

## COLUMBIA COUNTY PLANNING COMMISSION MEETING

March 6, 2017  
Meeting Minutes

Planning Commission Members Present: Paula Lichatowich, Alta Lynch, Jeff VanNatta and Bill DeJager

Staff Present: Glen Higgins, Deborah Jacob, Hayden Richardson, Lonny Welter and Kay Clay

Others: John Bosket - DKS, Darci Rydzinski - Angelo Group, Are Leskowich and Joe Turner, Ken Shonkwiler-ODOT

Jeff VanNatta, Chairman, called the meeting to order at 6:30pm

Deborah Jacob opened the meeting requesting that the application for David & Gail Clark be continued to the April 3, 2017 meeting.

Bill DeJager made a motion to approve the continuation and Alta Lynch seconded, all in favor motion carried.

Glen Higgins pointed out that the pre hearing statement did not need to be read because this is going to be a legislative hearing only. Glen explained that we were here tonight to recommend an update on the 1998 Transportation System Plan for Columbia County

Hayden Richardson gave a brief overview of TA 17-01

### **BACKGROUND:**

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).

Hayden pointed out the Section 1606 & 1607 would have some modifications as shown below:

**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.~~

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.

Points to review were the recommendations :

**Recommendation #1: Create a new Subsection 223 at the end of Section 200.**

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 #2: Suburban Districts:**

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 #3: Create a new Section 1450, after Section 1400 Off Street Parking & Loading**

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 #4: Create a new Subsection 1419**

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 #5: Discretionary permits**

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 #6: Subdivision and Partitioning Ordinance (SPO)**

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 #7: Special Districts, Overlay Districts and Special Provisions**

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 #8: Parking Areas**

These amendments are designed to add requirements for preferential parking for car pools and van pools in designated employee parking areas in new developments. Designating employee parking areas in new developments that are reserved for car pools and van pools 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 #9:** 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.

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 #10: Cul-de-sacs and Shared use-pathways. 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. Shared-use paths may be required to connect to cul-desacs or to pass through unusually long or oddly shaped blocks. The width of the paved shared-use path shall be a minimum of 10 feet in width. The Public Works Director may allow for a reduced minimum of eight (8) feet in constrained areas (e.g., steep, environmentally sensitive, historic, or previously developed areas). In areas with significant walking or biking demand, the Commission may require, in order to facilitate pedestrian access from streets, perpetual, unobstructed easements at least 12 feet in width.

Recommendation #11: Street widths and roadways .

- (1) Minor Arterial. Right-of-way width 80 feet.
- (2) Collector. Right-of-way width ~~50~~ 60 feet.
- (3) Local. Right-of-way width 50 feet ~~-- this width may be varied by the Commission to the width in urban areas to meet the requirement of individual cities.~~
- (4) The Board may, upon a recommendation by the County Roadmaster, require additional right-of-way width to protect the public health, safety, and welfare.
- (5) For roadways within a UGB but outside city limits, the County will apply the adopted roadway and access spacing standards of the applicable jurisdiction, where these standards are equal to, or more restrictive than, adopted County standards.

Recommendation #12: Zone Changes - two types. Major and Minor Map Amendments.  
Referencing Major Map Amendments:

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.

Recommendation #13: Administration.

In section 1606. Referring to notice of hearings we would like to add: .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

In section 1607 we would like to add # 1 and #2 and strike #3.

.1 Consistency with Statewide Planning Goals: If the proposal involves an amendment to the Comprehensive Plan, the amendment must be consistent with the Statewide Planning Goals and relevant Oregon Administrative Rules.

.2 Consistency with the Comprehensive Plan: All amendments to the Zoning Ordinance Text and Map shall be consistent with the Comprehensive Plan Text and Maps.

~~.1 The Commission shall hold a hearing to consider the proposed amendments and shall make a recommendation to the Board of Commissioners with regard to the proposed amendments. The Board of Commissioners shall hold at least one hearing to consider the proposed amendments. Both the Commission and the Board of Commissioners hearings will require notice in the manner outlined in Section 1611.~~

Recommendation #13 Consolidated Review of Applications.

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.

**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 congestions 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 COLECO 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. 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.”

Hayden Richardson ended his presentation with the recommendation that the Planning Commission recommends approval to the BOC.

Open for comments and questions:

Paula Lichatowich wanted to verify that this is a legislative action and that was confirmed and also wanted to clarify that in 1606 that we were adding #3.

Glen Higgins explained that adding #3 in 1606 was more of a formality.

Lonny Welter explained that the 1998 plan was functioning and now we need to update that. Normally the plans last for 15-20 years and even though we have a year left on the current plan we need to update the plan for the future. We need to have the legislative laws and our policies blend together.

Jeff VanNatta wanted to know about the overweight exposure on the county roads. Lonny Welter explained that the road department advises the BOC on load restrictions.

Alta Lynch, regarding recommendation #4, off street parking. Will it be mandatory for all places to provide for bicycle parking, wouldn't that add an additional expense for the contractor/owner and why would we mandate that? Is there going to be a retro action?

Darci Rydzinski, Angelo Group, mentioned that this new requirement would be on new construction and the bicycle parking could be as simple as an eave overhang and the actual cost for bicycle parking is unknown. We just need to be more flexible and have

shelter for the bicycles as well. This would apply to larger developments. There will not be any changes on existing development, this would apply to new construction only.

Paula Lichatowich wanted to know if these were requirements for the County only and wouldn't that increase low income housing cost?

Darci Rydzinski addressed that we were are addressing the county rules. When addressing new construction, low income or not, we have to look at recreation vs affordability.

Paula Lichatowich questioned if a bus stop would have to provide spaces for bikes?

Alta Lynch wanted to know if at the bus stops if Columbia Rider would have to provide spaces for bikes? Also at park and rides spots like the churches would they have to add spots. Alta still feels that we need to have a bicycle license to help cover these cost.

It was pointed out that only on a new structure would spaces be required. Example would be if the church expanded then yes they would have to add spaces.

Joe Turner, Columbia City resident, wondered why the bicycles are involved with the transportation of vehicles. We need to look at highway 30, the road is not wide enough, there are no passing lanes and mandating bike parking is out of the realm.

Glen Higgins said that we have to be compatible with the state and the state is requiring multi-modal rules and regulations from bikes to trains.

Darci Rydzinski. We have to look at many issues, ie: health, environmental. There is a push for safety and we need a system plan to be able to do that. We have to catch up with our thinking regarding transportation of all types, future development and the county has to have a system plan in order to do that.

Alta Lynch wanted to know if this is mandated by the state and where will the money come from.

John Bosket - DKS. There many projects beside bikes in the plan. The TSP helps us to set goals. We do need to balance all the modes of transportation and as far as cost to contractors, it would be minimal to build a bike shelter. We coordinate some of the highway-road work with the state.

Lonny Welter reminded us that we are looking at future development. The SDC's that we charge now are for capital investment and does not apply to maintenance. Any capital improvements that are done have to address bike and pedestrian paths. On state highways they have an 8' fog line. This is not just a county TSP it also ties into ODOT.

Glen Higgins wanted to address #17 on the proposed new policies explaining that this policy would address new technical systems such as intelligent systems.

Jeff VanNatta wanted to know if that involved camera's, warning lights.

John Bosket explained that the county was not being tied to anything with the acceptance of this plan.

Lonny Welter explained that an intelligent system increase the traffic flow.

Kenneth Shonkwiler, ODOT added that they also have a TSP for future projects.

Alta Lynch wanted to mention that by 2030 the traffic in Scappoose would be unbearable and wanted to know what was being planned for that.

Lonny Welter mentioned that Scappoose did approve a TSP last year and they are looking at a contingency plan for that also. One of the projects is to get a bypass to the east and hopefully that will come with grant money.

Public hearing closed.

Bill Dejager made a recommendation that the Planning Commission makes the recommendation to the BOC for approval of TA 17-01. Paula Lichatowich seconded. Three were in favor, one was neutral. Motion carried.

Other Business: Approval of 2-16-17 minutes

Meeting adjourned 7:25 p.m.