MEMORANDUM

Date: December 8, 2003
To: Steve Hodge, Josephine County
Ingrid Weisenbach, Oregon Department of Transportation
From: Rory Renfro, David Siegel
Subject: Overview of Comprehensive Plan and Code Compliance with TPR
cc: 

Project Number: 273-2395-029
Project Name: Josephine County Rural TSP

This memo describes the requirements of Oregon’s Transportation Planning Rule (TPR), specifically Section 660-12-045 – Implementation of the Transportation System Plan (TSP). It also describes Josephine County’s existing policies and plans that are designed to meet the TPR requirements, and it identifies policy inconsistencies or changes needed to address the TPR. This memo also reviews the County’s existing Comprehensive Plan policies for needed changes to implement the TSP.

Transportation Planning Rule
A major goal of the TPR is reducing reliance on the automobile and encouraging pedestrian, bicycle and transit facilities as part of a multi-modal transportation system. Table 1 cross-references TPR requirements and Josephine County’s code provisions and other applicable regulations and plan language. The language is rated as either adequately meeting the requirements of the TPR or needing additional work to insure compliance. Each section is described in further detail with new code language provided where necessary.

Table 1
TPR Implementation Measures

<table>
<thead>
<tr>
<th>Issue</th>
<th>TPR Citation</th>
<th>Josephine County Rural Land Development Code</th>
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| Land Use Approval for Transportation Projects | 045 (1) | 61.020 – Inadequate
| | | 61.030 – Inadequate
| | | 62.020 – Inadequate
| | | 62.120 – Inadequate
| | | 62.130 – Inadequate
| | | 62.220 – Inadequate
| | | 62.230 – Inadequate
| | | 63.020 – Inadequate
| | | 63.120 – Inadequate
| | | 63.130 – Inadequate
| | | 64.020.E – Adequate
| | | 64.030.E – Adequate
| | | 64.040.V – Adequate
| | | 64.040.W – Adequate
| | | 65.020.B.8 – Adequate
Land Use Approvals for Transportation Projects
The TPR [660-12-045(1)] requires that local governments amend their land use regulations to implement their adopted TSP and to clarify the land use approval process for transportation-related projects.

The Josephine County Rural Land Development Code (RLDC) lists transportation projects as outright, permitted or conditional uses in the Exclusive Farm/Farm Resource and Forest Commercial/Woodlot Resource zones. All zones should allow transportation improvements listed in the TSP as an allowed use. Additional provisions for transportation projects not in the TSP could be made with the development of corresponding criteria.

Suggested Code Language
For all code sections listed as “Inadequate” in Table 1 (in the “Land Use Approvals for Transportation Projects” section), transportation-related projects (especially those in the TSP) should be added as outright, permitted or conditional uses.

The Goals and Policies section of the Josephine County Comprehensive Plan currently does not have any language about implementing an adopted TSP. The document also lacks clear language about the land use approval process for transportation-related projects. The draft TSP however, has a goal and supporting policies that reference the transportation/land use connection. Goal 6 states that the County should “consider and implement land use and transportation plans/solutions simultaneously in all planning activities”. Objective 1 within in this goal directs the County to “provide for the consideration of the interrelationships and connections between transportation and land use in future planning”. Objective 2 contains the directive to “ensure that transportation improvements meet the needs of rural land uses, consistent with the Transportation Planning Rule”. While adopting the draft Rural Transportation System Plan will meet the requirements of the TPR, future updates of the Josephine County Comprehensive Plan might consider inclusion of language clarifying the relationship of the TSP to the Comprehensive Plan.

Protecting the Existing and Future Operations of Facilities
Access control
The TPR [660-12-045(2)(a)] requires local governments to adopt access control measures, such as driveway and public road spacing, median control, and signal spacing standards that are consistent with the functional classification of roads.
The Josephine County RLDC includes access control standards for both County roads and State highways.

The Comprehensive Plan does not have any goals or policies pertaining to access control, but the draft TSP contains a policy for access management stating, “Josephine County shall review the adequacy of access for all proposed new development and new accesses onto public right-of-way and ensure consistency with adopted street standards”. This policy is supported by eight “recommendations” which are listed in the draft TSP. While the Comprehensive Plan does not contain specific language addressing access control, adoption of the draft TSP as a component of the Comprehensive Plan will address the TPR requirement.

Protecting Future Operations
The TPR [660-12-045(2)(b)] requires local governments to adopt standards to protect future operations of roads, transit ways and major transit corridors.

Section 50.050.B of the Josephine County RLDC (pertaining to subdivisions) states that any proposed development must conform with the Official Street Map and/or any potential street extension, and may not prohibit the extension of streets or roads. Section 81.010 states the purposes for implementing access control standards for both County roads and State highways, but the listed purposes of these standards do not include the intent of protecting future roadway operations.

Suggested Code Language
Add the following language to Section 81.010 (shown as underlined)

- The purpose of these standards is to ensure safe ingress and egress to and from properties; to minimize street congestion and traffic hazards; to protect the future operations of transportation facilities; to provide safe and convenient access to businesses, public services, and places of public assembly; and to make vehicular circulation more compatible with surrounding land uses.

The Goals and Policies section of the Comprehensive Plan does not contain specific language about protecting future operations on transportation facilities, but adoption of the draft TSP as a component of the Comprehensive Plan will address the TPR requirement. The draft TSP has a policy regarding access management (stated above), and a policy pertaining to Transportation System Management (TSM). The TSM policy (Policy 9-A) states that “Josephine County will pursue and encourage implementation of Transportation Demand Management (TDM) and Transportation System Management (TSM) whenever possible as an alternative to building new transportation facilities”. These policies are intended to maximize operations on existing facilities with minimal physical improvements.

Airports
The TPR [660-12-045 (2)(c)] requires local governments to adopt measures to control land uses within airport noise corridors and imaginary surfaces.

The RLDC adequately addresses these requirements in sections 64.410 through 69.480.

In addition to the TPR requirements there are OAR requirements [660-013] that pertain to airport planning. OAR 660-013-0040 requires that local jurisdictions adopt a map showing the airport boundary, location of runways and other features and future areas of expansion.

The RLDC does not reference the maps and figures required by OAR 660-013-0040. Josephine County should adopt the Grants Pass Airport Master Plan and the Illinois Valley Airport Master Plan (or portions of) to meet requirements of the OAR.

The Comprehensive Plan references airports in two policies. In Policy 5 under Goal 4, the document states that “Zoning standards shall be established to prevent the development of incompatible uses or hazardous structures within the flight approach zones. Any development and expansion will be in accordance with applicable airport master plans”. Policy 3 under Goal 5 states that “County-owned land in the vicinity of the Josephine County Airport . . . shall be developed for industrial use. The County will
encourage the participation of property owners of adjacent and appropriately zoned land to facilitate the development of an attractive and economically viable industrial park at this site”. The draft TSP contains a similar policy about land uses near airports, stating, “Josephine County will protect the function and operations of airports from incompatible land uses”. The policies in the Comprehensive Plan and the draft TSP appear to adequately meet requirements of the TPR.

**Process for Coordinated Review of Land Use Decisions**

**Coordinated Review**
The TPR [660-12-045(2)(d)] requires local governments to create a process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites.

Neither the RLDC or Comprehensive Plan goals and policies provide any language that specifically refers to including other agencies in the review process for future land uses affecting transportation facilities. The Comprehensive Plan however requires coordination with applicable state and local agencies when pollution control standards are modified; considering future land uses near the Rogue River; and when seeking methods of assuring long-term capital financing to allow the extension of public services to designated commercial and industrial areas.

**Suggested Code Language**
Section 20.030 of the RLDC might be an appropriate location to insert a provision requiring coordinated review of land use decisions affecting transportation facilities, corridors or sites. This will allow any additional affected agencies (like ODOT) to submit comments on the land use application under study. Add the following language to Section 20.030.B (shown as underlined):

- Notwithstanding subsection A above, the Director may require the separate process of applications whenever the Director determines that the advantages of consolidated review are outweighed by complications, confusion or administrative burdens to the review body, the county or other participants. Applications for land uses that might affect transportation facilities, corridors or sites under ownership or maintenance of other jurisdictions will also be reviewed by the corresponding jurisdiction.

The draft TSP references coordinated review in a number of goals, objectives and policies. Goal 7 directs the County to “ensure an effective strategy for intergovernmental coordination in transportation planning”. Objective 1 within this goal provides a directive to “maintain coordination with multiple jurisdictions”. Objective 2 instructs the County to “provide compatible design standards for all modes of transportation”, while the directive of Objective 3 is “work to achieve a balance between business and economic development and preservation of the functional capacity of the transportation system when coordinating transportation planning with other jurisdictions”. Some of the overall transportation system policies in the draft TSP also reference coordinated review. Policy 13-C states, “Josephine County will work cooperatively with its federal, state and local jurisdictional partners to coordinate on the approval, timing and funding of future transportation system investments”. Policy 13-E stresses the need for coordinated review among all affected groups: “Josephine County will encourage joint projects with the private sector, affected user groups, individual citizens, or other units of government if it improves or allows a project on the transportation system to proceed that might otherwise fail to be done. This participation may be in the form of material or resource contributions, right-of-way dedications or other financial assistance”. Finally, Policy 13-F states that “Josephine County will regularly update the Rural Transportation System Plan, revising it as necessary to reflect changing needs and circumstances. The County will involve citizens, stakeholders, and its jurisdictional partners in updates and revisions to this plan”. Adoption of the draft TSP as a component of the Comprehensive Plan will meet the TPR requirement of coordinated review.

**Conditions of Approval**
The TPR [660-12-045(2)(e)] requires local governments to adopt land use regulations that create a process for applying conditions to development proposals to minimize impacts and protect transportation facilities, corridors or sites.
The RLDC lists a few conditions of approval pertaining to the protection of transportation facilities, and these provisions are found mostly in the section on Planned Unit Developments (55.080.K.3-4). The listed conditions include limiting the number of vehicular access points to a PUD and increasing right-of-way width on existing streets. Conditions aimed at protecting the transportation system however are not found in the articles pertaining to subdivisions and land partitions.

**Suggested Code Language**

The Conditions of Approval sections of Article 51 (Subdivisions) and Article 52 (Land Partitions) would be an appropriate place to include provisions aimed at minimizing impacts and protecting transportation facilities. Specifically, these provisions would be appropriate in sections 51.080 and 52.080. Add the following language to sections 51.080 and 52.080 (shown as underlined):

- In addition to the requirements of this Article, the commission may attach conditions it finds necessary to carry out the purposes of this Article. These conditions may include, but are not limited to, the following:
  - Controlling the location and number of vehicular access points;
  - Establishing new streets, increasing the right-of-way or roadway width of existing streets, requiring curbs and sidewalks, and, in general, improving the traffic circulation system.

The Comprehensive Plan goals and policies do not contain language regarding conditions of approval, but a recommendation under Policy 6-A of the draft TSP states: “The County shall require dedication of right-of-way as a condition of approval for proposed land development, where the County’s adopted road standards demonstrate the need for a wider right-of-way and a rational nexus exists between the proposed land development and the amount right-of-way required”. Adoption of the draft TSP as a component of the Comprehensive Plan will address the TPR requirement for conditions of approval.

**Notification**

The TPR [660-12-045(2)(f)] requires regulations calling for notification of the following to public agencies providing transportation facilities and services, metropolitan planning organizations and the Oregon Department of Transportation (ODOT):

- Land use applications that require public hearings
- Subdivision and partition applications
- Other applications that affect private access to roads
- Other applications that within airport noise corridors and imaginary surfaces affect airport operations

Section 32.030.A.1 of the RLDC provides a list of persons and agencies to be notified when land use cases are considered. The list does not include public agencies providing transportation facilities and services or ODOT. However, the RLDC requires that public airports be notified if potential zone changes would permit certain types of development within the runway “approach surface” (as defined by ODOT).

**Suggested Code Language**

Add the following to the list persons and organizations (in Section 32.030.A.1) to be notified of land use procedures (shown as underlined):

- Public agencies providing transportation facilities or services, metropolitan planning organizations or the Oregon Department of Transportation (as necessary) if the proposed land use action will affect their respective transportation facilities.

The Comprehensive Plan goals and policies do not include any notification provisions, but adoption of the draft TSP as a component of the Comprehensive Plan will address the TPR requirement. The draft TSP contains goals, objectives and polices relating to the notification of other agencies. Goal 7 directs the County to “ensure an effective strategy for intergovernmental coordination in transportation planning”. A supporting objective of this goal provides a directive to “maintain coordination with multiple jurisdictions”. A policy for the overall transportation system also references other agencies, stating, “Josephine County will work cooperatively with its federal, state and local jurisdictional partners to coordinate on the
approval, timing and funding of future transportation system improvements”. The Air Transportation Chapter contains a policy directing the County to maintain communication with appropriate agencies when planning transportation facilities near airports. Specifically, Policy 10-B states: “Josephine County should coordinate implementation of recommended roadway system improvements in the vicinity of the Grants Pass and Illinois Valley airports with the access and infrastructure needs of these facilities”.

Consistency with TSP
The TPR [660-12-045(2)(g)] requires regulations assuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities and levels of service of facilities identified in the TSP. The purpose of this requirement is to ensure that a comprehensive plan amendment, zoning ordinance amendment or zone change considers the impact on traffic and is consistent with the TSP.

Section 46.040.A of the RLDC states that “amendments to a plan and zone map shall demonstrate compliance with all applicable statewide and county goals and policies”. This appears to be adequate in meeting the TPR requirement.

Policy 4 under Goal 4 of the Comprehensive Plan states: “It shall be the policy of the Board of County Commissioners to encourage and facilitate the development of a transportation master plan for bridges and roads coordinated with City, State and Federal agencies”. The Comprehensive Plan also contains policies allowing for amendments. Policy 2-A under Goal 11 states that “Amendments to a plan and zone map shall demonstrate compliance with all applicable statewide and county goals and policies”. This policy will help the Comprehensive Plan meet the TPR requirement if the draft TSP is adopted as a component of the Comprehensive Plan.

Safe and convenient Pedestrian and Bicycle Circulation

Bicycle Parking
The TPR [660-12-045(3)(a)] requires bicycle parking facilities as part of multi-family residential units of four units or more, new retail, office or institutional developments, and all transit transfer stations and park-and-ride lots.

The RLDC references bicycle parking facilities in the general off-street parking chapter. Section 75.040.E states that bicycle racks may be required if vehicle parking exceeds 20 spaces per parking area. Because multiple-family housing, office developments and transit centers are not common in rural Josephine County, the bicycle parking language appears adequate to meet the TPR.

The Comprehensive Plan goals and policies do not reference bicycle parking, but Policy 11-F of the draft TSP includes language on this subject. The supporting recommendations of Policy 11-F direct Josephine County to “include facilities for bicycle parking in the planning requirements for new commercial areas, single and multi-use facilities and other development projects”; and to “provide secure bicycle storage facilities within rural activity centers and other major destinations that generate bicycle/pedestrian traffic”. Adoption of the draft TSP as a component of the Comprehensive Plan will address the TPR requirement for bicycle parking facilities.

Pedestrian and Bicycle Facilities
The TPR [660-12-045(3)(b)] requires on-site facilities that accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within a half-mile of the development. The TPR also provides that single-family residential developments shall generally include streets and accessways; and that pedestrian circulation through parking lots should generally be provided in the form of accessways.

Sidewalks and pedestrian paths are listed in the RLDC as a condition of approval for subdivisions (Section 51.080.B.3), and for land re-plats (Section 53.080.B.3). This appears to be adequate in meeting TPR requirements.
Policy 3 under Goal 9 of the Comprehensive Plan directs the Board of County Commissioners to “encourage the construction of safety paths with the reconstruction or development of new roads or streets between major shopping centers and recreational and educational facilities”. Policy 11-A of the draft TSP directs Josephine County to “construct bicycle lanes/wide shoulders as part of all new roadway project improvements or roadway projects involving major reconstruction”. In terms of paths, Policy 11-C directs the County to “identify and work cooperatively with other agencies to develop multi-use paths”. Adoption of the draft TSP as a component of the Comprehensive Plan will help meet the TPR requirement.

Off-site Improvements
The TPR [660-12-045(3)(c)] requires that off-site improvements that are required as a condition of approval include pedestrian and bicycle improvements, including bicycle ways along arterials and major collectors.

Like most rural areas, wide shoulders serve the needs of both bicyclists and pedestrians in rural Josephine County (except for some instances where high or potentially high pedestrian traffic may warrant the installation of sidewalks). The RLDC states (in Section 81.150) that bicycle facilities (i.e. lanes or paths) are to be included on streets that are included on the County’s adopted bicycle route plan. However, the RLDC does not specifically mention the requirement for bicycle lanes on Major/Minor Collector roads.

Suggested Code Language
Add the following language to Section 81.150 (shown as underlined):

- The review body may require the installation of separate bicycle lanes within streets (specifically on Major/Minor Collectors) and/or separate bicycle paths, if necessary to extend an existing or planned system of bicycle routes, shown on the adopted bicycle route plan, or if a need is otherwise indicated. Such paths shall meet the standards of the state of Oregon.

Policy 10 under Goal 9 of the Comprehensive Plan pertains to alternative transportation modes in general: “The physically handicapped and transportation disadvantaged shall be considered in the design of transportation facilities and alternative transportation modes”. Policy 3 under Goal 9 directs the Board of County Commissioners to “encourage the construction of safety paths with the reconstruction or development of new roads or streets between major shopping centers and recreational and educational facilities”. The draft TSP also contains policies pertinent to bicycle/pedestrian facilities. Policy 11-A directs Josephine County to “construct bicycle lanes/wide shoulders as part of all new roadway project improvements or roadway projects involving major reconstruction”. Policy 11-C directs the County to “identify and work cooperatively with other agencies to develop multi-use paths”. Included in the non-motorized transportation element of the draft TSP is a list of high-priority and lower-priority bicycle/pedestrian projects. Adoption of the draft TSP as a component of the Comprehensive Plan will help meet the TPR requirement.

Other TPR Provisions

Street Standards

The TPR [660-12-045(7)] requires local governments to establish street standards that minimize pavement width and total right-of-way, consistent with the operational needs of the facility. The intent of these standards is to encourage local governments to consider and reduce excessive standards in order to reduce construction costs, provide for more efficient use of urban land, provide emergency vehicle access while discouraging inappropriate traffic volumes and speeds, and accommodate convenient bicycle and pedestrian circulation.

Street standards were updated as part of the draft TSP. These standards will replace the current street standards found in the RLDC.