

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

In the Matter of Adopting the Columbia County
Transportation System Plan and Related
Amendments to the Columbia County
Comprehensive Plan, Zoning Code and Subdivision
and Partitioning Ordinance

ORDINANCE NO. 2017-2

The Board of County Commissioners for Columbia County, Oregon, ordain as follows:

SECTION 1. TITLE.

This Ordinance shall be known as Ordinance No. 2017-2, and Exhibit A shall be known as the Columbia County Transportation System Plan.

SECTION 2. AUTHORITY.

This Ordinance is adopted pursuant to ORS 197.175, ORS 203.035, ORS 203.045, and OAR 660, Division 12 (Transportation Planning Rule).

SECTION 3. PURPOSE.

The purpose of this Ordinance is to adopt the 2017 Columbia County Transportation System Plan (TSP) and amend the County's Comprehensive Plan, Zoning Ordinance and Subdivision and Partitioning Ordinance to implement the TSP. The TSP represents the County's 20-year vision for an efficient, safe and diverse transportation system. The TSP balances the needs of walking, bicycling, driving, transit and freight through strategies, projects, policies and standards to protect and enhance the quality of life in Columbia County through 2035. The TSP serves as the transportation element of the County's Comprehensive Plan and updates the County's existing 1998 TSP.

SECTION 4. AMENDMENT AND AUTHORIZATION.

1. The Board of County Commissioners hereby adopts the 2017 TSP as the transportation element of the Columbia County Comprehensive Plan. The 2017 TSP is attached hereto as Exhibit A and incorporated herein by this reference.
2. The Board of County Commissioners hereby amends the Columbia County Comprehensive Plan (Ordinance No. 84-4, *as amended*) to implement the 2017 TSP, as shown in Exhibit B, which is attached hereto and incorporated herein by this reference.
3. The Board of County Commissioners hereby amends the Columbia County Zoning Ordinance (Ordinance No. 84-4, *as amended*) to implement the 2017 TSP, as shown in Exhibit C, which is attached hereto and incorporated herein by this reference.
4. The Board of County Commissioners hereby amends the Columbia County Subdivision and Partitioning Ordinance (Ordinance No. 90-10, *as amended*) to implement the 2017 TSP, as shown in Exhibit D, which is attached hereto and incorporated herein by this reference.

SECTION 5. FINDINGS.

1. The Board of County Commissioners adopts the findings and conclusions in the 2017 TSP, attached as Exhibit A.
2. The Board of County Commissioners adopts the findings and conclusions in the Supplemental Staff Report, dated May 25, 2017 which is attached hereto as Exhibit E and incorporated herein by this reference.
3. The Board of County Commissioners adopts the findings and conclusions in the Staff Report, dated April 26, 2017, which is attached hereto as Exhibit F and incorporated herein by this reference, to the extent those findings and conclusions are consistent with the Board's decision.

SECTION 6. SEVERABILITY.

The provisions of this Ordinance are severable. If any provision of this Ordinance is determined to be invalid by a review body of competent jurisdiction, such provision shall be considered a separate, distinct and independent provision, and the decision shall not affect the validity of the remaining portions thereof.

SECTION 7. SCRIVENER'S ERRORS.

Scrivener's errors in any portion of this Ordinance may be corrected by order of the Board of County Commissioners.

BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

Approved as to form

By: _____

Office of County Counsel

By: _____

Henry Heimuller, Chair

Recording Secretary

By: _____

Jan Greenhalgh

By: _____

Margaret Magruder, Commissioner

By: _____

Alex Tardif, Commissioner

First Reading: _____

6-28-17

Second Reading: _____

7-12-17

Effective Date: _____

10-10-17

EXHIBIT A

COLUMBIA COUNTY TRANSPORTATION SYSTEM PLAN
(Available under separate cover)

EXHIBIT B

TRANSPORTATION SYSTEM PLAN AMENDMENTS TO COMPREHENSIVE PLAN

(Added text is shown in underline; deleted text is shown in ~~strikethrough~~)

Part XIII. TRANSPORTATION

TRANSPORTATION: GOALS AND POLICIES [*underline in original*]

GOAL [*underline in original*]:

The creation of an efficient, safe, and ~~diverse~~ multi-modal transportation system to serve the needs of Columbia County residents.

OBJECTIVES [*underline in original*]:

1. ~~"To utilize the various modes of transportation that are available in the County to provide for the residents~~ maximize efficient use of transportation infrastructure for all users and modes."
2. "To encourage and promote an efficient, accessible, equitable, and economical transportation system to serve the commercial and industrial establishments of the County."
3. ~~"To improve the existing transportation system.~~ plan for an economically viable and cost-effective transportation system that makes the best use of limited transportation funds."

POLICIES [*underline in original*]:

1. Columbia County's transportation plan was adopted ~~on 1998~~ in 2017, 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.
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 roadway, access spacing, and mobility standards set in a Transportation Plan.
3. All expanding or new development shall contribute a fair and proportionate share toward 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.~~
4. County will manage access to roadways to reduce congestion and conflicting travel patterns. The County will work with the Oregon Department of Transportation (ODOT) to limit the number of access points onto Principle Arterials ~~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.

5. The County shall work to enhance freight efficiency, access, capacity and reliability, including access to intermodal facilities such as ports and airports. 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.
6. The County will support reducing the number of rail crossings and will support measures to enhance safety at rail crossings.
7. The County will work with the Port of St. Helens to encourage the establishment and use of dock facilities.
8. 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.
9. Restriction of the location of new pipelines and high voltage transmission lines to within existing rights-of-way will be encouraged whenever possible.
10. The County will develop and implement plans to address safe and convenient pedestrian and bicycle circulation, 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.
11. Columbia County will continue to ~~support the efforts of the COLCO Transportation to supply public transit to the citizens of the County~~ 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.
12. 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.
13. The County will promote walking, bicycling, and sharing the road through public information and organized events.
14. The County will improve bicycle access along all major corridors to provide intercity bicycle connectivity, including high quality bicycle access along Highway 30 and support the development of the CZ Trail and connection to the Banks-Vernonia Trail.
15. 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 prevention of damage by overweight vehicles.
16. The County will provide and support needed investments along Emergency Response Routes to preserve emergency response access and mobility.
17. 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.

18. 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).
19. 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.
20. 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.
21. 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.

EXHIBIT C

**TRANSPORTATION SYSTEM PLAN AMENDMENTS TO
ZONING ORDINANCE**

(Added text is shown in underline; deleted text is shown in ~~strikethrough~~)

ARTICLE I – GENERAL DEFINITIONS

Section 100 GENERAL DEFINITIONS:

* * * * *

.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.

[Renumber paragraphs that follow.]

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.

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.

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.

ARTICLE VI – SPECIAL DISTRICTS, OVERLAY DISTRICTS AND SPECIAL PROVISIONS

Section 1400 OFF-STREET PARKING AND LOADING

* * * * *

1415 Parking Areas [*underline in original*]: All parking areas, excluding one and two-family dwellings, shall meet the following requirements:

* * * * *

.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.

.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.

.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.

* * * * *

1419 Minimum Required Bicycle Parking Spaces:

.1 All Public and Semi-Public buildings and uses, Retail uses, Apartment Dwelling uses and Commercial Recreation uses where required new vehicle parking areas exceed 10 motor vehicle 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 maybe 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, overhang, 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 Subsection 1419 Bicycle Parking.

Section 1450 TRANSPORTATION IMPACT ANALYSIS

1450 Transportation Impact Analysis: A Transportation Impact Analysis (TIA) must be submitted with a land use application if the proposal is expected to involve one or more of the conditions in 1450.1 (below) in order to minimize impacts on and protect transportation facilities, consistent with Section 660-012-0045(2)(b) and (e) of the State Transportation Planning Rule.

- .1 Applicability – A TIA shall be required to be submitted to the County with a land use application 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 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. 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.

.3 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 Public Works 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 Public Works 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.

.4 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.

ARTICLE VII – DISCRETIONARY PERMITS

Section 1500 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 660-012-0060); 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.

* * * * *

Section 1550 SITE DESIGN REVIEW

* * * * *

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.
- I. Other appointees by the Planning Director, such as an Architect, Landscape Architect, real estate agent, appropriate officials, etc.

1561 Proposed Site Plan [*underlined in original*]: A complete application for design review shall be submitted, including the following plans, which may be combined, as appropriate, onto one or more drawings, unless it is determined by the Planning Director that the information is not applicable or is not necessary to determine compliance with County and State standards, and a short explanation will be given for each item so determined.

E. Internal Pedestrian Access and Circulation.

1. 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, direct 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.
2. In addition to subparagraph E.1, above, site plans for proposed development within an urban growth boundary that require a Type II Site Design Review pursuant to Section 1551.B must include the following:
 - a. 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.
 - b. 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.

- c. 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:
 - i. 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.
 - ii. Safe and convenient. Routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations.
 - iii. "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.
 - iv. "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.

F. 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

* * * * *

1563 Standards for Approval: [*underline in original*]

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:

* * * * *

H. 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.

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.
- .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, and affected jurisdictions and agencies. Agency notification may include the Department of Environmental Quality, the Oregon Department of Transportation, and Columbia County Rider.
- .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.
- .4 Approval of any action by the Planning Commission at the public hearing shall be by procedure outlined in Ordinance 91-2.

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.

.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 [*underline in original*]: 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.~~

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:

[Renumber the paragraphs that follow from .1 through .5 to i. through v.]

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.

EXHIBIT D

**TRANSPORTATION SYSTEM PLAN AMENDMENTS TO
SUBDIVISION AND PARTITIONING ORDINANCE**

(Added text is shown in underline; deleted text is shown in ~~strikethrough~~)

ARTICLE I – INTRODUCTORY PROVISIONS

SECTION 103. CONSTRUCTION AND DEFINITIONS.

* * * * *

C. Definitions [*underline in original*]. Consistent with the definitions of ORS 92.010, for the purpose of this ordinance, the following words and phrases shall mean:

* * * * *

(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 [*underline in original*]. A pedestrian walkway with an all weather surface.

[Renumber the paragraphs that follow.]

* * * * *

(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.

ARTICLE X – SUBDIVISION AND PARTITION REQUIREMENTS

SECTION 1005. STREETS.

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- C. Street Widths and Roadways [*underline in original*]. 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.

* * * * *

- K. Cul-de-sacs [*underline in original*]. 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.

* * * * *

SECTION 1011. PEDESTRIANWAYS. SHARED-USE PATHS

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-de-sacs 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.

EXHIBIT E

COLUMBIA COUNTY BOARD OF COMMISSIONERS

2017 Columbia County Transportation Systems Plan (TA 17-01) Supplemental Staff Report

May 25, 2017

Following the Board's hearing on the TA 17-01, the Board asked staff to review further the proposed zoning code amendments that establish bike parking and internal pedestrian circulation systems. The Commissioners expressed concern that the standards as proposed would apply to existing development in rural areas, where because of the rural infrastructure and distance from neighborhood centers, biking and walking are not practical. However, the Commissioners saw value in bringing existing development up to current standards, especially in areas where biking and walking would be viable modes of transportation, such as in urban areas and near transit stops. The Board directed staff to prepare revisions to the zoning amendments to address the concerns above.

In addition to the Board's requested revisions, staff also proposes to revise the staff report to prevent an unintended consequence of replacing all references to "pedestrianways" with "shared-use paths." As explained, below, pedestrianways, which are narrower than shared-use paths, are important and should remain as an option.

The following are staff's proposed revisions to the recommendations in the Staff Report, dated April 26, 2017. Revisions are shown in **red**, with additions in **underline** and deletions in **strikethrough**.

RECOMMENDATION:

(Revise proposed Section 1450, Transportation Impact Analysis)

This section has been revised to ensure that the requirement for a Transportation Impact Analysis is based on clear and objective standards. The proposed revisions also remove paragraph 1450.2, which was inadvertently left in from a prior draft.

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

Section 1450 TRANSPORTATION IMPACT ANALYSIS

1450 Transportation Impact Analysis: A Transportation Impact Analysis (TIA) must be submitted with a land use application ~~at the request of the Public Works Director or~~ if the proposal is expected to involve one or more of the conditions in 1450.1 (below) in order to minimize impacts on and protect transportation facilities, consistent with Section 660-012-0045(2)(b) and (e) 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).~~

.2 .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.

[Renumber the paragraphs that follow]

RECOMMENDATION:

(Revise proposed Section 1419, Minimum Required Bicycle Parking Spaces)

Revisions to this section clarify that the requirement for bicycle parking for Apartment Dwellings will be the same as it is for Public and Semi-Public buildings, Retail uses and Commercial Recreation uses. That is, bicycle parking will be required when a development proposal requires new parking areas with more than 10 motor vehicle spaces. By requiring new bicycle parking when more than 10 new motor vehicle spaces are required, the standard will be triggered for more intense development, redevelopment and expansions and not for smaller projects. Furthermore, most projects that require more than 10 motor vehicle parking spaces will be in urban areas.

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

Section 1400 OFF-STREET PARKING AND LOADING

1419 Minimum Required Bicycle Parking Spaces:

- .1 All Public and Semi-Public ~~B~~buildings and ~~U~~uses, Retail ~~U~~uses, ~~Apartment Dwelling~~ uses and Commercial Recreation uses where required new vehicle parking areas exceed 10 motorized vehicle 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 maybe 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 Subsection 1419 Bicycle Parking.

RECOMMENDATION:

(Revise proposed subsection 1561.E, Internal Pedestrian Access and Circulation)

Revisions to this subsection clarify that the proposed internal pedestrian and circulation standards will not apply in all areas of the County but will be focused on two areas where pedestrian circulation systems will be more likely to encourage alternative modes of transportation, such as walking and transit: (1) commercial, office and multi-family uses adjacent to an existing or proposed transit stop; and (2) development within the UGB that requires a Type II Site Design Review.

The internal pedestrian circulation standards are designed to encourage alternative modes of transportation by providing safe, convenient and direct walkways to connect buildings within a development to each other and to the street and transit stops. They are designed for more urban areas, where roads have existing or planned sidewalks, development is dense, and walking is therefore a viable mode of transportation. They are not designed for the rural areas, where walking is not convenient because neighborhood centers are few and far between, roads are narrow and lack sidewalks, and development is at a very low density. Accordingly, the proposed revisions clarify the pedestrian circulation standards apply in areas where walking and transit are

viable modes of transportation – in urban areas and where development is adjacent to a transit stop.

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, [...]

Create a new Subsection E

E. Internal Pedestrian Access and Circulation.

1. 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, direct 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.
2. In addition to subparagraph E.1, above, site plans for proposed development within an urban growth boundary that require a Type II Site Design Review pursuant to Section 1551.B must include the following:
 - a. 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.
 - b. 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.
 - c. 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:
 - i. 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.
 - ii. b. Safe and convenient. Routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations.

- iii. e. "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.
- iv. 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.

RECOMMENDATION:

(Revise staff report addressing changes to Section 1011 of SPO Article X Subdivision and Partitioning)

The staff report proposes a revision to the Subdivision and Partitioning Ordinance that would replace the term "pedestrianway" in Section 1011 with "shared-use path." Section 1011 sets forth requirements for pedestrian connections between cul-de-sacs and through unusually long blocks. The change in terminology is designed to be consistent with the proposed 2017 TSP, which refers to such pedestrian connections as a "shared-use paths."

The staff report, however, also contains a note stating that the term "shared-use path" will replace all existing references to "pedestrianway." Staff proposes that that note be deleted. Pedestrianways are narrower than shared-use paths and should be maintained. The intent is to add shared-use paths to the County's inventory of pedestrian paths, but not delete entirely the shorter and narrower pedestrianway. The revision therefore will not strike-out "pedestrianways" and replace with "shared-use paths" throughout the SPO and Zoning Code, but instead add shared-use paths to this specific section of the SPO.

SPO ARTICLE X – SUBDIVISION AND PARTITION REQUIREMENTS

SECTION 1011. PEDESTRIANWAYS. SHARED-USE PATHS

~~[Note: Term replaced to be consistent with the walking and biking standards in the 2017 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 "pedestrian 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-de-sacs 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.

STAFF RECOMMENDATION:

APPROVE TA 17-01 for the adoption of the *Columbia County Transportation System Plan* as revised by the Supplemental Staff Report, and **DIRECT** staff to prepare an ordinance amending the *Columbia County Comprehensive Plan*, *Columbia County Zoning Ordinance* and the *Subdivision and Partitioning Ordinance* consistent with the Board's decision.

EXHIBIT F

COLUMBIA COUNTY BOARD OF COMMISSIONERS
Staff Report
April 26, 2017

Comprehensive Plan Text and Zoning Ordinance Text Amendments
Transportation

HEARING DATE: May 3, 2017

FILE NUMBER: TA 17-01

APPLICANT: Columbia County
Land Development Services

REQUEST: Adopt: **2017 Columbia County Transportation System Plan**, and, update the Columbia County Comprehensive Plan, Zoning Ordinance (ZO), and Subdivision and Partitioning Ordinance (SPO) in order to (1) be consistent with and implement the updated Transportation System Plan (TSP) and (2) comply with the Oregon Transportation Plan (OTP) and the Transportation Planning Rule (TPR)

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OVERVIEW:

The 2017 TSP was prepared following extensive citizen and stakeholder involvement. As stated in “The Process” chapter of Volume 1 of the TSP, “The Transportation Road Advisory Committee (TRAC), comprised of local residents, business representatives, and agency technical staff reviewed and

commented on each memorandum and met with the project team at key stages during the project... The project team met with the TRAC five times, and held several meetings with the Board of Commissioners. The Team held four public events at key stages, and interviewed 16 local stakeholders to give residents an opportunity to learn more about the project and express their thoughts on how to improve the transportation system.”

As the Transportation element of the County’s Comprehensive Plan, the Columbia County Transportation System Plan embodies the community’s vision for an efficient, safe, and diverse transportation system. The TSP attempts to balance the needs of walking, bicycling, driving, transit and freight with strategies and projects that are important for protecting and enhancing the quality of life in Columbia County through the next 20 years. The TSP is a collection of current inventory, forecasts, past and current project ideas, decisions, and standards housed in a single document. The County, local Cities, private developers, and state (e.g., Oregon Department of Transportation) or federal agencies all have a role in implementing elements of the TSP. When formally adopting the 2017 TSP, the County must amend portions of the Columbia County Comprehensive Plan, Zoning Ordinance, and Subdivision and Partitioning Ordinance in order to achieve consistency between the documents.

Oregon Statewide Planning Goal 12: Transportation (Purpose)

The State of Oregon, the Oregon Land Conservation and Development Commission, adopted the Transportation Planning Rule in 1991. The purpose of the Transportation Planning Rule (Statewide Planning Goal 12), as stated in OAR 660-012-0000(1) is “to provide and encourage a safe, convenient and economic transportation system...and to direct transportation planning in coordination with land use planning.”

Transportation Systems Plan (TSP) and Comprehensive Plan

Consistency with the policies and provisions of Statewide Planning Goal 12, as outlined in Oregon Administrative Rule Division 12 (Transportation Planning), is maintained through the adoption and implementation of two main documents, the Columbia County Transportation Systems Plan (TSP) and the County’s Comprehensive Plan. The County’s current TSP was adopted by the Board of Commissioners in June of 1998 as an element of the Comprehensive Plan. The proposed Columbia County Transportation System Plan is the result of a collaboration among various public agencies, key stakeholders, the community, and the project team of County staff, ODOT, and consultants. As summarized in the TSP: “The 2017 TSP prepares Columbia County for accommodating traffic within the County in the best manner possible through 2035. The TSP’s big picture view allows it to guide the County in developing and maintaining acceptable transportation network performance more efficiently than a piecemeal or unorganized approach. The TSP embodies the community’s vision for an efficient, safe, and diverse transportation system. The TSP attempts to balance the needs of walking, bicycling, driving, transit and freight with strategies and projects that are important for protecting and enhancing the quality of life in Columbia County through the next 20 years....” Through a more general set of goals and policies, the County’s Comprehensive Plan provides a framework for specific transportation guidelines, set forth in the TSP, to be incorporated into the land use planning process.

Summary of Proposed Amendments

The purpose of identifying and updating requirements in the Columbia County Comprehensive Plan, Zoning Ordinance (ZO), and Subdivision and Partitioning Ordinance (SPO) is 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)

Text Amendments to the Comprehensive Plan, Zoning Ordinance, and Subdivision and Partitioning Ordinance

To support implementation the updated Columbia County Transportation System Plan, amendments to the County's Comprehensive Plan, Zoning Ordinance (ZO), and Subdivision and Partitioning Ordinance (SPO) are necessary. The Transit Plan, prepared by Transportation Planning Consultants DKS Associates, includes recommendations for such amendments. Said recommendations were considered by Staff and revised to best meet the needs of the County.

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.

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.

Comprehensive Plan and Zoning Ordinance text amendments must be consistent with Oregon's Statewide Planning Goals and with the policies of Columbia County's Comprehensive Plan. The remainder of this report analyzes the proposal's consistency with applicable state law (as it pertains to the purpose of the Transportation Planning Goal) and applicable goals and policies of the County's Comprehensive Plan.

Recommendation I: (Create a new Subsection 223 at the end of Section 200)

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.

Discussion: This recommendation aims to 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 subsection to allow outright improvements that implement the transportation system plan and/or can be shown to be consistent with adopted policy. These amendments are consistent with OAR 660-012-0045(1)(a) as well as Goal 7 of the Columbia County TSP which is to provide transportation facilities and services that are fiscally responsible and economically feasible.

Recommendation II:

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.

Discussion: These changes would 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.

Recommendation III: (Create a new Section 1450, after Section 1400 Off Street Parking & Loading)

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

Section 1450 TRANSPORTATION IMPACT ANALYSIS

1450 Transportation Impact Analysis: A Transportation Impact Analysis (TIA) must be submitted with a land use application at the request of the Public Works Director or if the

proposal is expected to involve one or more of the conditions in 1450.1 (below) in order to minimize impacts on and protect transportation facilities, consistent with Section 660-012-0045(2)(b) and (e) 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 Public Works 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 Public Works 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.

Discussion: Existing site design review submittal requirements 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 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. These amendments would establish transportation impact analysis (TIA) requirement thresholds in the code and would refer to the performance standards established in the TSP in the TIA requirements. These amendments are consistent with OAR 660-012-0045(2)(b), OAR 660-012-0045(2)(g), and Columbia County Transportation System Plan Goal 1 which is to provide for efficient and convenient motor vehicle travel.

Recommendation IV: (create a new Subsection 1419)

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

Section 1400 OFF-STREET PARKING AND LOADING

1419 Minimum Required Bicycle Parking Spaces:

.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 maybe 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 Subsection 1419 Bicycle Parking.

Discussion: This amendment provides bicycle parking in association with particular uses which can help encourage this mode of transportation, as well as generally help to reduce vehicular trips. This would occur in higher density residential and commercial areas, as well as institutional uses where the key users do not typically drive vehicles, such as school zones. These amendments are consistent with OAR 660-012-0045(3)(a) and Goal 4 of the Columbia County Transportation System Plan which is to increase the quality and availability of pedestrian and bicycle facilities.

Recommendation V:

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:
 - [...]

Discussion: These amendments would enhance land use notice requirements to ensure transportation facility and service providers’ participation in the land use process. The requirements would be that notice be provided to transportation facilities and service providers, as well as other agencies, where a land use application is being considered that may affect a transportation facility or service. These agencies should also be invited to participate in site design review pre-application conferences, where proposed actions may impact service or facilities. Amendments in this section of the ZO are consistent with OAR 660-012-0045(2)(f) as well as Goal 9 of the TSP which is to coordinate with local and state agencies and transportation plans.

Recommendation VI:

Subdivision and Partitioning Ordinance (SPO)

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.

Zoning Ordinance 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, [...]

Create a new Subsection E

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:

[...]

Create a new Subsection H

H. 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:

[...]

.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.

Discussion: These amendments to the Columbia County Zoning Ordinance and the Subdivision and Partitioning Ordinance ensure that all new development, redevelopment, expansion, or improvement of all community, governmental, institutional, commercial, industrial and multi-family residential uses in the County accommodate internal safe and convenient pedestrian circulation. The proposed amendments are found to be consistent with Goal 4 of the TSP (to increase the quality and availability of pedestrian and bicycle facilities) as well as OAR 660-012-0045(3)(b) and OAR 660-012-0045(3)(e).

Recommendation VII:

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.

Section 1561 Proposed Site Plan

[New] Subsection 1561.F TRANSIT IMPROVEMENTS

1561.F 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

Discussion: These amendments, the addition of Section 1561.F Transit Improvements, add new Zoning Ordinance permit requirements for transit improvements and permit transit signs in all zoning districts. These 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. These changes are consistent with Goal 5 of the TSP, work with transit service providers to provide transit service and amenities that encourage and increase ridership, as well as OAR 660-012-0045(4)(a).

Recommendation VIII:

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.

Discussion: These amendments are designed to 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. This is consistent with Goal 3, to provide equitable and connected multi-modal transportation system, Goal 8, to provide a transportation system that conserves energy, and protects and improves the environment, and OAR 660-012-0045(4)(d).

Recommendation IX:

.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.

Discussion: The amendments to Section 1415 Subsection 11 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. This will help accommodate transit usage in the county.

Recommendation X:

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 2017 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 “pedestrian 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.

Discussion: The purpose of these amendments are to enhance connectivity and limit the use of cul-de-sacs. Where cul-de-sacs are included in development proposals, the County will 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. These amendments are found to be consistent with Goal 3 of the TSP, to provide an equitable, and connected multi-modal transportation system, Goal 4 of the TSP, to increase the quality and availability of pedestrian and bicycle facilities, and OAR 660-012-0045(6).

Recommendation XI:

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.

Discussion: These amendments of the Subdivision and Partitioning Ordinance are designed to modify road standards in the SPO to be consistent with the updated TSP roadway standards. The updated TSP has modified the right-of-way width for collector streets which should be made consistent in the SPO. Amendments made in this section are consistent with Goal 1 of the updated TSP, to provide for efficient and convenient motor vehicle travel, and OAR 660-012-0045(7).

Recommendation XII:

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.~~

Discussion: These added legislative amendments clarify 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. These Zoning Ordinance amendments are found to be consistent with Goal 1 of the updated TSP, to provide for efficient and convenient motor vehicle travel, as well as OAR 660-012-0060.

Recommendation XIII: (Create a new Subsection 1620)

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.

Discussion: The TPR addresses project development and implementation, adds to the provision in 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 and will ensure consistency with the TPR. These Zoning Ordinance amendments are found to be consistent with Goal 9 of the updated TSP, to coordinate with local and state agencies and transportation plans, as well as OAR 660-012-0045(1)(c) and OAR 660-012-0045(2)(d).

COMPREHENSIVE PLAN TRANSPORTATION POLICY RECOMMENDATIONS: The Comprehensive Plan Transportation Policy Recommendations:

Transportation Goal:

- ▶ The creation of an efficient, safe, and **diverse multi-modal** transportation system to serve the needs of Columbia County residents.

Objectives:

1. “To ~~utilize the various modes of transportation that are available in the County to provide for the residents~~ maximize efficient use of transportation infrastructure for all users and modes.”
2. “To encourage and promote an efficient, accessible, equitable, and economical transportation system to serve the commercial and industrial establishments of the County.”
3. “To ~~improve the existing transportation system-~~ plan for an economically viable and cost-effective transportation system that makes the best use of limited transportation funds.”

Transportation Policies:

- ▶ **Policy #1** states “Columbia County’s transportation plan was adopted on 1998 2017, 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.”
- ▶ **Policy #2** states, “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 roadway, access spacing, and mobility standards set in a Transportation Plan.”
- ▶ **Policy #3** states, “All expanding or new development shall contribute a fair and proportionate share toward 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.”
- ▶ **Policy #4** states, “The County will manage access to roadways to reduce congestion and conflicting travel patterns. The County will work with the Oregon Department of Transportation (ODOT) to limit the number of access points onto Principle Arterials 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.”
- ▶ **Policy #5** states, “The County shall work to enhance freight efficiency, access, capacity and reliability, including access to intermodal facilities such as ports and airports. 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.”
- ▶ **Comprehensive Plan Policy #6** states, “The County will support reducing the number of rail crossings and will support measures to enhance safety at rail crossings.”
- ▶ **Policy #7** states, “The County will work with the Port of St. Helens to encourage the establishment and use of dock facilities.”

- ▶ **Policy #8** states, “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.”
- ▶ **Policy #9** states, “Restriction of the location of new pipelines and high voltage transmission lines to within existing rights-of-way will be encouraged whenever possible.”
- ▶ **Plan Policy #10** states, “The County will develop and implement plans to address safe and convenient pedestrian and bicycle circulation, 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.”
- ▶ **Policy # 11** states that “Columbia County will continue to ~~support the efforts of the COLCO~~ Transportation to supply public transit to the citizens of the County 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.”
- ▶ **Policy # 12** states that “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.”
- ▶ **Proposed New Policy # 13** states that “The County will promote walking, bicycling, and sharing the road through public information and organized events.”
- ▶ **Proposed New Policy # 14** states that “The County will improve bicycle access along all major corridors to provide intercity bicycle connectivity, including high quality bicycle access along Highway 30 and support the development of the CZ Trail and connection to the Banks-Vernonia Trail.”
- ▶ **Proposed New Policy # 15** states that “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 prevention of damage by overweight vehicles.”
- ▶ **Proposed New Policy # 16** states that “The County will provide and support needed investments along Emergency Response Routes to preserve emergency response access and mobility.”
- ▶ **Proposed New Policy # 17** states that “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.”
- ▶ **Proposed New Policy # 18** states that “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).”
- ▶ **Proposed New Policy # 19** states that “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.”

- ▶ **Proposed New Policy # 20** states that “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.”
- ▶ **Proposed New Policy # 21** states that “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.”

REVIEW CRITERIA:

Beginning with the Oregon Statewide Planning Goals:

The following Statewide Planning Goals apply to this proposal (Those not listed are not applicable):

Goal 2: Land Use Planning

Part I – Planning

“...All land-use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances, in accord with a schedule set forth in the plan. Opportunities shall be provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans and implementation ordinances. “

Finding 1: Amendments to the County’s Zoning Ordinance, Subdivision and Partitioning Ordinance, and Comprehensive Plan are being proposed to support implementation of *The Columbia County Transportation Plan*. This Plan addresses the current and future transit needs of the community and, once adopted, as discussed in the overview section of this report, will serve as the transportation element of the County’s Comprehensive Plan. The request was heard at a public hearing before the Planning Commission on March 6, 2017 and an approval recommendation was given to the Board of County Commissioners. Notification was sent to all government agencies, the Department of Land Conservation and Development, the County’s Citizen Planning Advisory Committees (CPACs), and in accordance with Oregon Revised Statute (ORS) 197.047, to all property owners in the County that may be affected by the proposed amendments on February 24, 2017. Notification of the amendments was also published in local news media, the *Chronicle*, the *Spotlight* and the *Chief* on February 22, 2017 and March 1, 2017. The Planning Commission made a recommendation of approval to the County’s Board of Commissioners who will make the final decision at the May 3, 2017 public hearing. Notice of this public hearing was published in local news media, the *Chronicle* and the *Chief* on April 12th and 19th and it was published in the *Spotlight* on April 14th and 21st. Citizens and affected governmental entities were given opportunities to review and comment on the proposal and will be given further opportunity for comment by attending the aforementioned public hearings. No comments have been received in opposition to the application as of the date of this report. Staff finds that the criterion is met.

Continuing with the Oregon Statewide Planning Goals:

Goal 12: Transportation

OAR 660-015-0000(12)

“To provide and encourage a safe, convenient and economic transportation system.”

Finding 2: The goal of Statewide Planning Goal 12 is “To provide and encourage a safe, convenient and economic transportation system.” A Transportation System is defined as “one or more transportation facilities that are planned, developed, operated and maintained in a coordinated manner to supply continuity of movement between modes, and within and between geographic and jurisdictional areas.”

Although the State’s Transportation Goal and the County’s Comprehensive and Transportation Systems Plans address many modes of transportation (air, bicycle, pedestrian, transit, highway, rail, etc...), amendments proposed for the updated County Transportation Plan embodies the community’s vision for an efficient, safe, and diverse transportation system. This plan is primarily intended to serve areas of the County outside of the urban growth boundaries of Clatskanie, Columbia City, Prescott, Rainier, Scappoose, St. Helens, and Vernonia. These cities have their own TSPs and the County has intergovernmental agreements to apply City standards (i.e., mobility targets and roadway cross-section, walking and biking, and roadway and access spacing standards) to any street under the County’s jurisdiction within these cities.

Oregon Administrative Rule (OAR) 660-015-0000(12) sets forth guidelines for transportation planning to assist the state and local governments in meeting Goal 12. Therefore, the proposal’s consistency with Statewide Planning Goal 12 will be addressed through findings to Administrative Rule that are applicable to the request. Staff finds that the criterion will be met.

Beginning with Oregon Administrative Rule:

The following Oregon Administrative Rules apply to this proposal (Those not listed are not applicable):

Division 12 Transportation Planning

OAR 660-012-0000

Purpose

(1) This division implements Statewide Planning Goal 12 (Transportation) to provide and encourage a safe, convenient and economic transportation system. This division also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in close coordination with urban and rural development. The purpose of this division is to direct transportation planning in coordination with land use planning to:

- (a) Promote the development of transportation systems adequate to serve statewide, regional and local transportation needs and the mobility needs of the transportation disadvantaged;

Finding 3: The updated Columbia County Transportation System Plan has been completed following extensive research on the transit needs of the community and the effects that increased rail travel may have on vehicular travel in Columbia County. Following an analysis of the transit needs of Columbia County residents and an analysis of access and safety issues associated with the railroad and highway, recommendations were set forth in the aforementioned studies to promote the most effective development of these transportation systems. Service of each of the systems was considered on a regional and local level, as the County’s buses, highway, and railroad operate both in and out of the geographic boundaries of the County lines.

Amendments to the County's Comprehensive Plan's Transportation Goals and Policies also include language to support the mobility needs of the transportation disadvantaged, to maximize the use of infrastructure, rather than to "utilize modes", and to shift from enhancing to maintaining the transportation system.

Staff finds that Part (a) of the purpose of Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule 660-012-0000(1):

(b) Encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation;

Finding 4: As discussed in Finding 2 previously, amendments proposed as part of this application primarily address transit. A detailed analysis of other transportation modes in Columbia County, including walking and bicycling, is addressed throughout the County's TSP update. The overall Goal of Part XIII of the Comprehensive Plan (Transportation) is, "The creation of an efficient, safe, and multi-modal transportation system to serve the needs of Columbia County residents". Also, the specific policy updates in the Transportation Section of the Comprehensive Plan, shown above, identifies a wide variety of transportation methods which includes walking, bicycling, ride sharing, rail, airport, etc . Staff finds that Part (b) of the purpose of Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule 660-012-0000(1):

(c) Provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation;

Finding 5: As discussed in the Overview section of this report and in addition to amendments to the Comprehensive Plan, amendments to the Columbia County Zoning Ordinance and Subdivision and Partitioning Ordinance to more specifically address appropriate locations for transit facilities and transit facility design. A new Section 1561(E)(1) of the Columbia County Zoning Ordinance (CCZO), addresses the criteria for Site Design Reviews, has been amended to ensure safe, direct, and convenient pedestrian circulation and provide routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations. Said projects are then subject to the standards of a new CCZO section, Section 1563(H). Section 1563(H) has been added to the Site Design Review part of the Zoning Ordinance to specifically address Walkway Designs and their design as it pertains to pedestrian circulation, accessibility, safety, and lighting. The amendments are as outlined under Recommendation 6 of the proposed Zoning Ordinance and Subdivision and Partitioning Ordinance amendments above. Staff finds that Part (C) of the purpose of Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule 660-012-0000(1):

(d) Facilitate the safe, efficient and economic flow of freight and other goods and services within regions and throughout the state through a variety of modes including road, air, rail and marine transportation;

Finding 6: Findings 3 and 5 address how the proposed amendments will facilitate the safe, efficient and economic flow of freight and other goods and services within the regions and throughout the state through road and rail transportation. Staff finds that Part (d) of the purpose of the Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule 660-012-0000(1):

(e) Protect existing and planned transportation facilities, corridors and sites for their identified functions;

Finding 7: Protection of existing and planned transit facilities for their identified functions will be afforded by amendments to the Columbia County Zoning Ordinance which identify specific zones in which public transit facilities may be permitted. Recommendation 1 of the CCZO amendments adds Section 223 in General Provisions which states, “Transportation Improvements Permitted Outright except where otherwise specifically regulated by this ordinance”. The allowance of public transit facilities will accommodate the existing and planned facilities, the normal operation, maintenance, repair, and preservation activities of existing transportation facilities, and emergency measure necessary for the safety and protection of property. Staff finds that Part (e) of the purpose of the Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule 660-012-0000(1):

(f) Provide for the construction and implementation of transportation facilities, improvements and services necessary to support acknowledged comprehensive plans;

Finding 8: As described in the updated Transportation System Plan, the section titled “The Plan” outlines 67 projects throughout the County that are broken up into two different categories; “Financially Constrained” and “Aspirational Projects”. The Financially Constrained projects are expected to be funded by various State and Federal sources and total \$12 million through 2035. The Aspirational projects likely would not have county or State funding by 2035. Adoption of the Columbia County Transportation System plan (an element of the Comprehensive Plan) will assist in the implementation of identified projects as a framework for the construction and implementation of transportation facilities, improvements and services necessary to support general goals and policies set forth in the Transportation Section of the Comprehensive Plan. Staff finds that Part (f) of the purpose of the Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule 660-012-0000(1):

(h) Ensure coordination among affected local governments and transportation service providers and consistency between state, regional and local transportation plans; and

Finding 10: The *Columbia County Transportation System Plan* was reviewed for consistency with the State of Oregon’s Transportation Plan. Section 2 of the Transit Plan (Plans, Goals and Policies) states, “this section reviews the relevant state, regional and local level transportation documents that relate to one or both of the County transit plans being developed.” Similarly, as shown through findings in this Staff Report, amendments to the Columbia County Comprehensive Plan, Zoning Ordinance, and Subdivision and Partitioning Ordinance are consistent with applicable state goals and rules as they pertain to transportation planning. Finally, to ensure coordination among affected local governments and transportation service providers for any project including a new public transit facility, language is proposed for inclusion into the Site Design Review Section of the Zoning Ordinance (Section 1554.G). As proposed, a representative from the County Transit Division will be included as part of a committee that preliminarily reviews project proposals during a pre-application conference. Through coordination with a representative from the County Transit Division on development proposals and through findings that the amendments as proposed in this application are consistent with the Statewide Planning Goals and Rules, Staff finds that Part (h) of the purpose of the Transportation Planning Goal 12 has been satisfied.

Continuing with Oregon Administrative Rule - 660-012-0045:

660-012-0045

Implementation of the Transportation System Plan

- (1) Each local government shall amend its land use regulations to implement the TSP.
- (b) To the extent, if any, that a transportation facility, service or improvement concerns the application of a comprehensive plan provision or land use regulation, it may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the exercise of factual, policy or legal judgment;
- (c) In the event that a transportation facility, service or improvement is determined to have a significant impact on land use or to concern the application of a comprehensive plan or land use regulation and to be subject to standards that require interpretation or the exercise of factual, policy or legal judgment, the local government shall provide a review and approval process that is consistent with OAR 660-012-0050. To facilitate implementation of the TSP, each local government shall amend its land use regulations to provide for consolidated review of land use decisions required to permit a transportation project.

Finding 11: In accordance with OAR 660-012-0045(1)(a), the operation, maintenance and repair of existing transportation facilities, services, and improvements are not subject to land use regulations, but as per OAR 660-012-0045(b), if a transportation facility, service or improvement concerns the application of a comprehensive plan provision or land use regulation, it may only be allowed without further land use review if it is permitted outright. The Columbia County Zoning Ordinance Sections 303 and 503 permit transportation uses specified in ORS 215.213 and ORS 215.283 in the Primary Agriculture (PA) and Primary Forest (PF) zones respectively. Transportation uses identified in TPR 660-012-0045(1)(a) have not been addressed in other zones in the CCZO. Recommendation I of the CCZO will permit outright transportation improvements that are consistent with the adopted TSP.

Although public transit facilities will be permitted outright in the certain zoning districts, any new public transit facility will be subject to a Type 1 or Type 2 Site Design Review as proposed by the subject amendments. Specifically, Section 1551.B(4) of the Columbia County Zoning Ordinance is amended to add “New Public Transit Facility” to the list of projects requiring a Type 2 Site Design Review. Type 2 Site Design Reviews are reviewed by the Planning Commission at a public hearing in accordance with Sections 1603, 1604 and 1608 of the Zoning Ordinance. Notification (of the project) is sent to affected government agencies, Citizen Planning Advisory Committees, and to surrounding property owners for their review and comment. Following a recommendation by Staff and a public hearing, the Planning Commission is responsible for making a decision on the project based upon the proposal’s compliance with all applicable provisions of the Zoning Ordinance.

Through said amendments, the County’s Zoning Ordinance allows transit facilities on lands identified by the Transit Plan as being developed with or proposed for the development of transit facilities, while also ensuring a certain level of review and oversight of the design of transit facility projects. These regulations assist in the implementation of the County’s Transportation Systems Plan. Staff finds that the criterion is met.

Continuing with Oregon Administrative Rule - 660-012-0045:

- (2) Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions. Such regulations shall include:

- (a) Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;
- (b) Standards to protect future operation of roads, transit ways and major transit corridors;
- (d) A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;
- (e) A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;
- (f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:
 - (A) Land use applications that require public hearings;
 - (B) Subdivision and partition applications;
 - (C) Other applications which affect private access to roads; and

Finding 12: As part of this application, the proposed amendments to the Columbia County Zoning Ordinance that protects transportation facilities, corridors and sites for their identified functions. OAR 660-012-0045(2)(a) addresses Access Control Measures. As discussed in Finding 5 of this report, Section 1561(E)(1) of the Columbia County Zoning Ordinance (CCZO), addresses the criteria for Site Design Reviews, has been amended to ensure safe, direct, and convenient pedestrian circulation and provide routes that are reasonably free from hazards and provide a reasonably direct route of travel between destinations. Said projects are then subject to the standards of a new CCZO section, Section 1563(H). Section 1563(H) has been added to the Site Design Review, part of the Zoning Ordinance that specifically addresses Walkway Designs and their design as it pertains to pedestrian circulation, accessibility, safety, and lighting.

Mobility standards for County roads were not clearly established in the 1998 TSP. Information required for the preliminary plat of a subdivision (Section 1555) include an “impact assessment”, which could potentially include a traffic impact analysis (TIA). Also, the provisions allow the Planning Commission to require additional information from an applicant, which could potentially include a TIA. Recommendation III addresses this by establishing transportation impact analysis (TIA) requirement thresholds in the code. Thresholds could include a project that increases more than 25 trip generations either in the AM or PM or more than 400 daily trips total.

The Columbia County Subdivision and Partitioning Ordinance addresses access control in certain sections on blocks and streets. Section 1004 (Blocks) limits block length in subdivisions where average lot size is less than one acre to 1,000 feet, and requires blocks along arterials or collector streets to be at least 1,000 feet long. Also, Section 1005 (Streets) allows the Planning Commission to limit access to an existing or proposed arterial when a major partition or subdivision is proposed to abut the arterial. The section allows the Planning Commission to limit access onto a parallel local street. Staff finds that this criteria has been met.

Beginning with the Columbia County Comprehensive Plan:

The following policies of the County’s Comprehensive Plan apply to this proposal (Those not listed are not

applicable):

Part I (Introduction to the Plan): Establishes a set of goals and policies as a framework for the implementation and revision of the Comprehensive Plan. This Part of the Comprehensive Plan also references the legislative amendment process as set forth through procedures and guidelines specifically described in Columbia County Zoning Ordinance Sections 1606 and 1611.

Finding 13: The Columbia County Comprehensive Plan is a living document, designed to be periodically revised and updated. Amendments to the Comprehensive Plan and its implementing Ordinance, the Columbia County Zoning Ordinance, are proposed to support two transportation studies that were completed for the County over the past two years, and in turn the County's TSP (as described throughout this report). Revisions to the text of the Comprehensive Plan and Zoning Ordinance constitute a legislative amendment. Sections 1606 and 1611 of the Columbia County Zoning Ordinance address the hearing and notification requirements for legislative amendments. Legislative Amendment Procedures are as follows:

Beginning with the Columbia County Zoning Ordinance:

Section 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.

Finding 13: Columbia County Land Development Services in coordination with the Columbia County Transit Division initiated amendments (as discussed throughout this report) to the Comprehensive Plan, Zoning Ordinance and Subdivision and Partitioning Ordinance. As stated in Finding 1, notice of the application was mailed to all government agencies, the Department of Land Conservation and Development, the County's Citizen Planning Advisory Committees (CPACs). Notification of the amendments and the Public Hearings were also published in local news media, the *Chronicle*, the *Spotlight*, and the *Chief*. The Planning Commission will make a recommendation of approval to the County's Board of Commissioners who will make the final decision at the May 3, 2017 Public Hearing. Notice of this public hearing has been published in the *Chronicle* and the *Chief* on April 12th and 19th, as well as in the *Spotlight* on April 14th and 21st of 2017. Staff finds that the criterion is met.

Continuing with the Columbia County Zoning Ordinance:

Section 1611 **Notice of Legislative Hearing:** The notice of a legislative hearing shall contain the following items:

- .1 Date, time and place of the hearing;
- .2 A description of the area to be rezoned or the changes to the text;
- .3 Copies of the statement for the proposed changes are available in the Planning Department. These proposed changes may be amended at the public hearing;
- .4 Interested parties may appear and be heard;
- .5 Hearings will be held in accordance with the provisions of the Zoning Ordinance.

Finding 14: The above information was included in the mailed and published notices. Notices were mailed to affected agencies on February 24, 2017 and have been published in the local news media throughout the County. Staff finds that the criterion is met.

Continuing with the Columbia County Comprehensive Plan:

Part II (Citizen Involvement): requires opportunity for citizens to be involved in all phases of the planning process.

Finding 15: Generally, Part II is satisfied when a local government follows the public involvement procedures set out in State statutes and in its acknowledged Comprehensive Plan and land use regulations, which has been completed for this application. This is explained further under “The Process” chapter of the updated TSP that follows. Additionally, the 2017 TSP was prepared following extensive citizen and stakeholder involvement. As stated in “The Process” chapter of Volume 1 of the TSP, “The Transportation Road Advisory Committee (TRAC), comprised of local residents, business representatives, and agency technical staff reviewed and commented on each memorandum and met with the project team at key stages during the project... The project team met with the TRAC five times, and held several meetings with the Board of Commissioners. The Team held four public events at key stages, and interviewed 16 local stakeholders to give residents an opportunity to learn more about the project and express their thoughts on how to improve the transportation system.” Staff finds that the criterion is met.

Continuing with the Columbia County Comprehensive Plan:

Part III (Planning Coordination): Requires coordination with affected governments and agencies.

Finding 16: In accordance with Section 1606 of Columbia County’s Zoning Ordinance, ORS 215.060 and ORS 197.610, the County provided notice of the hearing with the opportunity for comments to DLCD; the Cities of Clatskanie, Columbia City, Prescott, Rainier, St. Helens, Scappoose, and Vernonia; all CPACs in the County; ODOT; and the Columbia County Roadmaster. Any and all comments received as of the date of this report are discussed under the COMMENTS RECEIVED section of the Staff Report. Staff finds that the criterion is met.

Continuing with the Columbia County Comprehensive Plan

PART XIII (TRANSPORTATION): Discusses the creation of an efficient, safe, and *multi-modal* transportation system to serve the needs of Columbia County residents.

Finding 17: As discussed in depth throughout this report, the Transportation section of the Comprehensive Plan is being amended consistent with applicable State law. Concurrently, the County’s Zoning Ordinance and the Subdivision and Partitioning Ordinance are being amended consistent with State Law and the applicable sections of the Columbia County Comprehensive Plan.

Staff finds that the proposed goals, objectives and policies of the transportation section of the Comprehensive Plan are consistent with State .

COMMENTS: (none received to date)

City of Clatskanie:

City of Columbia City:

City of Prescott:

City of Rainier:

City of St. Helens:

City of Scappoose:

Upper Nehalem CPAC:

Scappoose-Spitzenberg CPAC:

Clatskanie CPAC:

Mist-Birkenfeld CPAC:

ODOT:

DLCD:

Columbia County Roadmaster:

No other comments have been received from citizen groups, government agencies or the general public as of April 26, 2017.

STAFF CONCLUSION AND RECOMMENDATION:

This matter came before the Columbia County Planning Commission on the direction of the Board of County Commissioners to initiate the adoption of the 2017 Columbia County Transportation System Plan and Text Amendments to the Columbia County Zoning Ordinance, Subdivision and Partitioning Ordinance, and Comprehensive Plan. These Amendments would ensure consistency between the updated Transportation System Plan and the Comprehensive Plan, Zoning Ordinance, and Subdivision and Partitioning Ordinance.

After due consideration, and without any formal changes, the Columbia County Planning Commission Recommends that the Board of County Commissioners **APPROVE** TA 17-01 for the adoption of the *Columbia County Transportation System Plan* as well as the amendments to the *Columbia County Comprehensive Plan*, *Columbia County Zoning Ordinance* and the *Subdivision and Partitioning Ordinance*.

Attachments

DKS Proposed Text Amendments

Available Upon Request:

2017 Columbia County Transportation System Plan, Volume 1 & 2