requirements set forth in the County's Guidelines for Transportation Impact Analysis, when preparing the TIA.

.4 Approval Criteria. When a TIA is required, a proposal is subject to the following criteria:

- A. The TIA addresses the applicable elements identified by the County Roads Department Director and the County's Guidelines for Transportation Impact Analysis;
- B. The TIA demonstrates that adequate transportation facilities exist to serve the proposed development or, identifies mitigation measures that resolve identified traffic safety problems in a manner that is satisfactory to the County Roads Department Director and, when state highway facilities are affected, to ODOT;
- C. For affected non-highway facilities, the TIA establishes that mobility standards adopted by the County have been met; and
- D. Proposed public improvements are designed and will be constructed consistent with County Road Standards and access spacing standards in the Transportation System Plan.

.5 Conditions of Approval.

- A. The County may deny, approve, or approve a proposal with conditions necessary to meet operational and safety standards; provide the necessary right-of-way for improvements; and to require construction of improvements to ensure consistency with the future planned transportation system.
- B. Construction of off-site improvements may be required to mitigate impacts resulting from development that relate to capacity deficiencies and public safety; and/or to upgrade or construct public facilities to County standards.
- C. Improvements required as a condition of development approval, when not voluntarily provided by the applicant, shall be roughly proportional to the impact of the development on transportation facilities. Findings in the development approval shall

indicate how the required improvements directly relate to and are roughly proportional to the impact of development.

Recommendation 4

ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS

Section 1400 OFF-STREET PARKING AND LOADING

1419 Minimum Required Bicycle Parking Spaces:

21.05 Bicycle Parking

- .1 All Public and Semi-Public Buildings and Uses, Retail Uses, and Commercial Recreation uses where required new vehicle parking areas exceed 10 motorized spaces must include a designated area for bicycle parking within 50 feet of a public entrance.
- .2 The following are the required number of bicycle parking spaces.
 - A. Apartment Dwelling. Every residential use of four (4) or more dwelling units shall provide at least one (1) sheltered bicycle parking space for each unit. Sheltered bicycle parking spaces may be located within a garage, storage shed, basement, utility room or similar area. In those instances in which the residential complex has no garage or other easily accessible storage unit, the required bicycle parking spaces shall be sheltered under an eave, overhand, an independent structure, or similar cover.
 - B. Parking Lots. All public and commercial parking lots and parking structures shall provide a minimum of one (1) bicycle parking space for every 10 motor vehicle parking spaces.
 - C. Schools. Elementary and junior high schools, including private or parochial, shall provide one bicycle parking space for every 10 students and employees. High schools shall provide one bicycle parking space for every five (5) students and employees. All spaces shall be sheltered under an eave, overhang, independent structure, or similar cover.
- .3 Single-family dwellings, mobile homes, warehouse, storage and wholesale businesses, and manufacturing establishments shall be exempted from the requirements of Section 21.05 Bicycle Parking.

Recommendation 5

ZO ARTICLE VII – DISCRETIONARY PERMITS

Section 1500 DISCRETIONARY PERMITS

1554 Pre-application Conference Committee: The committee shall be appointed by the Planning Director and shall consist of at least the following officials, or their designated staff members. Only affected officials need to be present at each pre-application conference.

- A. The County Planning Director
- B. The County Director of Public Works.

- C. The Fire Marshal of the appropriate Rural Fire District.
- D. The County Building Official.
- E. The County Sanitarian.
- F. A city representative, for projects inside Urban Growth Boundaries.
- G. A representative from the County transit agency.
- H. A representative from the Oregon Department of Transportation, for proposals that may impact state transportation facilities.
- G. I. Other appointees by the Planning Director, such as an Architect, Landscape Architect, real estate agent, appropriate officials, etc.

ZO ARTICLE VIII – ADMINISTRATION

1603 Quasijudicial Public Hearings: As provided elsewhere in this ordinance, the Hearings Officer, Planning Commission, or Board of Commissioners may approve certain actions which are in conformance with the provisions of this ordinance. Zone Changes, Conditional Use Permits, Major Variances, and Temporary Use Permits shall be reviewed by the appropriate body and may be approved using the following procedures:

- .1 The applicant shall submit an application and any necessary supplemental information as required by this ordinance to the Planning Department. The application shall be reviewed for completeness and the applicant notified in writing of any deficiencies. The application shall be deemed complete upon receipt of all pertinent information. If an application for a permit or zone change is incomplete, the Planning Department shall notify the applicant of exactly what information is missing within 5 days of receipt of the application and allow the applicant to submit the missing information. The application shall be deemed complete for the purpose of this section upon receipt by the Planning Department of the missing information. [effective 7-15-97]
- .2 Once an application is deemed complete, it shall be scheduled for the earliest possible hearing before the Planning Commission or Hearings Officer. The Director will publish a notice of the request in a paper of general circulation not less than 10 calendar days prior to the scheduled public hearing. Notices will also be mailed to adjacent individual property owners, in accordance with ORS 197.763[effective 7-15-97], and affected jurisdictions and agencies. Agency notification may include the Department of Environmental Quality, the Oregon Department of Transportation, and Columbia County Rider.
[Note: ORS 197.763 requires 20 days notice (or 10 days before the first hearing if there will be 2 or more hearings), and that notice be provided to property owners within 100' (inside UGBs), 250' (outside UGBs), or 500' (in farm or forest zones).]
- .3 At the public hearing, the staff, applicant, and interested parties may present information relevant to the criteria and standards pertinent to the proposal, giving reasons why the application should or should not be approved, or what modifications are necessary for approval. [effective 7-15-97] .4 Approval of any action by the Planning Commission at the public hearing shall be by procedure outlined in Ordinance 91-2. [effective 7-15-97]

1606 Legislative Hearing: Requests to amend the text of the Zoning Ordinance or to change a large area of the Zoning Map of Columbia County in order to bring it into compliance with the

Comprehensive Plan are legislative hearings. Legislative hearings shall be conducted in accordance with the following procedures.

- .1 A legislative amendment to the Zoning Ordinance Text or Map may be initiated at the request of the Board of Commissioners, a majority of the Commission, or the Director, or any citizen of the County may petition the Commission for such a change.
- .2 Notice of a Legislative Hearing shall be prepared in conformance with ORS 215.503. Notice shall be published at least twice, one week apart in newspapers of general circulation in Columbia County. The last of these notices shall be published no less than 10 calendar days prior to the Legislative Hearing. The mailing of notice to individual property owners is not required but shall be done if ordered by the Board of Commissioners. Notice shall be mailed to any affected governmental agency. Notice shall be provided to the Oregon Department of Transportation and Columbia County Rider for proposals that impact the transportation system.

1609 Notice of Review by the Director: The submittal of an application which may be approved by the Director requires that notice of the review of such an application be given to affected persons. ~~This means that notice of this review will be mailed to all property owners within 250 feet of the subject property and to the Citizen Planning Advisory Committee for the area.~~

- .1 Notice of this review will be mailed to the following:
 - A. All property owners within 250 feet of the subject property.
 - B. The Citizen Planning Advisory Committee for the area.
 - C. Any governmental agency that is entitled to notice under an intergovernmental agreement entered into with the County and any other affected agencies. At a minimum, the Director shall notify the road authority if different than the County.
- .2 These notices shall contain:
[...]

Recommendation 6

SPO ARTICLE I – INTRODUCTORY PROVISIONS

SECTION 103. CONSTRUCTION AND DEFINITIONS.

[...]

- C. Definitions. Consistent with the definitions of ORS 92.010, for the purpose of this ordinance, the following words and phrases shall mean:

(46) Sales or Sell. Includes every disposition or transfer of land in a subdivision or partition or an interest or estate therein.

(47) Shared-used Path. An off-street path that can be used and shared by several transportation modes, including bicycles, pedestrians, and other non-motorized modes. Shared-use paths accommodate two-way travel.

(47) (48) Sidewalk. A pedestrian walkway with an all weather surface.

[NOTE: All subsequent definitions will need to be renumbered.]

[...]

(53) Walkway. A sidewalk or path, including any access way, improved to County standards, or to other roadway authority standards, as applicable. See also, Access, Shared-use Path and Sidewalk.

ZO ARTICLE I – GENERAL DEFINITIONS

Section 100 GENERAL DEFINITIONS:

[...]

.111 Trailer Park: Land designed or used for the temporary parking of 4 or more trailers or vehicles used for human habitation.

.112 Walkway. A sidewalk or path, including any access way, improved to County standards, or to other roadway authority standards, as applicable. See also, Access and Shared-use Path.

.112 Yard: An open space on a lot or parcel with a building and bounded on 1 or more sides by such building, such space being unoccupied and unobstructed from 30 inches above the ground upward.

[NOTE: All subsequent definitions will need to be renumbered.]

ZO ARTICLE VII – DISCRETIONARY PERMITS

Section 1500 DISCRETIONARY PERMITS

1561 Proposed Site Plan: A complete application for design review shall be submitted, including the following plans, [...]

E. Pedestrian Access and Circulation

1. Site Layout and Design. To ensure safe, direct, and convenient pedestrian circulation, all developments, except single-family detached housing (i.e., on individual lots), shall provide a continuous pedestrian system.
2. Continuous Walkway System. The pedestrian walkway system shall extend throughout the development site and connect to all future phases of development, and to existing or planned off-site adjacent trails, public parks, and open space areas to the greatest extent practicable.
3. Safe, Direct, and Convenient. Pedestrian walkways within developments shall provide safe, reasonably direct, and convenient connections between primary building entrances and all adjacent streets, based on the following definitions:

- a. Reasonably direct. A route that does not deviate unnecessarily from a straight line or a route that does not involve a significant amount of out-of-direction travel for likely users.
 - b. Safe and convenient. Routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations.
 - c. "Primary entrance" for commercial, industrial, public, and institutional buildings is the main public entrance to the building. In the case where no public entrance exists, street connections shall be provided to the main employee entrance.
 - d. "Primary entrance" for residential buildings is the front door (i.e., facing the street). For multifamily buildings in which each unit does not have its own exterior entrance, the "primary entrance" may be a lobby, courtyard, or breezeway which serves as a common entrance for more than one dwelling.
4. When proposed commercial, office, institutional or multi-family uses are located on a site that includes or is adjacent to an existing or planned transit stop, the proposed pedestrian circulation system must demonstrate a safe and convenient pedestrian route from building entrances to the transit stop or to a public right-of-way that provides access to the transit stop.

1563 Standards for Approval:

The Planning Commission or Director shall make a finding with respect to each of the following criteria when approving, approving with conditions, or denying an application:

[...]

F. Walkway Design and Construction. Walkways, including those provided with pedestrian access ways, shall conform to all of the standards in subsections 1-4:

- 1. Vehicle/Walkway Separation. Except for crosswalks (subsection 2), where a walkway abuts a driveway or street, it shall be raised 6 inches and curbed along the edge of the driveway/street. Alternatively, the decision body may approve a walkway abutting a driveway at the same grade as the driveway if the walkway is protected from all vehicle maneuvering areas. An example of such protection is a row of decorative metal or concrete bollards designed for withstand a vehicle's impact, with adequate minimum spacing between them to protect pedestrians.
- 2. Crosswalks. Where walkways cross a parking area, driveway, or street ("crosswalk"), they shall be clearly marked with contrasting paving materials (e.g., light-color concrete inlay between asphalt), which may be part of a raised/hump crossing area. Painted or thermo-plastic striping and similar types of non-permanent applications may be approved for crosswalks not exceeding 24 feet in length.
- 3. Walkway Width and Surface. Walkway and accessway surfaces shall be concrete, asphalt, brick/masonry pavers, or other durable surface, as approved by the City Engineer, at least

six (6) feet wide. Multi-use paths (i.e., for bicycles and pedestrians) shall be concrete or asphalt, at least 10 feet wide.

4. Accessible routes. Walkways shall comply with applicable Americans with Disabilities Act (ADA) requirements. The ends of all walkways, where the walkway intersects a driveway or street shall provide ramps that are ADA accessible, and walkways shall provide direct routes to primary building entrances.

ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS

Section 1400 OFF-STREET PARKING AND LOADING

1415 Parking Areas: All parking areas, excluding one and two-family dwellings, shall meet the following requirements:

- .1 All parking areas of less than 20 parking spaces shall have one handicapped parking space. Parking areas with more than 20 spaces shall provide one handicapped parking space for every 50 standard parking spaces.
- .2 All parking areas shall be divided into bays of not more than 20 parking spaces. Between, and at the end of each parking bay, there shall be planters which have a minimum width of 5 feet and be at least 17 feet in length. Each planter shall contain one major structural tree and ground cover which has been deemed appropriate by the Director. Truck loading areas need not comply with the preceding requirements.
- .3 Parking areas shall be separated from the exterior wall of a structure, exclusive of paved pedestrian entranceways, by a 5 foot strip of landscaping.
- .4 Industrial or commercial parking areas, which abut a residential or apartment district, shall meet the building setback of the most restrictive adjoining residential or apartment district.
- .5 When industrial or commercial parking areas adjoin a residential or apartment district, there shall be a sight obscuring planting, which is at least 80 percent opaque and when viewed horizontally from between 2 and 8 feet above ground level. This planting shall be composed of materials which are an adequate size so as to achieve the required degree of screening within 12 months after installation.
- .6 Parking areas shall be set back from a lot or parcel line adjoining a street. The setback area shall be landscaped.
- .7 All parking area setbacks shall be landscaped with major trees, shrubs, and ground cover as approved by the Director.
- .8 A minimum of 10 percent of the parking area shall be landscaped and maintenance of the landscaping shall be the owner's responsibility.
- .9 Internal pedestrian connections shall be provided in parking lots with greater than ten (10) parking spaces. These connections shall be a minimum of five (5) feet wide and distinguished from vehicular areas through changes in elevation or contrasting paving materials (such as light-color concrete inlay between asphalt). Paint or thermo-plastic

striping and similar types of non-permanent applications may be approved for crossings of parking lot areas that do not exceed 24 feet in crossing length.

Recommendation 7

ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS

Section 1300 SIGNS

1311 Signs for Essential Services and Public Facilities: The following signs shall be permitted in all districts:

- .1 City limits signs and public notice signs.
- .2 Police, fire, school, and hospital directional signs.
- .3 Park directional signs.
- .4 Traffic and safety signs.
- .5 Transit-related (bus) signs.

[New] Section 1500 TRANSIT IMPROVEMENTS

1500 Transit Improvements. Sites that include existing or planned transit facilities, as identified in the County Transit Plan, may be required to provide the following:

- .1 A reasonably direct pedestrian connection, as defined by Section 1561.E.3.a, between the transit facility and building entrances on the site.
- .2 A transit passenger landing pad accessible to disabled persons.
- .3 An easement or dedication for a passenger shelter or bench if such facility is identified in the County Transit Plan.
- .4 Lighting at the transit facility.

Recommendation 8

ZO ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS

Section 1400 OFF-STREET PARKING AND LOADING

1415 Parking Areas: All parking areas, excluding one and two-family dwellings, shall meet the following requirements:

[...]

- .10 In urban growth boundaries and urban unincorporated communities, parking lots for commercial, industrial, and public/quasi-public uses that have designated employee parking and more than 20 parking spaces shall provide at least 10% of the employee parking spaces (with a minimum of two spaces) as preferential long-term carpool and vanpool parking spaces.

Preferential carpool and vanpool parking spaces shall be closer to the entrances of the building than other parking spaces, with the exception of ADA accessible parking spaces.

Recommendation 9

.11 A portion of existing parking areas may be redeveloped for transit-oriented improvements, such as a bus stops and pullouts, bus shelters, park and ride stations, transit-oriented developments, and similar facilities, where identified in or consistent with an adopted County transit plan. Subject sites incorporating transit improvements as part of a development proposal are eligible for up to a 10% reduction in required vehicular parking spaces.

Recommendation 10

SPO ARTICLE X – SUBDIVISION AND PARTITION REQUIREMENTS

SECTION 1005. STREETS.

[...]

K. Cul-de-sacs. A cul-de-sac street shall only be used where the County Public Works Director determines that environmental or topographical constraints, existing development patterns, or compliance with other applicable County requirements preclude a street extension. A cul-de-sac turnaround shall be provided at the end of a permanent deadend street in accordance with the County construction standards and specifications. For greater convenience to traffic and more effective police and fire protection, permanent dead-end streets shall, in general, be limited in length to six times the minimum lot width, serving no more than 18 dwelling units, and not exceeding 400 feet in length in urban areas and 800 feet in rural areas, from entrance to center of turnaround, with a radius of 50 feet at the property line and not less than 40 feet at the outer curb line or traveled way. The cul-de-sac shall provide, or not preclude the opportunity to later install, a shared-use path between it and adjacent developable lands. Such access ways shall conform to Section 1011.

L. Street Surfacing and Improvements. Public streets, including alleys, within developments shall be improved in accordance with the requirements of the Columbia County Road Standards. Within urban growth boundaries streets shall be developed in accordance with any applicable city/county joint management agreements. [Amended 11-4- 92]

SECTION 1011. ~~PEDESTRIANWAYS~~. SHARED-USE PATHS *[Note: Term replaced to be consistent with the walking and biking standards in the 2016 TSP. If this modification is acceptable, all existing references to “pedestrianways” in the SPO and ZO will need to be changed to “shared-use path.” There are currently seven (7) references to “pesetrian ways” in the SPO and one (1) reference in the ZO.]*

When desirable for public convenience and when not prohibited by topography or by the provisions of an Overlay District, pedestrianways shared-use paths may be required to connect to cul-desacs or to pass through unusually long or oddly shaped blocks. The width of the paved shared-use path shall be a minimum of 10 feet in width. The Public Works Director may allow for a reduced minimum of eight (8) feet in constrained areas (e.g., steep, environmentally sensitive, historic, or previously developed

areas). In areas with significant walking or biking demand, The Commission may require, in order to facilitate pedestrian access from streets, perpetual, unobstructed easements at least 12 feet in width.

Recommendation I I

SPO ARTICLE X – SUBDIVISION AND PARTITION REQUIREMENTS

SECTION 1005. STREETS.

- C. Street Widths and Roadways. Unless otherwise indicated on the official map, or the roadway meets the criteria in 1005.C.(5), the width of rights-of-way and roadway improvements shall be in compliance with the following:
- (1) Minor Arterial. Right-of-way width 80 feet.
 - (2) Collector. Right-of-way width ~~50~~ 60 feet.
 - (3) Local. Right-of-way width 50 feet ~~— this width may be varied by the Commission to the width in urban areas to meet the requirement of individual cities.~~
 - (4) The Board may, upon a recommendation by the County Roadmaster, require additional right-of-way width to protect the public health, safety, and welfare.
 - (5) For roadways within a UGB but outside city limits, the County will apply the adopted roadway and access spacing standards of the applicable jurisdiction, where these standards are equal to, or more restrictive than, adopted County standards.

Recommendation I 2

ZO ARTICLE VII – DISCRETIONARY PERMITS

1502 **ZONE CHANGES** (Map Amendments): There are two types of zone changes which will be considered by the Commission: Major Map Amendments and Minor Map Amendments.

- .1 Major map Amendments are defined as Zone Changes which require the Comprehensive Plan Map to be amended in order to allow the proposed Zone Change to conform with the Comprehensive Plan. The approval of this type of Zone Change is a 2 step process:
 - [...]
 - B. Final approval of a Major Map Amendment may be given by the Board of Commissioners. The Commissioners shall hold a hearing on the proposed Zone Change either concurrently or following a hearing on the proposed Comprehensive Plan Amendment which is necessary to allow the proposed zoning to conform with the Comprehensive Plan. The Board may approve a Major Map Amendment provided they find adequate evidence has been presented substantiating the following:
 1. The proposed Zone Change is consistent with the policies of the Comprehensive Plan;

2. The proposed Zone Change is consistent with the Statewide Planning Goals (ORS 197), including Goal 12 Transportation and the requirements of the Transportation Planning Rule (ORS 660-012) Section -0060; and
3. The property and affected area are presently provided with adequate facilities, services, and transportation networks to support the use, or such facilities, services, and transportation networks are planned to be provided concurrently with the development of the property.

ZO ARTICLE VIII – ADMINISTRATION

1606 Legislative Hearing: Requests to amend the text of the Zoning Ordinance or to change a large area of the Zoning Map of Columbia County in order to bring it into compliance with the Comprehensive Plan are legislative hearings. Legislative hearings shall be conducted in accordance with the following procedures.

- .1 A legislative amendment to the Zoning Ordinance Text or Map may be initiated at the request of the Board of Commissioners, a majority of the Commission, or the Director, or any citizen of the County may petition the Commission for such a change.
- .2 Notice of a Legislative Hearing shall be published at least twice, one week apart in newspapers of general circulation in Columbia County. The last of these notices shall be published no less than 10 calendar days prior to the Legislative Hearing. The mailing of notice to individual property owners is not required but shall be done if ordered by the Board of Commissioners.
- .3 The Commission shall hold a hearing to consider the proposed amendments and shall make a recommendation to the Board of Commissioners with regard to the proposed amendments. The Board of Commissioners shall hold at least one hearing to consider the proposed amendments. Both the Commission and the Board of Commissioners hearings will require notice in the manner outlined in Section 1611.

1607 Legislative Amendment Criteria

- .1 Consistency with Statewide Planning Goals: If the proposal involves an amendment to the Comprehensive Plan, the amendment must be consistent with the Statewide Planning Goals and relevant Oregon Administrative Rules.
- .2 Consistency with the Comprehensive Plan: All amendments to the Zoning Ordinance Text and Map shall be consistent with the Comprehensive Plan Text and Maps.
- ~~.1 The Commission shall hold a hearing to consider the proposed amendments and shall make a recommendation to the Board of Commissioners with regard to the proposed amendments. The Board of Commissioners shall hold at least one hearing to consider the proposed amendments. Both the Commission and the Board of Commissioners hearings will require notice in the manner outlined in Section 1611.~~

Recommendation 13

ZO ARTICLE VIII – ADMINISTRATION

Section 1600 ADMINISTRATION:

1620 Consolidated Review of Applications.

- .1 When an applicant applies for more than one type of land use or development permit for the same one or more contiguous parcels of land, the proceedings shall be consolidated for review and decision. When proceedings are consolidated, required notices may be consolidated, provided the notice shall identify each application to be decided. When more than one application is reviewed in a hearing, separate findings and decisions shall be made on each application.
- .2 Transportation improvement projects approved as part of a land use decision or authorized in the adopted Columbia County TSP will not be subject to separate or additional land use permitting with regard to justifying their need, mode, function, or general location during project development.