



Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150
Salem, OR 97301-2540
(503) 373-0050
Fax (503) 378-5518
www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

07/05/2011

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Vernonia Plan Amendment
DLCD File Number 001-11

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Friday, July 15, 2011

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Carole Connell, City of Vernonia
Gloria Gardiner, DLCD Urban Planning Specialist
Matt Spangler, DLCD Regional Representative

<paa> YA

2

DLCD

Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
 PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

☐ In person ☐ electronic ☐ mailed

DEPT OF
 JUN 27 2011
 LAND CONSERVATION
 AND DEVELOPMENT

Jurisdiction: *City of Vernonia*

Local file number: *PA 11-01 TSP Update*

Date of Adoption:

Date Mailed:

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date:

☒ Comprehensive Plan Text Amendment

☐ Comprehensive Plan Map Amendment

☒ Land Use Regulation Amendment

☐ Zoning Map Amendment

☒ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Adoption of the Vernonia TSP Update amending the Comprehensive Plan Goal 12 policies, amending Title 9 Land Development Code transportation provisions and re-writing

Does the Adoption differ from proposal? Please select one

original 1999 Vernonia TSP

Chapters 6 + 7 of the

Plan Map Changed from:

to:

Zone Map Changed from:

NA

to:

NA

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

DLCD file No. 001-11 (18807) [16688]

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

ODOT, Columbia County

Local Contact: *Carrie Connell*
Address: *City of Vernonia*
City: Zip:

Phone: *(503) 429 5291* Extension:
Fax Number: - -
E-mail Address: *connellpc@comcast.net*

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. **Send this Form and TWO Complete Copies** (documents and maps) of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**
2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: **webserver.lcd.state.or.us**. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing **mara.ulloa@state.or.us**.
3. **Please Note:** Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **http://www.lcd.state.or.us/**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **mara.ulloa@state.or.us** - ATTENTION: PLAN AMENDMENT SPECIALIST.

ORDINANCE No. 875

**AN ORDINANCE OF THE CITY OF VERNONIA AMENDING THE VERNONIA
COMPREHENSIVE PLAN, THE VERNONIA TRANSPORTATION SYSTEM
PLAN AND TITLE 9 LAND USE AND DEVELOPMENT CODE**

The City of Vernonia ordains:

WHEREAS, the City of Vernonia ("City") first adopted a Transportation System Plan ("TSP") in 1999 which has partially become outdated regarding roadways, street classifications and design standards, bicycle and pedestrian path plans, project financing and transit plans; and

WHEREAS, the City recently expanded the urban growth boundary in order to construct a new K-12 school complex outside of the floodplain, whereby creating a need to identify safe and efficient roadway, school bus, bicycle and pedestrian routes to the new school; and

WHEREAS, the City assured affected agencies such as the Oregon Department of Transportation, Columbia County, and the Department of Land Conservation and Development were notified and involved in the development of the TSP amendments; and

WHEREAS, the Vernonia TSP continues to remain in compliance with Statewide Planning Goal 12 Transportation and other relevant planning goals as described in the Technical Memorandum #7 and the City Staff Report; and

WHEREAS, the Planning Commission and City Council held two work sessions to review the draft TSP documents, and the City executed a thorough citizen involvement plan issuing several city-wide invitations and notices for community and agency involvement between October 2010 and April 2011; and

WHEREAS, the Vernonia Planning Commission held the initial public hearing in the Council Chambers of City Hall on June 16, 2011 at 7:00 pm to consider the TSP amendments, in accordance with Title 9 Section 9-01.09 Amendments; and

WHEREAS, the City provided an opportunity for the submission of testimony and evidence whereby no objections were filed with the City Recorder, and all comments were heard and considered at the public hearings on June 16 and June 20, 2011; and;

WHEREAS, the Vernonia City Council, upon consideration of all testimony, the Planning Commission's recommendation and the City Staff Report and Findings dated June 9, 2011, determined the TSP amendments to be in the best interests of the citizens of Vernonia;

NOW THEREFORE, the City Council of Vernonia does ordain as follows:

Section 1. The City does hereby adopt the TSP Technical Memorandums #1 through #7 and the rewritten TSP Chapters 6 and 7 those documents attached as Exhibit "A" thereby amending the Vernonia Comprehensive Plan, the Vernonia TSP and Title 9 Land Use and Development Code; and

Section 2. The City does hereby repeal Ordinance 781 and 782 and replace the regulations with those identified in the attached Exhibit A, and Exhibit B;

Section 3. Effective Date: Under the provisions of the City of Vernonia Charter of 1998, Chapter VIII, the Council finds it may provide two readings at the same hearing and that this ordinance may take effect in 30 days from the date of decision.

Section 4. Council Clerk's Duties: The Council Clerk is hereby directed, upon its adoption and authentication, to number this Ordinance as the next adopted ordinance of the City of Vernonia.

(Must be read in full if requested)

Adopted as read by title only this 20th day of June, 2011, by the following vote:

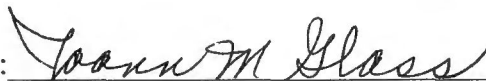
AYES: 4 NAYS: _____ ABSTAIN: _____ ABSENT: /

Adopted as read by title only this 20th of June, 2011 by the following vote:

AYES: 4 NAYS: _____ ABSTAIN: _____ ABSENT: /

Signed by me, Josette Mitchell, Mayor, in authentication of its adoption this 20th day of June, 2011


Josette Mitchell, Mayor

Attest: 
Joann M Glass, City Recorder

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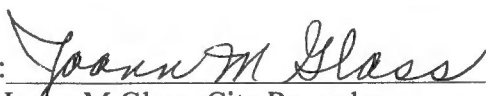
AYES: 4 NAYS: _____ ABSTAIN: _____ ABSENT: /

Adopted as read by title only this 20th of June, 2011 by the following vote:

AYES: 4 NAYS: _____ ABSTAIN: _____ ABSENT: /

Signed by me, Josette Mitchell, Mayor, in authentication of its adoption this 20th day of June, 2011


Josette Mitchell, Mayor

Attest: 
Joann M Glass, City Recorder

CITY OF VERNONIA
Staff Report

June 9, 2011

To: Planning Commission & City Council
From: Carole Connell, AICP
City Planner

REQUEST: File # PA 11-01 Adoption of the Vernonia Transportation Plan (TSP) Update documents and implementing legislative amendments to the Comprehensive Plan text and Zoning Code text

APPLICANT: City of Vernonia

LOCATION: Citywide transportation plans and projects

PUBLIC HEARINGS: Planning Commission on June 16, 2011
City Council on June 20, 2011

EXHIBITS:

- Draft TSP Amendments to the Vernonia Comprehensive Plan and Title 9 Land Development and Zoning Code included in Technical Memo #7. Final TSP update documents include the following:
 - Final Technical Memos #1, 2, 3, 4, 5, 6 & 7 (attached)
 - Rewritten 1999 TSP Chapters 6 & 7 (attached)

APPLICABLE TITLE 9 CODE CRITERIA

- Section 9-01.09-70 Text Amendments
- Section 9-01.10-50 Type IV Procedures
- Section 9-01.11 Transportation Planning Standards and Procedures
- Section 9.02.08 Land Divisions – Street design standards
- Vernonia Comprehensive Plan – Goal 12 Transportation
- 1999 Vernonia Transportation System Plan – amending Chapters 6 & 7

I. Background

In August, 2010 the City was awarded an ODOT/DLCD TGM grant to update its 1999 Transportation System Plan (TSP), Contract #28651. A consulting team of CH2M Hill and Alta Planning & Design was hired by ODOT to complete the work by July 1, 2011. The project was focused on an update of the roadway plan and projects, and bicycle and pedestrian improvements, particularly to assure the "Safe Routes to School" program was incorporated into the updated TSP to provide safe access to the new Vernonia K-12 school complex. The 1999 TSP was not replaced in its entirety, but was provided with seven supplemental technical

memorandums and a re-write of the 1999 TSP Chapters 6 and 7. The City will prepare an electronic copy of the 1999 TSP and re-write the modified sections as a result of the update. This report is an analysis of how the updated document meets the statewide land use Goal 12 Transportation requirements. This report also adopts the TSP Update as a part of the Vernonia Comprehensive Plan, amends certain Plan transportation policies, and amends Title 9 Zoning and Land Development standards that implement the transportation goals and policies of the City and state.

II. Proposed Amendments

A. Summary. To implement the updated TSP it must be adopted by City Council and implementing policies and standards must be incorporated into the Vernonia Comprehensive Plan and Title 9 Zoning Code. Therefore the City proposes to adopt the following documents developed during the update:

1. Technical Memorandums # 1, 2, 3, 4, 5, 6, & 7
2. Rewritten Chapters 6 & 7 of the 1999 TSP

B. Vernonia Comprehensive Plan Amendments. The plan amendments are identified in the attached Technical Memorandum # 7, page 12 - 14 and are summarized as follows:

1. Additional plan goals to assure operation and safety of roads, to provide transportation alternatives and to define current finance options.
2. References to the 2009 Columbia County Community Wide Transit & U.S. Highway 30 Transit and Access Plan.
3. Narrative updates to street and roadway jurisdiction and functional classifications.
4. A new policy to support Safe Routes to Schools programs.

Need 5. *Amend Figure 6-7 Roadway Projects by extending Ca. Ave as a local st to the lake*

C. Title 9 Zoning and Development Code Amendments. The code review process determined that the 1999 TSP and implementing code amendments provided complete compliance with state Transportation Rule OAR 660-12-0045(1)(b), (1)(c), (2)(a), (2)(b), (2)(f), (2)(g), (3)(a) and (3)(b). *RD-17 + Table 6-2 TSP #7 Chapp*

The proposed code amendments are identified in Technical Memorandum #7 pages 1 - 12 and are summarized as follows:

1. Section 9-01.11-20 B. and 9-01.11-50 E. to assure transit facilities are considered at development sites where appropriate, and that notice is provided to Columbia County Rider regarding proposals that potentially impact transit ridership or facilities.
2. Table 11-30-1 Access Spacing Standards - modifications and associated text changes.
3. Section 9-01.11-60 & Table 11-60-1 Street Design Standards - amendments.
4. Section 9-01.11-70 Internal Connections - amendment regarding transit stop access within one quarter mile of a stop.
5. Section 9-02.08 Street Design Standards - revised for consistency in the land division section. Added provisions for half street waivers and shared use paths. *City staff has since found that additional amendments are recommended to Section 9-02.09-50 Street Improvements in Existing Platted Areas. This section is often tested and difficult to*

administer or enforce. Dozens of existing parcels were platted many decades ago without street improvements. Owners propose to build a new home on such vacant lots. But the existing code requires street construction including curbs and sidewalks with the new home or existing home remodel. This is impractical and costly when there are no other connecting streets or street improvements in the platted area. Suggested amendments include a new gravel street standard that may be the most practical in these areas. The owner would also be required to sign a waiver to participate in future street improvements in the area. See additional code text amendment at the end of this report.

III. Text Amendment Review Criteria, Procedures and Findings

A. Section 9-01.09.10 Authorization to Initiate Amendments. An amendment to the text of The Vernonia Comprehensive Plan and Title 9 Land Development and Zoning Code may be initiated only by the City Council, the Planning Commission, the property owner or an authorized agent of the owner.

FINDINGS: The City finds that the proposed amendments have been initiated by the Vernonia Planning Commission and City Council.

B. Section 9-01-09.20 Public Hearings on Amendments. The Planning Commission shall conduct a public hearing on the proposed amendments. After receiving the recommendation of the Planning Commission, the City Council shall hold a public hearing on the proposed amendment.

FINDINGS: The City finds that the Planning Commission will conduct a public hearing on June 16, 2011. The Planning Commission will forward their recommendation to the City Council for a public hearing scheduled on June 20, 2010.

C. Section 9-01.09.70 Text Amendments.

1. Decision Criteria. In order to approve the TSP amendments adequate findings must be provided for each of the following decision criteria.

- a. Traffic generation and circulation patterns. Text changes shall conform to the adopted Vernonia Transportation System Plan (TSP). Changes shall not substantially impact the functional classification or operation of transportation facilities. To ensure proper review and mitigation, a traffic impact study may be required for proposals that may impact transportation facilities.

FINDINGS: The City finds that this is an update of the TSP so that conformance to the existing TSP, street classifications or the requirement for a Traffic Impact Statement in this case does not apply. The process updated traffic generation and circulation patterns by considering updated highway traffic counts (2008 & 2010), and by modifying functional street classifications and modifying or adding circulation improvements. The review found that the 1999 TSP already complied with the state Transportation Planning Rule so that no amendments for that reason were necessary.

b. Demand for public facilities and services.

FINDINGS: The City finds that the proposed amendments will have no direct effect on the demand for public facilities and services because the provisions will not create a need for additional sanitary sewer and water services. The amendments will not directly impact storm water runoff until actual transportation projects are built, at which time storm water runoff impacts must be identified. Construction of future transportation projects will be required to provide engineered water quality and water detention provisions when applicable.

d. Level of park and recreation facilities.

FINDINGS: The City finds that the nature of the plan amendments do not result in the need for additional park and recreation facilities. However, certain transportation improvement projects in the proposed amendments are designed to enhance the level of park and recreation facilities such as pedestrian and bicycle connections to bike paths, parks and the school. See Chapter 6.

e. Economic activities.

FINDINGS: The City finds that the proposed amendments may improve economic conditions in the City because the plan provides enhancements to the existing bike paths that currently attract recreationalists and tourists from areas outside Vernonia. The updated plan also provides more certainty and flexibility in terms of required street improvements for new development. The plan defines alternative funding sources for road and path improvement projects. The update provides detailed roadway, pedestrian and bicycle project improvements that will enhance the new Vernonia school complex and surrounding area which will in turn make the city a more desirable place to live. The detailed prioritization of desirable transportation system projects will help to streamline the grant request process that may result in more grant awards for transportation improvements in the city. See Chapters 6 and 7.

f. Protection and use of natural resources.

FINDINGS: The City finds that the proposed amendments will generally not require new street construction in existing natural areas, but will primarily upgrade existing streets. Where new paths or roads coincide with natural area locations, impacts will be analyzed at the time of review and will be mitigated to the maximum practicable extent in accordance with City natural resource protection policies.

g. Compliance with existing adopted special purpose plans or programs.

FINDINGS: The City finds the amendments were considered in relation to state, county and city plans that may be relevant as described in the attached Technical Memorandum #1. Further the City finds that existing and proposed transportation goals and policies continue to remain in compliance with the state Transportation Planning Rule (TPR) as described in Technical Memorandum #7.

2. Demonstrated Need.

FINDINGS: The City finds that the existing TSP is eleven years old and does not address needs associated with the new school complex currently under construction. Further, implementation of existing street standards has been difficult because of conflicting street design standards in the zoning code, public works design standards and the TSP. Because of limited public funding for streets and paths, the proposed design standards provide practical options that include low-cost gravel streets where appropriate and methods to defer improvements if applicable.

3. Compliance with Statewide Planning Goals and the Vernonia Comprehensive Plan. The State and City planning goals coincide so that the following findings address both jurisdictional goal and plan compliance requirements.

- a. Plan Relevance. The City finds that the proposed amendments are intended to update City transportation policies, improvement projects and standards, while remaining in compliance with Goal 12 and OAR 660 the Transportation Planning Rule. The amendments most closely align with Plan policies related to Statewide Goal 12 Transportation, as well as Goal 9 Economic Development, Goal 11 Public Facilities and Services, Goal 5 Parks and Open Spaces, Goal 2 Land Use Planning, Goal 13 Urbanization, and Goal 1 Citizen Involvement. Compliance with these goals is addressed below.
- b. Citizen Involvement. To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.

FINDINGS: Throughout the 11-month project the City provided public information on the City website, posted notices, utility bill flyers and in the newspapers at each stage of the TSP update project. Three Community workshops and briefings, and two joint Planning Commission and City Council work sessions were held.

The City provided notice of the proposed amendments to the Department of Land Conservation and Development per state and city notice requirements. The City provided individual notice to all residents in the City of the legislative TSP amendment hearings 28 days before the initial hearing. The amendments will first be considered at a public hearing before the Planning Commission on June 16, 2011, followed by a hearing by City Council on June 20, 2011

- c. Land Use Planning. To establish a land use planning process and policy framework as a basis for all decision and actions related to the use of the land.

FINDINGS: The City finds that the land use planning procedures are incorporated in Title 9 Vernonia Land Use and Development code and are addressed in this report in accordance with Type IV Legislative Amendment provisions. The proposed amendments outline new street and pathway improvement projects and better define existing city street standards inconsistently described in three different documents. The amendments will result in better coordination with state highway access

standards and will include reference to the Columbia County Highway 30 Access and Community –Wide Transit Plan. The City finds the land use procedures are in place to review these amendments and future transportation projects in accordance with city and state land use laws.

- d. Parks and Recreation: To satisfy the recreational needs of the citizens of the state and visitors.

FINDINGS: The City finds that the amendments focus on safe bicycle and pedestrian path improvements to the new school site from residential neighborhoods. The plan also proposes enhancing the existing Vernonia trail system with new connecting trails from the tree street neighborhood, from city collector streets and links to the Banks Vernonia/Scappoose regional bicycle trail. The plan proposes to consider utilizing flood plain areas no longer suitable for development by incorporating trails and pathways on some of those lands, particularly in the tree street area. See maps in Chapter 6

- e. Economic Development: To diversify and improve the economy of the state and city.

FINDINGS: The City finds that benefits to the local economy will be gained by the subject amendments is described in criterion #C.1.e.

- f. Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural system.

FINDINGS: The City finds the proposed amendments are timely in that they coincide with construction of the new school complex as well as the planned re-use and rezoning of many flood hazard areas. The update of transportation system project lists will assist the City in grant applications to further achieve city goals for safe routes to school and economic development.

- g. Transportation: To provide and encourage a safe, convenient and economic transportation system.

FINDINGS: The City finds the TSP update results in a current list of transportation improvement projects and funding sources that will help to increase travel safety and travel options throughout the city. Revised street design standards, transit provisions, defined connectivity options (constrained by the Nehalem River and Rock Creek), and modified street classifications will provide consistent development parameters. See project prioritization and funding sources in Chapter 7, and roadway plan improvements and street cross section designs in Chapter 6.

- h. Urbanization: To provide an orderly and efficient transition from rural to urban land use.

FINDINGS: The City finds that the amendments provide for better coordination with agencies and jurisdictions affected by development in Vernonia. Future street-extensions that may be appropriate to access the school or other services from outside the Vernonia Urban Growth Boundary (UGB) have been identified as conceptual ideas that must be consistent the Columbia County Transportation Plan. See Chapter 6.

4. The proposed amendment is appropriate if: it corrects an error; it is the logical implementation of a city plan; it is mandated by federal, state or local law, or it is deemed by the City Council to be desirable, appropriate or proper.

FINDINGS: The City finds that the proposed update of the Vernonia TSP is desirable and appropriate at this time to plan for better access to the new K – 12 school complex; to improve inconsistencies in existing implementation documents; to enhance pedestrian and bicycle facilities for tourists; to provide a practical plan for street and path improvements that serves as a basis for seeking grant assistance to help fund the improvements; and to give city residents a chance to provide their knowledge and ideas for improved transportation systems in their city.

D. Section 9-01.10-50 Type IV Procedures and Findings for Legislative decisions.

1. Timing of Request. The City finds they may accept legislative land use amendments any time of the year.
2. Notice of Hearing.
 - a. There shall be a minimum of two hearings, one before the Planning Commission and one before the City Council. The City finds that there will be at least one hearing before the Planning Commission on June 16, 2011. Pursuant to a recommendation by the Commission, there will be at least one hearing before City Council on June 20, 2011.
 - b. For a legislative zone change notice to all property owners affected by the change is required at least 20 days before the initial hearing. The subject amendment is not a zone change. However the City did send individual property notice.
 - c. Newspaper notice is required 10 days prior to the Planning Commission hearing and 14 days prior to the City Council hearing. The City finds that notice could not be published within these timeframes because the local newspapers have reduced their publications to once a month and they no longer deliver to households. The *Hillsboro Argus* publishes more often but is not readily available to Vernonia residents. Consequently, the City sent an individual notice to all residents in Vernonia an estimated 28 days before the first hearing.
 - d. Notice shall be provided to the Department of Land Conservation and Development at least 45 days prior to the initial hearing. The City finds that notice was provided to the agency at least 45 days before June 16, 2011.
 - e. A vote by a majority of the qualified voting members of the Planning Commission and City Council present at the hearing is required for a decision. The City finds that the recommendation for approval or denial of the amendments will be made a

majority of the members present at the hearing. A decision by City Council must be made in the same manner.

IV. RECOMMENDATION (Also a sample motion)

Based on the findings in this report, Staff recommends approval of File # PA 11-01 Proposed TSP Amendments to the Vernonia Comprehensive Plan and Title 9, including adoption of Technical Memo's #1, 2, 3, 4, 5, 6, & 7 and Chapters 6 and 7, forwarded as a recommendation to the City Council. The approval is recommended to include Commission modifications and the following deleted and underlined amendments:

1. Title 9 Section 9-02.09-50 [Street Improvements in Existing Platted Areas]

- A. Unless otherwise determined in subsection D. of this section, no building permit shall be issued for the construction of any new building or structure, or for the remodeling of any existing building or structure which results in an increase in size or change of use, excepting remodel permits for single-family dwellings not resulting in a change of use, unless the applicant for said building permit agrees to construct street improvements which include curbs (sidewalks and all other frontage improvements required in the design standards for the roadway functional classification), along all city streets that abut the property described in the building permit.
- B. The determination of whether the remodeling of an existing building or structure is sufficient to cause the property owner to construct street improvements shall be made by the City Administrator or his/her designee. The City Administrator or designee shall make this determination based upon finding that the increase in building size or change of use results in either:
 - 1. An increase in floor area which creates the need for additional on-site parking in accordance with the Zoning Code, or
 - 2. A change in use that results in a need for additional on-site parking, or
 - 3. An increase in the dwelling unit density on the site, or
 - 4. A change in the type, number, or location of access ways where off-site traffic will be affected.
- C. Notwithstanding any other provisions of this chapter, in cases where the issuance of the building permit pertains to the construction or reconstruction of a building or structure within a large development owned by the same owner or owners, the City Council may, in its sole discretion, authorize the installation of street improvements of equivalent cost on another portion of the total development area.
- D. Street improvements shall be installed according to City standards and shall be completed prior to the issuance of any occupancy permit for the new or remodeled structure or building. In unimproved areas of the city, the City Administrator or designee may determine that a gravel road to city standard is appropriate accompanied by a Waiver of Remonstrance Agreement by the property owner guaranteeing owner participation in future street improvements in the area. ~~may grant a time extension of the provisions of this section, provided that the applicant provides sufficient security in amount and quantity satisfactory to the City Attorney to assure payment of such improvement costs.~~

2. Extend Calyp. St. ^{to the lake} as ^{a local} roadway

cc p. 28

CITY OF VERNONIA
Staff Report

June 9, 2011

To: Planning Commission & City Council
From: Carole Connell, AICP
City Planner

REQUEST: File # PA 11-01 Adoption of the Vernonia Transportation Plan (TSP) Update documents and implementing legislative amendments to the Comprehensive Plan text and Zoning Code text

APPLICANT: City of Vernonia

LOCATION: Citywide transportation plans and projects

PUBLIC HEARINGS: Planning Commission on June 16, 2011
City Council on June 20, 2011

EXHIBITS:

- Draft TSP Amendments to the Vernonia Comprehensive Plan and Title 9 Land Development and Zoning Code included in Technical Memo #7. Final TSP update documents include the following:
 - Final Technical Memos #1, 2, 3, 4, 5, 6 & 7 (attached)
 - Rewritten 1999 TSP Chapters 6 & 7 (attached)

APPLICABLE TITLE 9 CODE CRITERIA

- Section 9-01.09-70 Text Amendments
- Section 9-01.10-50 Type IV Procedures
- Section 9-01.11 Transportation Planning Standards and Procedures
- Section 9.02.08 Land Divisions – Street design standards
- Vernonia Comprehensive Plan – Goal 12 Transportation
- 1999 Vernonia Transportation System Plan – amending Chapters 6 & 7

I. Background

In August, 2010 the City was awarded an ODOT/DLCD TGM grant to update its 1999 Transportation System Plan (TSP), Contract #28651. A consulting team of CH2M Hill and Alta Planning & Design was hired by ODOT to complete the work by July 1, 2011. The project was focused on an update of the roadway plan and projects, and bicycle and pedestrian improvements, particularly to assure the "Safe Routes to School" program was incorporated into the updated TSP to provide safe access to the new Vernonia K-12 school complex. The 1999 TSP was not replaced in its entirety, but was provided with seven supplemental technical

memorandums and a re-write of the 1999 TSP Chapters 6 and 7. The City will prepare an electronic copy of the 1999 TSP and re-write the modified sections as a result of the update. This report is an analysis of how the updated document meets the statewide land use Goal 12 Transportation requirements. This report also adopts the TSP Update as a part of the Vernonia Comprehensive Plan, amends certain Plan transportation policies, and amends Title 9 Zoning and Land Development standards that implement the transportation goals and policies of the City and state.

II. Proposed Amendments

A. Summary. To implement the updated TSP it must be adopted by City Council and implementing policies and standards must be incorporated into the Vernonia Comprehensive Plan and Title 9 Zoning Code. Therefore the City proposes to adopt the following documents developed during the update:

1. Technical Memorandums # 1, 2, 3, 4, 5, 6, & 7
2. Rewritten Chapters 6 & 7 of the 1999 TSP

B. Vernonia Comprehensive Plan Amendments. The plan amendments are identified in the attached Technical Memorandum # 7, page 12 - 14 and are summarized as follows:

1. Additional plan goals to assure operation and safety of roads, to provide transportation alternatives and to define current finance options.
2. References to the 2009 Columbia County Community Wide Transit & U.S. Highway 30 Transit and Access Plan.
3. Narrative updates to street and roadway jurisdiction and functional classifications.
4. A new policy to support Safe Routes to Schools programs.

Need 5. Amend Figure 6-7 Roadway Projects by extending Ca. Ave as a local st to the lake

C. Title 9 Zoning and Development Code Amendments. The code review process determined that the 1999 TSP and implementing code amendments provided complete compliance with state Transportation Rule OAR 660-12-0045(1)(b), (1)(c), (2)(a), (2)(b), (2)(f), (2)(g), (3)(a) and (3)(b). RD-17 + Table 6-2 TM#7 Chap 6

The proposed code amendments are identified in Technical Memorandum #7 pages 1 - 12 and are summarized as follows:

1. Section 9-01.11-20 B. and 9-01.11-50 E. to assure transit facilities are considered at development sites where appropriate, and that notice is provided to Columbia County Rider regarding proposals that potentially impact transit ridership or facilities.
2. Table 11-30-1 Access Spacing Standards - modifications and associated text changes.
3. Section 9-01.11-60 & Table 11-60-1 Street Design Standards - amendments.
4. Section 9-01.11-70 Internal Connections - amendment regarding transit stop access within one quarter mile of a stop.
5. Section 9-02.08 Street Design Standards - revised for consistency in the land division section. Added provisions for half street waivers and shared use paths. City staff has since found that additional amendments are recommended to Section 9-02.09-50 Street Improvements in Existing Platted Areas. This section is often tested and difficult to

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administer or enforce. Dozens of existing parcels were platted many decades ago without street improvements. Owners propose to build a new home on such vacant lots. But the existing code requires street construction including curbs and sidewalks with the new home or existing home remodel. This is impractical and costly when there are no other connecting streets or street improvements in the platted area. Suggested amendments include a new gravel street standard that may be the most practical in these areas. The owner would also be required to sign a waiver to participate in future street improvements in the area. See additional code text amendment at the end of this report.

III. Text Amendment Review Criteria, Procedures and Findings

A. Section 9-01.09.10 Authorization to Initiate Amendments. An amendment to the text of The Vernonia Comprehensive Plan and Title 9 Land Development and Zoning Code may be initiated only by the City Council, the Planning Commission, the property owner or an authorized agent of the owner.

FINDINGS: The City finds that the proposed amendments have been initiated by the Vernonia Planning Commission and City Council.

B. Section 9-01-09.20 Public Hearings on Amendments. The Planning Commission shall conduct a public hearing on the proposed amendments. After receiving the recommendation of the Planning Commission, the City Council shall hold a public hearing on the proposed amendment.

FINDINGS: The City finds that the Planning Commission will conduct a public hearing on June 16, 2011. The Planning Commission will forward their recommendation to the City Council for a public hearing scheduled on June 20, 2010.

C. Section 9-01.09.70 Text Amendments.

1. Decision Criteria. In order to approve the TSP amendments adequate findings must be provided for each of the following decision criteria.

a. Traffic generation and circulation patterns. Text changes shall conform to the adopted Vernonia Transportation System Plan (TSP). Changes shall not substantially impact the functional classification or operation of transportation facilities. To ensure proper review and mitigation, a traffic impact study may be required for proposals that may impact transportation facilities.

FINDINGS: The City finds that this is an update of the TSP so that conformance to the existing TSP, street classifications or the requirement for a Traffic Impact Statement in this case does not apply. The process updated traffic generation and circulation patterns by considering updated highway traffic counts (2008 & 2010), and by modifying functional street classifications and modifying or adding circulation improvements. The review found that the 1999 TSP already complied with the state Transportation Planning Rule so that no amendments for that reason were necessary.

b. Demand for public facilities and services.

FINDINGS: The City finds that the proposed amendments will have no direct effect on the demand for public facilities and services because the provisions will not create a need for additional sanitary sewer and water services. The amendments will not directly impact storm water runoff until actual transportation projects are built, at which time storm water runoff impacts must be identified. Construction of future transportation projects will be required to provide engineered water quality and water detention provisions when applicable.

d. Level of park and recreation facilities.

FINDINGS: The City finds that the nature of the plan amendments do not result in the need for additional park and recreation facilities. However, certain transportation improvement projects in the proposed amendments are designed to enhance the level of park and recreation facilities such as pedestrian and bicycle connections to bike paths, parks and the school. See Chapter 6.

e. Economic activities.

FINDINGS: The City finds that the proposed amendments may improve economic conditions in the City because the plan provides enhancements to the existing bike paths that currently attract recreationalists and tourists from areas outside Vernonia. The updated plan also provides more certainty and flexibility in terms of required street improvements for new development. The plan defines alternative funding sources for road and path improvement projects. The update provides detailed roadway, pedestrian and bicycle project improvements that will enhance the new Vernonia school complex and surrounding area which will in turn make the city a more desirable place to live. The detailed prioritization of desirable transportation system projects will help to streamline the grant request process that may result in more grant awards for transportation improvements in the city. See Chapters 6 and 7.

f. Protection and use of natural resources.

FINDINGS: The City finds that the proposed amendments will generally not require new street construction in existing natural areas, but will primarily upgrade existing streets. Where new paths or roads coincide with natural area locations, impacts will be analyzed at the time of review and will be mitigated to the maximum practicable extent in accordance with City natural resource protection policies.

g. Compliance with existing adopted special purpose plans or programs.

FINDINGS: The City finds the amendments were considered in relation to state, county and city plans that may be relevant as described in the attached Technical Memorandum #1. Further the City finds that existing and proposed transportation goals and policies continue to remain in compliance with the state Transportation Planning Rule (TPR) as described in Technical Memorandum #7.

2. Demonstrated Need.

FINDINGS: The City finds that the existing TSP is eleven years old and does not address needs associated with the new school complex currently under construction. Further, implementation of existing street standards has been difficult because of conflicting street design standards in the zoning code, public works design standards and the TSP. Because of limited public funding for streets and paths, the proposed design standards provide practical options that include low-cost gravel streets where appropriate and methods to defer improvements if applicable.

3. Compliance with Statewide Planning Goals and the Vernonia Comprehensive Plan. The State and City planning goals coincide so that the following findings address both jurisdictional goal and plan compliance requirements.

- a. Plan Relevance. The City finds that the proposed amendments are intended to update City transportation policies, improvement projects and standards, while remaining in compliance with Goal 12 and OAR 660 the Transportation Planning Rule. The amendments most closely align with Plan policies related to Statewide Goal 12 Transportation, as well as Goal 9 Economic Development, Goal 11 Public Facilities and Services, Goal 5 Parks and Open Spaces, Goal 2 Land Use Planning, Goal 13 Urbanization, and Goal 1 Citizen Involvement. Compliance with these goals is addressed below.
- b. Citizen Involvement. To develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process.

FINDINGS: Throughout the 11-month project the City provided public information on the City website, posted notices, utility bill flyers and in the newspapers at each stage of the TSP update project. Three Community workshops and briefings, and two joint Planning Commission and City Council work sessions were held.

The City provided notice of the proposed amendments to the Department of Land Conservation and Development per state and city notice requirements. The City provided individual notice to all residents in the City of the legislative TSP amendment hearings 28 days before the initial hearing. The amendments will first be considered at a public hearing before the Planning Commission on June 16, 2011, followed by a hearing by City Council on June 20, 2011

- c. Land Use Planning. To establish a land use planning process and policy framework as a basis for all decision and actions related to the use of the land.

FINDINGS: The City finds that the land use planning procedures are incorporated in Title 9 Vernonia Land Use and Development code and are addressed in this report in accordance with Type IV Legislative Amendment provisions. The proposed amendments outline new street and pathway improvement projects and better define existing city street standards inconsistently described in three different documents. The amendments will result in better coordination with state highway access

standards and will include reference to the Columbia County Highway 30 Access and Community –Wide Transit Plan. The City finds the land use procedures are in place to review these amendments and future transportation projects in accordance with city and state land use laws.

- d. Parks and Recreation: To satisfy the recreational needs of the citizens of the state and visitors.

FINDINGS: The City finds that the amendments focus on safe bicycle and pedestrian path improvements to the new school site from residential neighborhoods. The plan also proposes enhancing the existing Vernonia trail system with new connecting trails from the tree street neighborhood, from city collector streets and links to the Banks Vernonia/Scappoose regional bicycle trail. The plan proposes to consider utilizing flood plain areas no longer suitable for development by incorporating trails and pathways on some of those lands, particularly in the tree street area. See maps in Chapter 6

- e. Economic Development: To diversify and improve the economy of the state and city.

FINDINGS: The City finds that benefits to the local economy will be gained by the subject amendments is described in criterion #C.1.e.

- f. Public Facilities and Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural system.

FINDINGS: The City finds the proposed amendments are timely in that they coincide with construction of the new school complex as well as the planned re-use and rezoning of many flood hazard areas. The update of transportation system project lists will assist the City in grant applications to further achieve city goals for safe routes to school and economic development.

- g. Transportation: To provide and encourage a safe, convenient and economic transportation system.

FINDINGS: The City finds the TSP update results in a current list of transportation improvement projects and funding sources that will help to increase travel safety and travel options throughout the city. Revised street design standards, transit provisions, defined connectivity options (constrained by the Nehalem River and Rock Creek), and modified street classifications will provide consistent development parameters. See project prioritization and funding sources in Chapter 7, and roadway plan improvements and street cross section designs in Chapter 6.

- h. Urbanization: To provide an orderly and efficient transition from rural to urban land use.

FINDINGS: The City finds that the amendments provide for better coordination with agencies and jurisdictions affected by development in Vernonia. Future street-extensions that may be appropriate to access the school or other services from outside the Vernonia Urban Growth Boundary (UGB) have been identified as conceptual ideas that must be consistent the Columbia County Transportation Plan. See Chapter 6.

4. The proposed amendment is appropriate if: it corrects an error; it is the logical implementation of a city plan; it is mandated by federal, state or local law, or it is deemed by the City Council to be desirable, appropriate or proper.

FINDINGS: The City finds that the proposed update of the Vernonia TSP is desirable and appropriate at this time to plan for better access to the new K – 12 school complex; to improve inconsistencies in existing implementation documents; to enhance pedestrian and bicycle facilities for tourists; to provide a practical plan for street and path improvements that serves as a basis for seeking grant assistance to help fund the improvements; and to give city residents a chance to provide their knowledge and ideas for improved transportation systems in their city.

D. Section 9-01.10-50 Type IV Procedures and Findings for Legislative decisions.

1. Timing of Request. The City finds they may accept legislative land use amendments any time of the year.
2. Notice of Hearing.
 - a. There shall be a minimum of two hearings, one before the Planning Commission and one before the City Council. The City finds that there will be at least one hearing before the Planning Commission on June 16, 2011. Pursuant to a recommendation by the Commission, there will be at least one hearing before City Council on June 20, 2011.
 - b. For a legislative zone change notice to all property owners affected by the change is required at least 20 days before the initial hearing. The subject amendment is not a zone change. However the City did send individual property notice.
 - c. Newspaper notice is required 10 days prior to the Planning Commission hearing and 14 days prior to the City Council hearing. The City finds that notice could not be published within these timeframes because the local newspapers have reduced their publications to once a month and they no longer deliver to households. The *Hillsboro Argus* publishes more often but is not readily available to Vernonia residents. Consequently, the City sent an individual notice to all residents in Vernonia an estimated 28 days before the first hearing.
 - d. Notice shall be provided to the Department of Land Conservation and Development at least 45 days prior to the initial hearing. The City finds that notice was provided to the agency at least 45 days before June 16, 2011.
 - e. A vote by a majority of the qualified voting members of the Planning Commission and City Council present at the hearing is required for a decision. The City finds that the recommendation for approval or denial of the amendments will be made a

majority of the members present at the hearing. A decision by City Council must be made in the same manner.

IV. RECOMMENDATION (Also a sample motion)

Based on the findings in this report, Staff recommends approval of File # PA 11-01 Proposed TSP Amendments to the Vernonia Comprehensive Plan and Title 9, including adoption of Technical Memo's #1, 2, 3, 4, 5, 6, & 7 and Chapters 6 and 7, forwarded as a recommendation to the City Council. The approval is recommended to include Commission modifications and the following deleted and underlined amendments:

1. Title 9 Section 9-02.09-50 [Street Improvements in Existing Platted Areas]

- A. Unless otherwise determined in subsection D. of this section, no building permit shall be issued for the construction of any new building or structure, or for the remodeling of any existing building or structure which results in an increase in size or change of use, excepting remodel permits for single-family dwellings not resulting in a change of use, unless the applicant for said building permit agrees to construct street improvements which include curbs (sidewalks and all other frontage improvements required in the design standards for the roadway functional classification), along all city streets that abut the property described in the building permit.
- B. The determination of whether the remodeling of an existing building or structure is sufficient to cause the property owner to construct street improvements shall be made by the City Administrator or his/her designee. The City Administrator or designee shall make this determination based upon finding that the increase in building size or change of use results in either:
 - 1. An increase in floor area which creates the need for additional on-site parking in accordance with the Zoning Code, or
 - 2. A change in use that results in a need for additional on-site parking, or
 - 3. An increase in the dwelling unit density on the site, or
 - 4. A change in the type, number, or location of access ways where off-site traffic will be affected.
- C. Notwithstanding any other provisions of this chapter, in cases where the issuance of the building permit pertains to the construction or reconstruction of a building or structure within a large development owned by the same owner or owners, the City Council may, in its sole discretion, authorize the installation of street improvements of equivalent cost on another portion of the total development area.
- D. Street improvements shall be installed according to City standards and shall be completed prior to the issuance of any occupancy permit for the new or remodeled structure or building. In unimproved areas of the city, the City Administrator or designee may determine that a gravel road to city standard is appropriate accompanied by a Waiver of Remonstrance Agreement by the property owner guaranteeing owner participation in future street improvements in the area. ~~may grant a time extension of the provisions of this section, provided that the applicant provides sufficient security in amount and quantity satisfactory to the City Attorney to assure payment of such improvement costs.~~

2. Extend Calyp. St. ^{to the lake} as a ^{local} roadway

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6 MODAL PLANS

This section replaces chapter 6 of the 1999 TSP.

This chapter summarizes all elements of the City of Vernonia Transportation System Plan (TSP). The TSP outlines steps for developing a coordinated network of transportation facilities to meet current and future demands on the transportation system. Projects are described in the following areas:

- Roadway System Plan
- Bicycle System Plan
- Pedestrian System Plan

In addition to road improvement projects, the roadway system plan includes standards and guidelines for providing a balanced transportation system. A functional classification system is outlined for City streets. Design standards are intended to ensure that as the transportation infrastructure is improved, it will safely and efficiently serve the traveling public. Road improvements described in this element are intended to improve safety.

Roadway Functional Classification

The functional classification of a roadway identifies the kind of service it is intended to provide. The functional classification generally identifies the type of travel a road is intended to be used for and how many vehicles it is intended to carry. Three classifications of roadways are used in Vernonia – arterial, collector, and local. Roadway functional classifications are shown on Figure 6-1.

Arterials provide access between cities and larger towns. They are generally designed for high speed travel and the through movement takes priority. Urban collectors provide access and traffic circulation between residential neighborhoods and the central business district. Rural collectors generally serve travel within the rural or unincorporated area. Travel distances on collectors are typically shorter than on arterials, and more moderate speeds are characteristic. The local road system provides access to land adjacent to the collector network and serves travel of short distances.

In the study area, OR 47 is an arterial roadway. It is the primary roadway providing access to and through the city. OR 47 has several names within the city limits: Rose

Avenue, Bridge Street, and Mist Drive. The designation of arterial applies on Rose Avenue from the south city limits to Bridge Street, on Bridge Street from Rose Avenue to Mist Drive, and on Mist Drive to the northern city limits. Collector roads within Vernonia include State Avenue, River Street/Cougar Street/2nd Avenue, Rose north of Bridge Street, Louisiana Avenue, Nehalem, and Knott Streets. All remaining roadways in Vernonia are classified as local roadways.

Street Design Standards

As part of this TSP, a set of design standards have been developed for the City of Vernonia based on the previous design standards and refined during conversations with the PAC, the PMT, and the general public. The standards define requirements for sidewalks, parking and planting strips and the accommodation of bicyclists. In addition to establishing requirements for each functional classification (arterial, collector, and local), the standards are flexible to allow accommodation of different available right of way widths. The proposed standards are outlined in Table 6-1, and Figures 6-2 through 6-4 show cross sections for the different street designations.

TABLE 6-1
Roadway Standards

Roadway Element	Local Road	Collector Road	Arterial Road ¹
Available ROW	40' 46'	50' 55'	60' Minimum 75' Maximum
Parking Standards	None for minimum gravel cross-section 8' one side for 40' right-of-way 8' both sides for 47' right-of-way	8' both sides, all right-of-way widths	Downtown Core – 8' both sides None outside of the downtown core
Sidewalk Standards	12' shared-use path for 40' right-of-way** Two 6' sidewalks for 47' right-of-way	8' shared-use path for 40' right-of-way 8' shared-use path and 6' sidewalk for 55' right-of-way	Minimum – 6' both sides Maximum – 12' both sides
Bikeway Standards	None – See sidewalk standards for shared-use-path. On local roads, bicyclists are expected to be able to share the travel lane or use the shared-use path	None – See sidewalk standards for shared-use-path	6' both sides
Lane widths	16' two-way traveled way for minimum gravel cross section 2 – 10' for 40' and 47' total right-of-way	2 – 10' for all right-of-way widths	2 – 12' travel lanes, and one 14' center turn lane
Shoulders	2' for minimum gravel cross-section	None	None
Planting Strips	None	6' Planter/Drainage for 50' right-of-way 8' Planter/Drainage for 55' right-of-way	Downtown core – 4' furniture zone, both sides. Can include street trees.

* Where included, curbs have a 0.5' width each side of the road

** Includes curb width

¹ Note: The OR 47 cross-sections are consistent with ODOT Standards. Specific roadway designs will be developed through a refinement plan or project development process. Design and future improvements to OR 47 must address all applicable design standards appropriate for the designation of the roadway.

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6 M O D A L P L A N S

Insert Figure 6-1

Insert Figure 6-2

6 M O D A L P L A N S

Insert Figure 6-3

Insert Figure 6-4

Roadway Improvements

The following roadway projects (RD) have been developed to address pedestrian, bicyclist, and vehicle needs on roadways and intersections as identified in Chapter 2: Existing Conditions of the TSP. The proposed projects are described below and a summary with cost estimates and the timeframe is included in Table 6-2 below.

RD-1 Improve Signage at OR 47 and Rose Avenue

The intersection of OR 47 and Rose Avenue is confusing for visitors. The majority of traffic follows the highway and turns right at Bridge Street, and the green turn arrow indicates that it is free flow. A flashing red light requires northbound traffic to stop on Rose Avenue before proceeding through the intersection.

This project would add directional signage at the intersection near the flashing red light to increase visibility of the intersection, and would provide a visual cue for drivers that they need to turn right to follow the state highway. It is listed as a short-term priority due to the low cost and potential positive impact at the intersection, and is not expected to have any significant environmental impacts.

RD-2 Restrict Parking at Corners on OR 47

Within the downtown core of Vernonia, between Rose Avenue and the Rock Creek Bridge, parking is allowed on both sides of Bridge Street/OR 47, though restricted at street corners by curb bulb-outs and yellow striping. However, the yellow striping is often ignored, and parked cars adjacent to the corners make it difficult to determine if there is oncoming traffic when attempting to pull out onto Bridge Street from a driveway or local road. Additional striping at corners and creating curbed bioswales, installing pavement bumps, or extending the curb bulb-outs would discourage or prevent parking near street corners. This would increase the distance drivers are able to see, and would allow them to safely pull out onto the highway. Current Public Works Standards restrict parking within 30 feet and 45 feet of the curb return on local and collector streets, respectively. There are no standards restricting parking at corners along Bridge Street/OR 47, the only arterial road within Vernonia. Restricting parking at corners along Bridge Street/OR 47, especially in the downtown core could reduce on-street parking. A parking inventory or study is recommended prior to implementation, working with local businesses to ensure adequate parking supply. This project is not expected to have any significant environmental impacts, and is designated as a short-term project because it could improve safety on Bridge Street/OR 47, and is relatively inexpensive and could be implemented in phases.

RD-3 Widen OR 47 – Add Bicycle and Pedestrian Path on Both Sides

OR 47 along O-A Hill currently has a 10 foot bicycle and pedestrian path along the south side on the outside of the guardrail and two 12 foot travel lanes for a total width of 34 feet. The highway is very narrow around O-A Hill, and with the current

configuration, there is no room for pedestrians or bicyclists on the north side of the highway. This project would widen the highway to a total width of 49 feet, which would require improvements to the existing retaining wall and potentially some cutting back of the slope north of the highway. The final cross-section on O-A hill will include two 12 foot travel lanes, two 6 foot bike lanes, and a 6 foot sidewalk with 6 inches on either side for a curb.

This project would reduce the number of times students and other bicyclists and pedestrians who live north of OR 47 would need to cross the highway to access sidewalks when walking or bicycling along OR 47/Bridge Street to the new school site off of Missouri Street. Currently, students who live north of OR 47/Bridge Street would need to cross the highway a total of four times a day to access the sidepath on the south side of O-A Hill to get to and from school. This is out of direction and a potential safety issue, as there is no striped crosswalk on the west side of O-A Hill, though one is proposed as part of this TSP update. There will be a striped crosswalk on the east side of Missouri Avenue to access the new schools. Many students currently cross the highway at a diagonal or use the informal narrow path along the north side of the highway adjacent to the slope when walking to the current school site from east of O-A Hill.

This project could affect trees on O-A Hill for the expansion of the highway and potential retaining wall on the north side. Impacts to trees will need to be considered during the design phase. It is listed as a medium-term priority to ensure that it is completed soon after the new schools are opened to students, but recognizing that it is an expensive project that will require some time to identify and gather funding.

RD-4 Reconfigure the Mist Drive/Bridge Street Intersection

The current Mist Drive/Bridge Street Intersection is confusing for travelers, as most of the vehicles turn north to follow the highway. The existing intersection is configured as a "Y", with a triangular curb area separating north and southbound traffic on Mist Drive south of the intersection with the highway. Figure 6-5 shows the existing configuration of the intersection. There are signs in the intersection, but they do not provide enough warning for drivers unfamiliar with the area to determine which direction is appropriate to follow the highway.

Reconfiguring the intersection would provide more certainty for all drivers and reduce confusion at this intersection.

This project would realign Mist Drive south of the highway, creating one connection with the northbound curve of the highway. This would provide certainty for drivers that the highway continues to the north, and Mist Drive south of Bridge Street is a local street. Figure 6-6 shows the approximate realignment. The intersection would be designed to accommodate large trucks and ensure that trucks are able to turn without leaving the roadway, as this intersection carries log and other truck traffic.

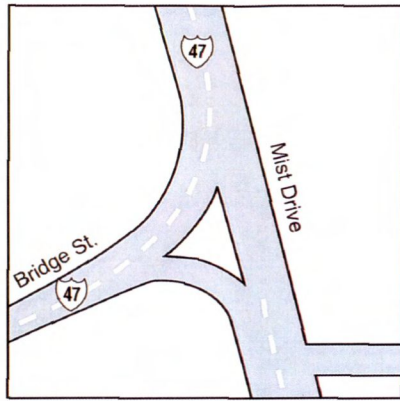


Figure 6-5
Existing Bridge Street and Mist
Drive Intersection

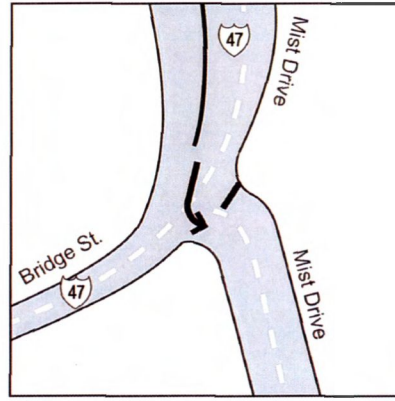


Figure 6-6
Intersection Alignment Project

The intersection is located within the floodway and floodplain, but there are no additional environmental considerations. This project is categorized as a medium term timeframe project to address the existing safety concerns at the intersection.

RD-5 Connect the North and South Sections of Louisiana Avenue

Louisiana Avenue currently does not connect for motor vehicle traffic between the northern and southern parts of the road. The connection is graveled and restricted to pedestrian use by large cement jersey barriers, and there are approximately two blocks where the street is not connected for through traffic. Opening the street to through traffic would allow those who live along Louisiana to have a choice when leaving the neighborhood, and would provide an alternate route to OR 47. This project could potentially impact documented wetlands. This project is identified as a medium term project based on conversations with the PAC and PMT.

RD-6 East-West Road Connection North of Knott Avenue

This approximately half mile connection would serve the existing and currently undeveloped industrial land in the northeast of the City. The future street would provide an alternate access to the industrial parcel, and could connect to Knott Street. Development of this street connection could occur at the same time the industrial parcel develops. There are no platted streets in the vicinity, and any connection would require the City to obtain an easement or purchase right of way from adjacent landowners.

This project would be partially located within the 100-year floodplain and could potentially impact wetlands or a small creek. During design, environmental considerations should be taken into account. This project is labeled as a long-term priority, as it would likely be implemented when the industrial land is developed. The City has no immediate plans or development proposal for the industrial parcel.

RD-7 Connect California Avenue and the Vernonia Lake Parking Lot

This project would connect the existing California Avenue road to the Vernonia Lake parking lot. Currently there is a rough gravel road, but this project would formalize the connection to allow vehicles, bicyclists and pedestrians to travel from the site of the old schools to the Lake without having to use OR 47. The old school site will be converted to a park as part of the new school development project, and providing an off-highway connection between the new park and the existing lake recreational area would allow for more local connectivity south of the highway.

This project is located completely within the 100 year floodplain, and environmental considerations should be taken into account. During design, topography and wetlands/floodway issues will need to be addressed, and additional survey and environmental analysis would be needed. The project is identified as a medium-term project.

TABLE 6-2

Roadway Improvements

	Improvement	Cost Estimate (2011 \$)	Timeframe
RD-1	Improve signage at OR 47 and Rose Avenue	\$10,000	Short
RD-2	Bridge Street signing and Striping, potential bioswales, concrete bumps or curb bulb-out extensions. There are 7 corners in the downtown core where this treatment could be applied.	\$13,000- \$15,000 each corner	Short
RD-3	Widen OR 47, add bicycle and pedestrian path on both sides	\$8,463,000	Medium
RD-4	Reconfigure the Mist Drive/Bridge Street intersection	\$369,000	Medium
RD-5	Connect the north and south sections of Louisiana Avenue	\$358,000	Medium
RD-6	Add an east-west local street north of Knott Street to provide additional access to the light industrial parcel east of Mist Drive/OR 47	\$2,647,000	Long
RD-7	Connect California Avenue and the Vernonia Lake Parking Lot	\$271,000	Medium

Cost estimates are planning-level cost estimates, and do not include right-of-way costs or environmental documentation

Figure 6-7 shows the roadway improvements described above².

Roadway Projects Outside of the UGB

In addition to the above projects located within the City, one roadway project was identified outside of the UGB limits. Any facilities located outside of the UGB are not planned facilities or improvements and may not be constructed until authorized by a subsequent post acknowledgment plan amendment. This facility may represent logical extensions or connections to meet future needs, but is not needed to meet current

² Note: This project figure is for illustrative purposes only. The designs are conception and do not represent final roadway alignments. Final alignments will be developed by working with property owners, and the projects must be approved by the State or City.

transportation needs within the city. This project is suggested for consideration when future land use decisions, such as UGB expansion amendments, are considered. Designation of this project as planned facility or improvements would require an amendment to the Columbia County TSP (which may require an exception to the statewide planning goals), as the County is the local government with jurisdiction, or a UGB amendment and amendment of the TSP.

Extend Texas Avenue to Mellinger Road

Texas Avenue currently ends at the UGB just north of the new school site. Mellinger Road is located to the north, along the northern UGB boundary. Connecting the two roads would allow additional access into the future Nehalem View Estates and could provide a northern connection to the new school site. There are a number of issues with this connection. Specifically, the connection would: require the road to be, in part, outside of the UGB; connect to a roadway that is largely outside of the UGB; and need to be included in the Columbia County TSP or added to the City's TSP in the event of a UGB expansion. There are no roads platted in this area, and the City would need to obtain an easement or purchase right of way from adjacent landowners.

This project could be phased depending on how and when the Nehalem View Estates are developed. Phase I would connect the development south to Texas Avenue. As more houses are constructed in the development, the connection could be extended north to connect to Mellinger Road. The Nehalem View Estates currently do not have a time frame for development, and so the project is listed as a long-term priority; regardless, the project should be implemented in conjunction with development. The planning-level cost estimate for this project is approximately \$1,445,000. This project would be located outside of the City's UGB, and potentially in an area with topographical constraints. There are no identified potential environmental considerations associated with the potential roadway connection.

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6 M O D A L P L A N S

Insert Figure 6-7

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Bicycle and Pedestrian Improvements

Bicycle and pedestrian improvements (BP) were identified as an important focus for this TSP update due to the school relocation and emphasis in the community on Safe Routes to Schools. The following projects address the deficiencies and needs identified early in the TSP process. Projects BP-1 through BP-5 are categorized as short-term projects to be implemented before the new schools open north of Missouri Avenue to provide safe bicycle and pedestrian paths to the new schools for students who choose to walk or bicycle to school. Table 6-3 lists the bicycle and pedestrian improvements, cost estimates, and time frame for implementation. Figure 6-8 shows the improvements in the City.

BP-1 Safe Routes to School Connection – Alabama Avenue

This project would create an improved bicycle and pedestrian route between the new schools site and Bridge Street near the Nehalem River Bridge. Alabama Avenue currently is approximately 20-feet wide with no dedicated bicycle or pedestrian facilities and a narrow shoulder. The street is a direct, low traffic volume street for non-motorized users that avoids potential conflicts and high traffic volumes on Bridge Street. The proposed 6-foot sidewalks on one side of the street would provide a separate area for students to walk and bicycle to school.

BP-2 Safe Routes to School Connection – Mississippi Avenue

This project would create an improved bicycle and pedestrian route between the new schools site and Ora Bolmeier Park, accessing a soft-surface trail up O-A Hill. Mississippi Avenue currently is approximately 20-feet wide with no dedicated bicycle or pedestrian facilities and a narrow shoulder. The street is a direct, low traffic volume street for non-motorized users that avoids potential conflicts and high traffic volumes on Bridge Street. The proposed 6-foot sidewalks on one side of the street would provide a separate area for students to walk and bicycle to school.

BP-3 Safe Routes to School Connection – Texas Avenue

This project would create an improved bicycle and pedestrian route between the new schools site and Bridge Street. Texas Avenue is an alternate, parallel route to Missouri Avenue, and is a direct, low traffic volume street for non-motorized users that avoids potential conflicts and high traffic volumes on Missouri Avenue. Texas Avenue currently is approximately 20-feet wide with no dedicated bicycle or pedestrian facilities and a narrow shoulder. The proposed 6-foot sidewalks on one side of the street would provide a separate facility for students to walk and bicycle to school.

BP-4 Soft-surface Trail up O-A Hill

This project would formalize the existing demand paths that run up and down the west side of O-A Hill between Ora Bolmeier Park and the ends of North Street and A Street. This project would eliminate steep routes, mitigate erosion issues, and consolidate the existing paths into a single-track trail following a moderate slope up O-A Hill, with a

spur connecting to the north side of Bridge Street across from California Avenue. This project could have impacts to Ora Bolmeier Park; however, the nature of the soft-surface pedestrian connection would allow the design to minimize environmental impacts.

BP-5 Improve Pedestrian Crossing at OR 47 – Access to Sidepath on O-A Hill

This project would improve crossing conditions for pedestrians and bicyclists accessing the current sidepath on the south side of OR 47/Bridge Street to traverse O-A Hill, which is a key route to the new Vernonia Schools site. The exact location of the crossing would need to be determined with input from the school and ODOT, as O-A Hill topography could impact speeds and safety at a crossing at the base of the hill. Treatments for the crossing include new sidewalks along the north side of Bridge Street, new sidewalks to connect with the side path, a crosswalk, warning signage, and curb ramps.

BP-6 Linear Trail North-South East of Mist Drive/OR 47 Connecting the “Tree Streets”

This would connect the “tree streets” east of Mist Drive/OR 47 with a north-south trail or linear park connection. There is no City right of way platted in this area, but many of the houses east of Mist Drive have been or are actively being purchased by the City, because they are located in the flood zone. Prior to construction, the City would need to coordinate the property buy-out, and determine the location of the path/linear park.

This project has a number of potential environmental considerations; the area is largely within the 100-year floodplain, and there are several identified wetlands within the approximate location of any north-south connection. The nature of the trail connection could minimize impacts to floodplains and wetlands. This project is considered a short- or medium-term project, coinciding with the expected time frame of the property buy-outs and to allow the City more time to coordinate with landowners and determine an alignment.

BP-7 Pedestrian and Bicycle Connection between California and Missouri Avenues

Improving California Avenue would provide an off-highway route for students south of OR 47 to get around O-A Hill to connect to Missouri Avenue. The right-of-way for California Avenue is platted, and part of the road currently exists, but it does not connect to Missouri Avenue. This project would connect the end of California Avenue to Bridge Street or to Lakeview Drive and Missouri Avenue as a pedestrian and bicycle path. There is a large change in elevation that would need to be addressed between the platted California Avenue and Bridge Street.

This project could have some impacts on environmental resources. California Avenue is located within the 100-year inundated floodplain, and there are a number of wetlands on either side of the platted street. Additionally, this project is a lower priority compared the previous projects, in the medium-term time frame, because it is an

additional bicycle and pedestrian connection to those proposed in Projects BP-4 and BP-5.

In addition to this bicycle and pedestrian connection, the City is interested in studying a potential local road to connect between California and the Vernonia Lake parking lot. Currently there is a gravel connection, but future projects in the area should consider that a local road could provide a connection between California Avenue and the Vernonia Lake parking lot.

BP-8 Create a Bicycle and Pedestrian Bridge Over the Nehalem River

This project would create a new bicycle and pedestrian bridge over the Nehalem River north of Bridge Street. This would allow students who live near Mist Drive to cross the river and access the new schools site without having to use the Green Bridge and the associated narrow pedestrian and bicycle facilities. This should also be connected with a bicycle and pedestrian path to link to other safe routes to school, providing a continuous and safe way for students to bicycle or walk to school. The narrowest part of the floodplain over the Nehalem River is in the vicinity of Alabama Avenue; however, further design and information is needed before an exact location is determined. This project could impact the floodway and floodplain, however, a bicycle and pedestrian bridge has different requirements than roadway bridges with respect to the floodplain. Additionally, the complexity and cost of this project make it more likely to be a medium term priority for the City.

BP – 9 Create a Pedestrian and Bicycle Connection to the New Schools from Riverside Drive

This facility would connect the new Vernonia Schools site to Riverside Drive to the east with a new off-street shared use path. The school site plan already includes a path heading east from the school property. This path would connect to the planned school path and allow students living in the future Nehalem View Estates or along Riverside Drive to access the new school site without having to walk along Bridge Street/OR 47. The path would extend down Riverside Drive towards Bridge Street. The intersection of Bridge Street and Riverside Drive was identified as a dangerous one for bicyclists and pedestrians trying to cross the highway. This crossing and the access to Vernonia Lake would need to be addressed when this project is implemented. This project could be implemented in phases to help reduce project costs, and tied to future development along Riverside Drive.

The bicycle and pedestrian path could have some impacts to a wetlands area adjacent to the new schools; however, the nature of the bicycle and pedestrian connection would allow the design to minimize environmental impacts. This project is identified as a medium-term priority, and could be coupled with the expected Nehalem View Estate development.

BP-10 Construct Sidewalks and Bicycle Facilities on Collector Streets

Collector Streets within Vernonia include Knott Street, Louisiana Avenue, State Avenue, Rose Avenue north of Bridge Street, Nehalem Street west of Rose Avenue, and the Cougar Street connection to 2nd Avenue and River Street in the southwest part of the city. These collector streets do not have consistent sidewalks or bicycle facilities, but are meant to carry higher traffic volumes than local streets. It is important to ensure that they accommodate all users. These improvements are consistent with the street standards that are included in the TSP update and described in the section above.

Many of the collector roads are located within the 100-year floodplain and improving these streets for bicycles and pedestrians could have environmental considerations; however, the improvements are not expected to significantly impact environmental resources as the roadways already exist.

These projects are designated as medium- and long-term priorities as they could be implemented along with development or other improvements, or they could be implemented in phases instead of all at once to reduce initial costs for construction.

BP-11 Add Sidewalk Along OR 47/Mist Drive on the East Side

A sidewalk along the east side of OR 47/Mist Drive would provide a pedestrian connection to the Green Bridge for residents living on the east side of the Nehalem River. This is a lower priority, and designated as a long-term project, as the pedestrian and bicycle path connecting the “tree streets” (Project BP-9) is preferred by both the PMT and the PAC. However, when the underground water line near Mist Drive is replaced by the public works department, the City should look for opportunities to combine the water replacement work with the installation of a sidewalk.

This project would require adding pavement or asphalt along Mist Drive/OR 47 to construct a pedestrian sidewalk. Much of this section of the highway is located within both the 100-year floodway and floodplain.

Bicycle and Pedestrian Projects Outside of the UGB

In addition to the above projects located within the city, two bicycle and pedestrian projects were identified outside of the UGB limits. Any facilities located outside of the UGB are not planned facilities or improvements and may not be constructed until authorized by a subsequent post acknowledgment plan amendment. These facilities may represent logical extensions or connections to meet future needs, but are not needed to meet current transportation needs within the city. Designation of this project as planned facilities or improvements would require an amendment to the Columbia County TSP (which may require an exception to the statewide planning goals), as the County is the local government with jurisdiction, or a UGB amendment and amendment of the TSP.

Pedestrian and Bicycle Connection from Vernonia Schools to Nehalem View Development

This facility would connect the new Vernonia Schools site to the Nehalem View residential development north of the school with a new off-street shared use path. This project serves a similar purpose of connecting Texas Avenue to the Nehalem View Estates development (Roadway Project RD-7, see page 6-12). If the roadway connection is developed first, this project will take a lower priority, and should be reevaluated to see if it is needed. This project is designated a long-term priority, and should be developed when the Nehalem View Estates are constructed. The cost estimate for the bicycle/pedestrian connection is \$210,000.

Connect Future Crown-Zellerbach Trail to the Banks-Vernonia Trail

This project would create an off-street shared-use path connection between the end of the Banks-Vernonia Trail near Vernonia Lake, and the future Crown-Zellerbach Trail to Scappoose that would enter Vernonia from the east. This path connection could turn south from Knott along an existing power line alignment and cross the Nehalem River rather than provide an on-street connection via OR 47/Mist Drive and Knott Street. It could also connect to the north south linear trail through the “tree streets” (Project BP-6, see page 6-11) to keep the bicycle and pedestrian traffic off of Mist Drive/OR 47. The Crown-Zellerbach trail could connect to this linear park, and use the alignment to travel south to the Banks-Vernonia Trail. However, with either option, a new bicycle and pedestrian bridge over the Nehalem River would help make the connection without users having to travel along the highway or use the existing narrow bicycle/pedestrian facilities on the Green Bridge. There are currently a number of organizations working to complete and connect the two trails. The City would coordinate with those groups to ensure that the two trails are able to connect.

This project may have some environmental impacts to floodplain and wetlands, but the nature of the trail and the recreational use is not expected to have any significant impacts. Due to the complexity and the potential need for a bridge over the Nehalem River, this is categorized as a long-term project to allow the City time to organize, coordinate with other organizations, and identify funding sources to complete the connection. The planning-level cost estimate is \$1,710,000.

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6 M O D A L P L A N S

Insert Figure 6-8

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TABLE 6-3

Bicycle and Pedestrian Improvements

	Project	Cost Estimate	Time Frame
BP-1	Safe Routes to School Connection – Alabama Avenue	\$150,000	Short
BP-2	Safe Routes to School Connection – Mississippi Avenue	\$110,000	Short
BP-3	Safe Routes to School Connection – Texas Avenue	\$80,000	Short
BP-4	Soft-Surface Trail Improvements up O-A Hill	\$60,000	Short
BP-5	Improve Pedestrian Crossing on OR 47/Bridge Street to Access O-A Hill Sidepath	\$50,000	Short
BP-6	Add a pedestrian/bicycle trail north-south east of Mist Drive/OR 47 to connect the “tree streets”	\$452,000	Short/Medium
BP-7	Pedestrian and Bicycle Connection between California Avenue and Missouri Avenue	\$450,000	Medium
BP-8	Create a bicycle/pedestrian bridge over the Nehalem River in the vicinity of Alabama Avenue.	\$1,689,000	Medium
BP-9	Create a Bicycle/Pedestrian Connection to the New Schools from Riverside Drive	\$230,000	Medium
BP-10	Construct Sidewalks and Bicycle Facilities on Collector Streets	\$5,480,000	Medium/Long
BP-11	Construct Sidewalk Along OR 47/Mist Drive	\$750,000	Long

In addition to the roadway and bicycle and pedestrian projects described above, there are a number of citizen concerns not addressed in this TSP update, either because they fall outside of the 20-year planning horizon, or they are operations and maintenance or enforcement issues to be addressed by ODOT or the City:

- There is concern with heavy trucks using OR 47 through downtown. Some community members would like a heavy truck bypass to be studied in the future. This is outside of the 20-year planning horizon as the traffic projections do not justify a bypass at this time. In addition, funding is not expected to be available for constructing a bypass within the 20-year planning horizon.
- Related to heavy trucks through the city is a concern that heavy trucks violate the weight limit standards, and the weight limits are not being enforced. This should be addressed by ODOT and the City working together to increase enforcement and inspection of heavy trucks on state and city roadways.

- Other community concerns include a lack of lighting, which impairs safety. Lighting is a maintenance and operations issue to be addressed by ODOT and the City, depending on the jurisdiction of the roadway.

Public Transit System Plan

The City and County transit plans must be consistent, and the recommendations below are consistent with the Columbia County Community-Wide Transit Plan and US 30 Transit Access Plan goals and projects.

Transit service in Columbia County is provided by the Columbia County Rider, operated by Columbia County Transit Division. For the planning horizon, it is anticipated that this dial-a-ride van service, and the fixed route service that leaves from Vernonia City Hall, will serve rural transit demands effectively and economically. The City should support and encourage this service in any manner it can, as it is the only service available to the transportation disadvantaged. No additional service is recommended.

During the first PMT/PAC meeting, the committee members discussed adding a formalized park and ride area. Currently the Columbia County Rider buss stop is located near City Hall, and there are no other established stops within Vernonia. Public transit improvements are dependent upon demand and funds available to Columbia County. Potential improvements include additional park-and-ride facilities. Park and ride facilities could be located near the former school sites or the former Western Oregon Electric Cooperative site once those have been vacated, but will need to take into account floodplain restrictions. No cost estimate is provided for a park-and-ride lot, because it would likely use existing facilities.

Regional Transportation System Plan

Air

National and international air transportation is provided via Portland International Airport, which is located approximately 50 miles southeast of Vernonia. The Vernonia Municipal Airport is located west of the city. This is a public airport with a grass landing strip. It is anticipated that the Vernonia Municipal Airport will continue to be used for recreational purposes. The City should support efforts to maintain and expand the airport facilities as needed.

Rail

There are no rail facilities in the City of Vernonia. There is no rail passenger service within Columbia County. Amtrak provides service at Kelso, Washington with eight daily trains, four in each direction along the Seattle to Portland corridor. It is not anticipated that rail will directly serve Vernonia or become a component of its transportation system within the planning horizon. No improvements are needed at this time.

Water

There is no scheduled water freight or passenger service to Vernonia, and no navigable waterways within the City. The Port of St. Helens, located about 20 miles to the east, is the closest port on the Columbia River. It is not anticipated that water travel will be a component of Vernonia's transportation system within the planning horizon. No improvements are needed at this time.

Pipeline

Natural gas pipelines that serve Columbia County are owned by Northwest Natural Gas. As reported in the Columbia County TSP, the county is adequately served by pipeline facilities. At this time, there is no need for expansion identified.



6 MODAL PLANS

This section replaces chapter 6 of the 1999 TSP.

This chapter summarizes all elements of the City of Vernonia Transportation System Plan (TSP). The TSP outlines steps for developing a coordinated network of transportation facilities to meet current and future demands on the transportation system. Projects are described in the following areas:

- Roadway System Plan
- Bicycle System Plan
- Pedestrian System Plan

In addition to road improvement projects, the roadway system plan includes standards and guidelines for providing a balanced transportation system. A functional classification system is outlined for City streets. Design standards are intended to ensure that as the transportation infrastructure is improved, it will safely and efficiently serve the traveling public. Road improvements described in this element are intended to improve safety.

Roadway Functional Classification

The functional classification of a roadway identifies the kind of service it is intended to provide. The functional classification generally identifies the type of travel a road is intended to be used for and how many vehicles it is intended to carry. Three classifications of roadways are used in Vernonia – arterial, collector, and local. Roadway functional classifications are shown on Figure 6-1.

Arterials provide access between cities and larger towns. They are generally designed for high speed travel and the through movement takes priority. Urban collectors provide access and traffic circulation between residential neighborhoods and the central business district. Rural collectors generally serve travel within the rural or unincorporated area. Travel distances on collectors are typically shorter than on arterials, and more moderate speeds are characteristic. The local road system provides access to land adjacent to the collector network and serves travel of short distances.

In the study area, OR 47 is an arterial roadway. It is the primary roadway providing access to and through the city. OR 47 has several names within the city limits: Rose Avenue, Bridge Street, and Mist Drive. The designation of arterial applies on Rose Avenue from the south city limits to Bridge Street, on Bridge Street from Rose Avenue to Mist Drive, and on Mist Drive to the northern city limits. Collector roads within Vernonia include State Avenue, River Street/Cougar Street/2nd Avenue, Rose north of Bridge Street, Louisiana Avenue, Nehalem, and Knott Streets. All remaining roadways in Vernonia are classified as local roadways.

Street Design Standards

As part of this TSP, a set of design standards have been developed for the City of Vernonia based on the previous design standards and refined during conversations with the PAC, the PMT, and the general public. The standards define requirements for sidewalks, parking and planting strips and the accommodation of bicyclists. In addition to establishing requirements for each functional classification (arterial, collector, and local), the standards are flexible to allow accommodation of different available right of way widths. The proposed standards are outlined in Table 6-1, and Figures 6-2 through 6-4 show cross sections for the different street designations.

TABLE 6-1
Roadway Standards

Roadway Element	Local Road	Collector Road	Arterial Road ²
Available ROW	40' 46'	50' 55'	60' Minimum 75' Maximum
Parking Standards	None for minimum gravel cross-section 8' one side for 40' right-of-way 8' both sides for 47' right-of-way	8' both sides, all right-of-way widths	Downtown Core – 8' both sides None outside of the downtown core
Sidewalk Standards	12' shared-use path for 40' right-of-way** Two 6' sidewalks for 47' right-of-way	8' shared-use path for 40' right-of-way 8' shared-use path and 6' sidewalk for 55' right-of-way	Minimum – 6' both sides Maximum – 12' both sides
Bikeway Standards	None – See sidewalk standards for shared-use-path. On local roads, bicyclists are expected to be able to share the travel lane or use the shared-use path	None – See sidewalk standards for shared-use-path	6' both sides
Lane widths	16' two-way traveled way for minimum gravel cross section 2 – 10' for 40' and 47' total right-of-way	2 – 10' for all right-of-way widths	2 – 12' travel lanes, and one 14' center turn lane
Shoulders	2' for minimum gravel cross-section	None	None
Planting Strips	None	6' Planter/Drainage for 50' right-of-way 8' Planter/Drainage for 55' right-of-way	Downtown core – 4' furniture zone, both sides. Can include street trees.

* Where included, curbs have a 0.5' width each side of the road

** Includes curb width

² Note: The OR 47 cross-sections are consistent with ODOT Standards. Specific roadway designs will be developed through a refinement plan or project development process. Design and future improvements to OR 47 must address all applicable design standards appropriate for the designation of the roadway.

6 M P N

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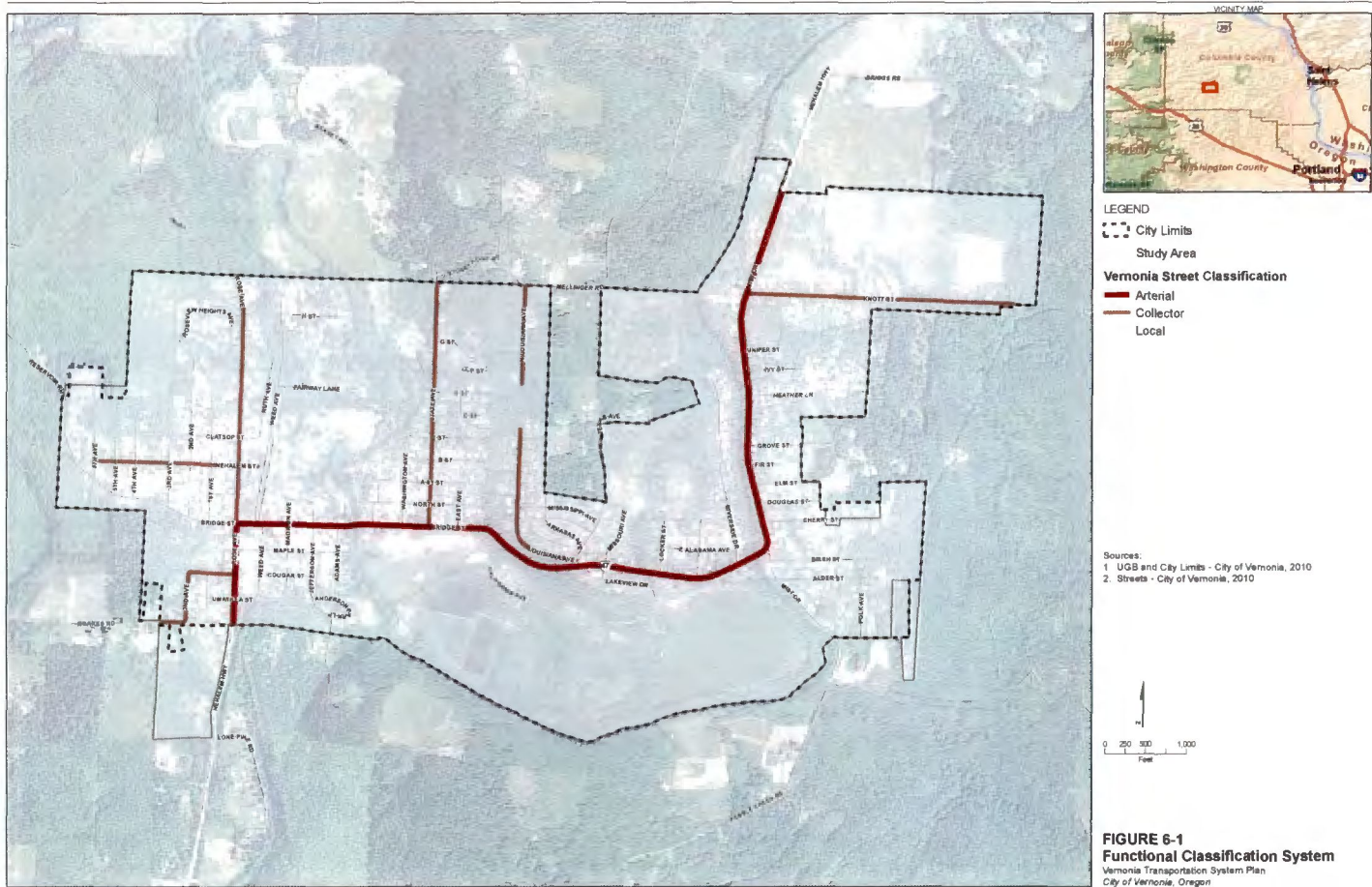


Figure 6-2 Range of Local Road Cross-Sections

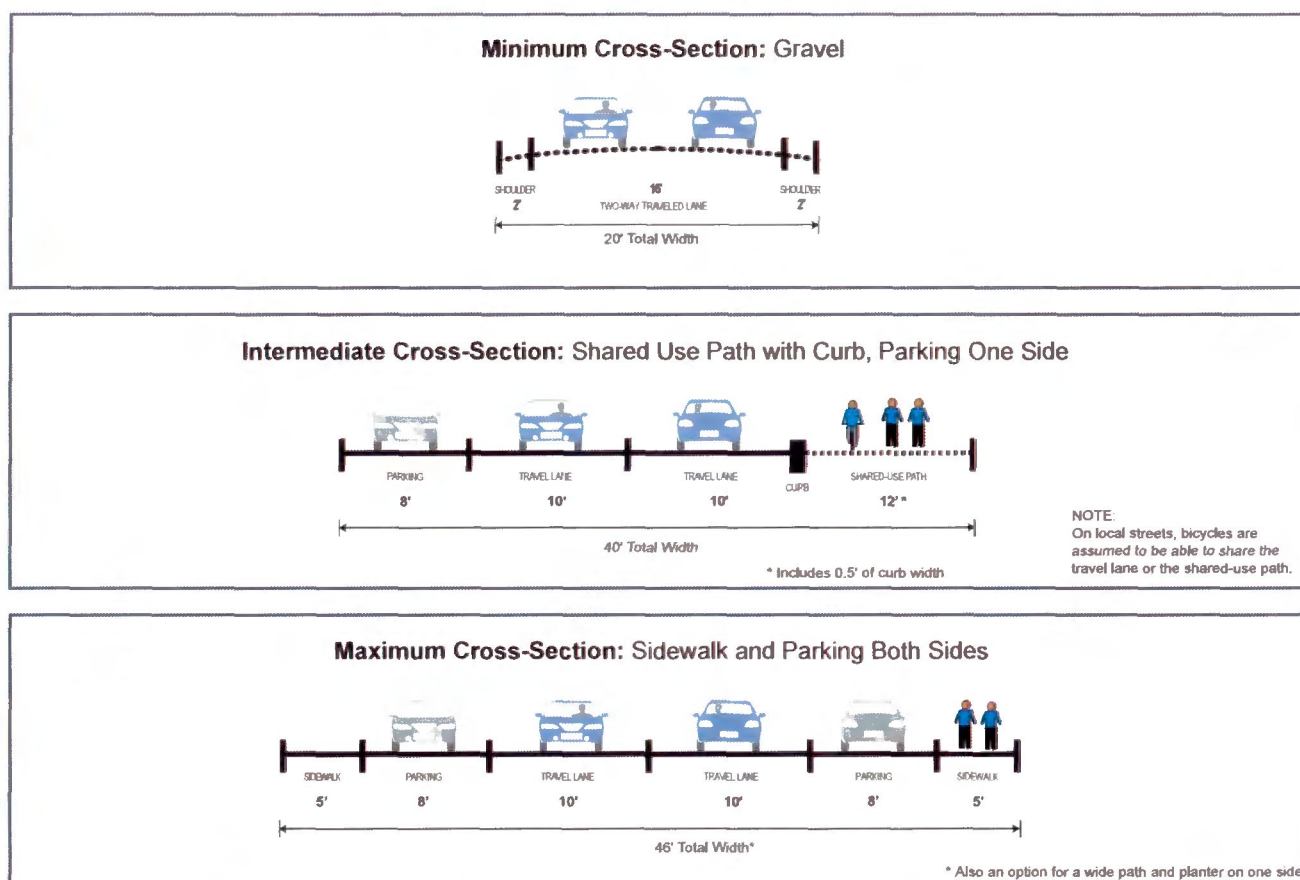
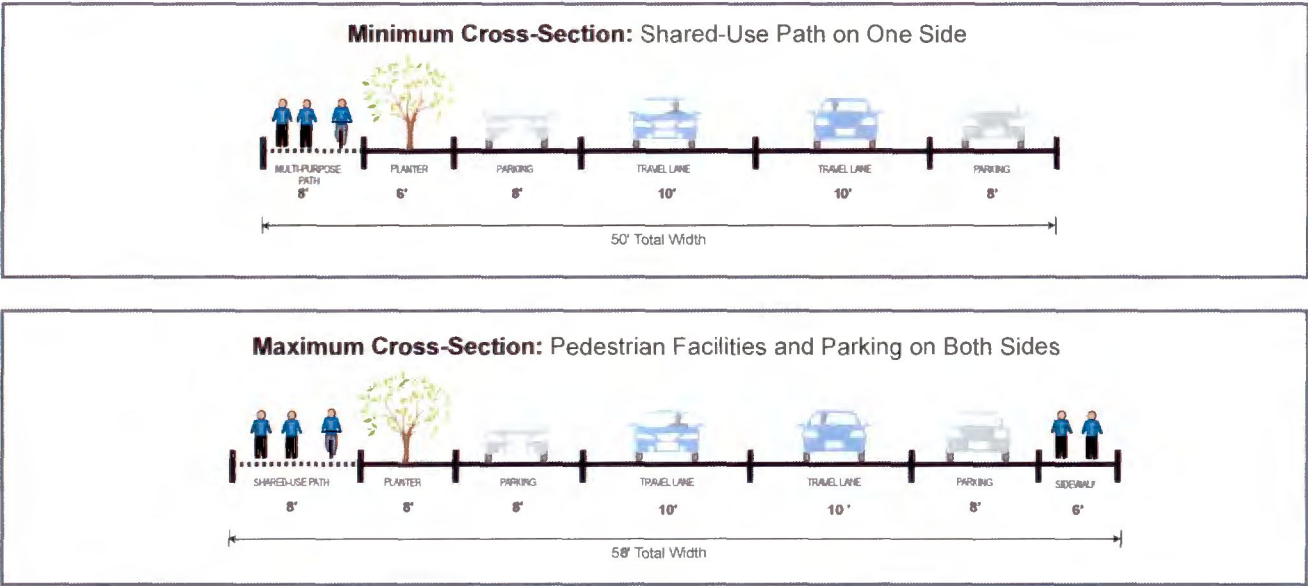
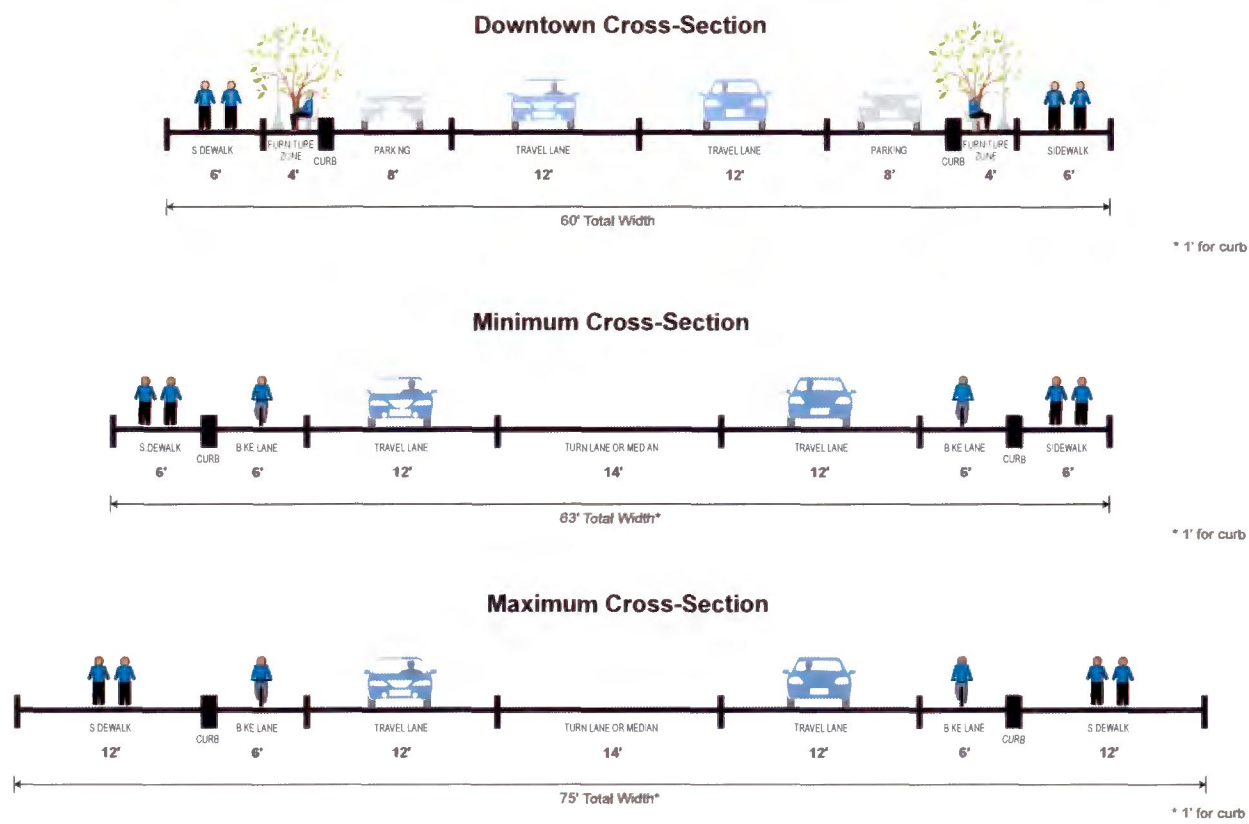


Figure 6-3 Range of Collector Road Cross-Sections



- Collector Streets are:**
- Rose Ave (North of Bridge St), 75' ROW
 - Nehalem St (West of Rose Ave), 50' ROW
 - State Ave, 50' ROW
 - Louisiana Ave (South Segment), 50' ROW
 - Louisiana Ave (North Segment), 60' ROW
 - Knott St, 60' ROW
 - Cougar St (West of Rose Ave), 60' ROW

Figure 6-4 OR 47 (Arterial Road) Range of Cross-Sections



Roadway Improvements

The following roadway projects (RD) have been developed to address pedestrian, bicyclist, and vehicle needs on roadways and intersections as identified in Chapter 2: Existing Conditions of the TSP. The proposed projects are described below and a summary with cost estimates and the timeframe is included in Table 6-2 below.

RD-1 Improve Signage at OR 47 and Rose Avenue

The intersection of OR 47 and Rose Avenue is confusing for visitors. The majority of traffic follows the highway and turns right at Bridge Street, and the green turn arrow indicates that it is free flow. A flashing red light requires northbound traffic to stop on Rose Avenue before proceeding through the intersection.

This project would add directional signage at the intersection near the flashing red light to increase visibility of the intersection, and would provide a visual cue for drivers that they need to turn right to follow the state highway. It is listed as a short-term priority due to the low cost and potential positive impact at the intersection, and is not expected to have any significant environmental impacts.

RD-2 Restrict Parking at Corners on OR 47

Within the downtown core of Vernonia, between Rose Avenue and the Rock Creek Bridge, parking is allowed on both sides of Bridge Street/OR 47, though restricted at street corners by curb bulb-outs and yellow striping. However, the yellow striping is often ignored, and parked cars adjacent to the corners make it difficult to determine if there is oncoming traffic when attempting to pull out onto Bridge Street from a driveway or local road. Additional striping at corners and creating curbed bioswales, installing pavement bumps, or extending the curb bulb-outs would discourage or prevent parking near street corners. This would increase the distance drivers are able to see, and would allow them to safely pull out onto the highway. Current Public Works Standards restrict parking within 30 feet and 45 feet of the curb return on local and collector streets, respectively. There are no standards restricting parking at corners along Bridge Street/OR 47, the only arterial road within Vernonia. Restricting parking at corners along Bridge Street/OR 47, especially in the downtown core could reduce on-street parking. A parking inventory or study is recommended prior to implementation, working with local businesses to ensure adequate parking supply. This project is not expected to have any significant environmental impacts, and is designated as a short-term project because it could improve safety on Bridge Street/OR 47, and is relatively inexpensive and could be implemented in phases.

RD-3 Widen OR 47 – Add Bicycle and Pedestrian Path on Both Sides

OR 47 along O-A Hill currently has a 10 foot bicycle and pedestrian path along the south side on the outside of the guardrail and two 12 foot travel lanes for a total width of 34 feet. The highway is very narrow around O-A Hill, and with the current configuration, there is no room for pedestrians or bicyclists on the north side of the

highway. This project would widen the highway to a total width of 49 feet, which would require improvements to the existing retaining wall and potentially some cutting back of the slope north of the highway. The final cross-section on O-A hill will include two 12 foot travel lanes, two 6 foot bike lanes, and a 6 foot sidewalk with 6 inches on either side for a curb.

This project would reduce the number of times students and other bicyclists and pedestrians who live north of OR 47 would need to cross the highway to access sidewalks when walking or bicycling along OR 47/Bridge Street to the new school site off of Missouri Street. Currently, students who live north of OR 47/Bridge Street would need to cross the highway a total of four times a day to access the sidepath on the south side of O-A Hill to get to and from school. This is out of direction and a potential safety issue, as there is no striped crosswalk on the west side of O-A Hill, though one is proposed as part of this TSP update. There will be a striped crosswalk on the east side of Missouri Avenue to access the new schools. Many students currently cross the highway at a diagonal or use the informal narrow path along the north side of the highway adjacent to the slope when walking to the current school site from east of O-A Hill.

This project could affect trees on O-A Hill for the expansion of the highway and potential retaining wall on the north side. Impacts to trees will need to be considered during the design phase. It is listed as a medium-term priority to ensure that it is completed soon after the new schools are opened to students, but recognizing that it is an expensive project that will require some time to identify and gather funding.

RD-4 Reconfigure the Mist Drive/Bridge Street Intersection

The current Mist Drive/Bridge Street Intersection is confusing for travelers, as most of the vehicles turn north to follow the highway. The existing intersection is configured as a "Y", with a triangular curb area separating north and southbound traffic on Mist Drive south of the intersection with the highway. Figure 6-5 shows the existing configuration of the intersection. There are signs in the intersection, but they do not provide enough warning for drivers unfamiliar with the area to determine which direction is appropriate to follow the highway.

Reconfiguring the intersection would provide more certainty for all drivers and reduce confusion at this intersection.

This project would realign Mist Drive south of the highway, creating one connection with the northbound curve of the highway. This would provide certainty for drivers that the highway continues to the north, and Mist Drive south of Bridge Street is a local street. Figure 6-6 shows the approximate realignment. The intersection would be designed to accommodate large trucks and ensure that trucks are able to turn without leaving the roadway, as this intersection carries log and other truck traffic.

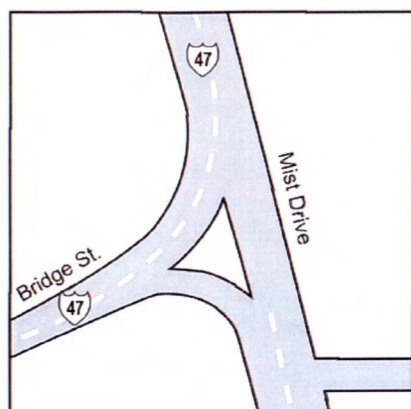


Figure 6-5
Existing Bridge Street and Mist
Drive Intersection

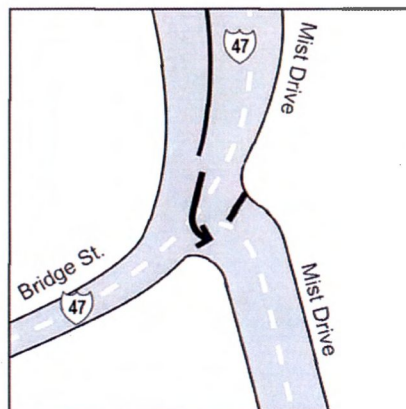


Figure 6-6
Intersection Alignment Project

The intersection is located within the floodway and floodplain, but there are no additional environmental considerations. This project is categorized as a medium term timeframe project to address the existing safety concerns at the intersection.

RD-5 Connect the North and South Sections of Louisiana Avenue

Louisiana Avenue currently does not connect for motor vehicle traffic between the northern and southern parts of the road. The connection is graveled and restricted to pedestrian use by large cement jersey barriers, and there are approximately two blocks where the street is not connected for through traffic. Opening the street to through traffic would allow those who live along Louisiana to have a choice when leaving the neighborhood, and would provide an alternate route to OR 47. This project could potentially impact documented wetlands. This project is identified as a medium term project based on conversations with the PAC and PMT.

RD-6 East-West Road Connection North of Knott Avenue

This approximately half mile connection would serve the existing and currently undeveloped industrial land in the northeast of the City. The future street would provide an alternate access to the industrial parcel, and could connect to Knott Street. Development of this street connection could occur at the same time the industrial parcel develops. There are no platted streets in the vicinity, and any connection would require the City to obtain an easement or purchase right of way from adjacent landowners.

This project would be partially located within the 100-year floodplain and could potentially impact wetlands or a small creek. During design, environmental considerations should be taken into account. This project is labeled as a long-term priority, as it would likely be implemented when the industrial land is developed. The City has no immediate plans or development proposal for the industrial parcel.

RD-7 Connect California Avenue and the Vernonia Lake Parking Lot

This project would connect the existing California Avenue road to the Vernonia Lake parking lot. Currently there is a rough gravel road, but this project would formalize the connection to allow vehicles, bicyclists and pedestrians to travel from the site of the old schools to the Lake without having to use OR 47. The old school site will be converted to a park as part of the new school development project, and providing an off-highway connection between the new park and the existing lake recreational area would allow for more local connectivity south of the highway.

This project is located completely within the 100 year floodplain, and environmental considerations should be taken into account. During design, topography and wetlands/floodway issues will need to be addressed, and additional survey and environmental analysis would be needed. The project is identified as a medium-term project.

TABLE 6-2

Roadway Improvements

	Improvement	Cost Estimate (2011 \$)	Timeframe
RD-1	Improve signage at OR 47 and Rose Avenue	\$10,000	Short
RD-2	Bridge Street signing and Striping, potential bioswales, concrete bumps or curb bulb-out extensions. There are 7 corners in the downtown core where this treatment could be applied.	\$13,000- \$15,000 each corner	Short
RD-3	Widen OR 47, add bicycle and pedestrian path on both sides	\$8,463,000	Medium
RD-4	Reconfigure the Mist Drive/Bridge Street intersection	\$369,000	Medium
RD-5	Connect the north and south sections of Louisiana Avenue	\$358,000	Medium
RD-6	Add an east-west local street north of Knott Street to provide additional access to the light industrial parcel east of Mist Drive/OR 47	\$2,647,000	Long
RD-7	Connect California Avenue and the Vernonia Lake Parking Lot	\$271,000	Medium

Cost estimates are planning-level cost estimates, and do not include right-of-way costs or environmental documentation

Figure 6-7 shows the roadway improvements described above³.

Roadway Projects Outside of the UGB

In addition to the above projects located within the City, one roadway project was identified outside of the UGB limits. Any facilities located outside of the UGB are not planned facilities or improvements and may not be constructed until authorized by a subsequent post acknowledgment plan amendment. This facility may represent logical extensions or connections to meet future needs, but is not needed to meet current

³ Note: This project figure is for illustrative purposes only. The designs are conception and do not represent final roadway alignments. Final alignments will be developed by working with property owners, and the projects must be approved by the State or City.

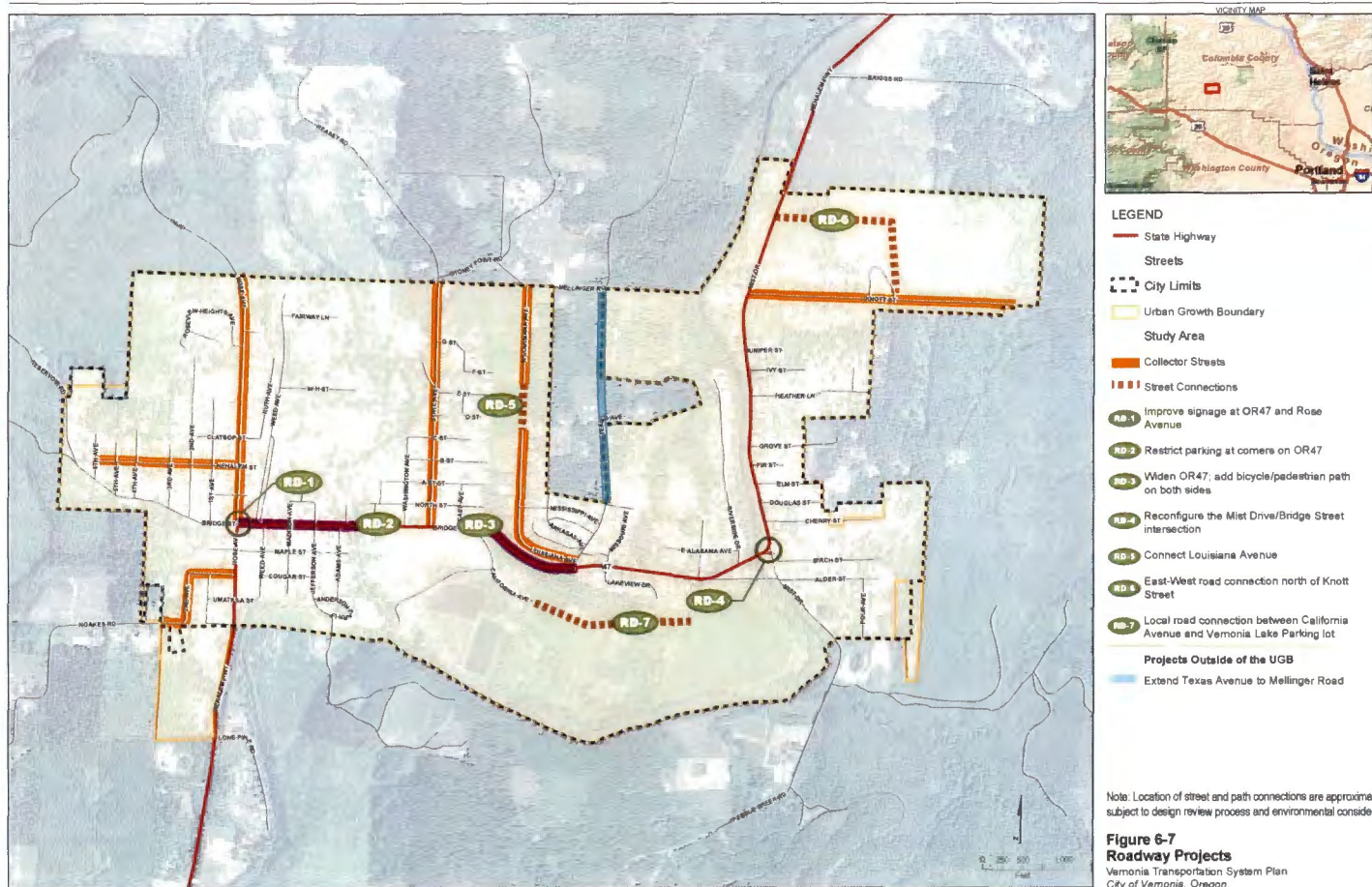
transportation needs within the city. This project is suggested for consideration when future land use decisions, such as UGB expansion amendments, are considered. Designation of this project as planned facility or improvements would require an amendment to the Columbia County TSP (which may require an exception to the statewide planning goals), as the County is the local government with jurisdiction, or a UGB amendment and amendment of the TSP.

Extend Texas Avenue to Mellinger Road

Texas Avenue currently ends at the UGB just north of the new school site. Mellinger Road is located to the north, along the northern UGB boundary. Connecting the two roads would allow additional access into the future Nehalem View Estates and could provide a northern connection to the new school site. There are a number of issues with this connection. Specifically, the connection would: require the road to be, in part, outside of the UGB; connect to a roadway that is largely outside of the UGB; and need to be included in the Columbia County TSP or added to the City's TSP in the event of a UGB expansion. There are no roads platted in this area, and the City would need to obtain an easement or purchase right of way from adjacent landowners.

This project could be phased depending on how and when the Nehalem View Estates are developed. Phase I would connect the development south to Texas Avenue. As more houses are constructed in the development, the connection could be extended north to connect to Mellinger Road. The Nehalem View Estates currently do not have a time frame for development, and so the project is listed as a long-term priority; regardless, the project should be implemented in conjunction with development. The planning-level cost estimate for this project is approximately \$1,445,000. This project would be located outside of the City's UGB, and potentially in an area with topographical constraints. There are no identified potential environmental considerations associated with the potential roadway connection.

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Bicycle and Pedestrian Improvements

Bicycle and pedestrian improvements (BP) were identified as an important focus for this TSP update due to the school relocation and emphasis in the community on Safe Routes to Schools. The following projects address the deficiencies and needs identified early in the TSP process. Projects BP-1 through BP-5 are categorized as short-term projects to be implemented before the new schools open north of Missouri Avenue to provide safe bicycle and pedestrian paths to the new schools for students who choose to walk or bicycle to school. Table 6-3 lists the bicycle and pedestrian improvements, cost estimates, and time frame for implementation. Figure 6-8 shows the improvements in the City.

BP-1 Safe Routes to School Connection – Alabama Avenue

This project would create an improved bicycle and pedestrian route between the new schools site and Bridge Street near the Nehalem River Bridge. Alabama Avenue currently is approximately 20-feet wide with no dedicated bicycle or pedestrian facilities and a narrow shoulder. The street is a direct, low traffic volume street for non-motorized users that avoids potential conflicts and high traffic volumes on Bridge Street. The proposed 6-foot sidewalks on one side of the street would provide a separate area for students to walk and bicycle to school.

BP-2 Safe Routes to School Connection – Mississippi Avenue

This project would create an improved bicycle and pedestrian route between the new schools site and Ora Bolmeier Park, accessing a soft-surface trail up O-A Hill. Mississippi Avenue currently is approximately 20-feet wide with no dedicated bicycle or pedestrian facilities and a narrow shoulder. The street is a direct, low traffic volume street for non-motorized users that avoids potential conflicts and high traffic volumes on Bridge Street. The proposed 6-foot sidewalks on one side of the street would provide a separate area for students to walk and bicycle to school.

BP-3 Safe Routes to School Connection – Texas Avenue

This project would create an improved bicycle and pedestrian route between the new schools site and Bridge Street. Texas Avenue is an alternate, parallel route to Missouri Avenue, and is a direct, low traffic volume street for non-motorized users that avoids potential conflicts and high traffic volumes on Missouri Avenue. Texas Avenue currently is approximately 20-feet wide with no dedicated bicycle or pedestrian facilities and a narrow shoulder. The proposed 6-foot sidewalks on one side of the street would provide a separate facility for students to walk and bicycle to school.

BP-4 Soft-surface Trail up O-A Hill

This project would formalize the existing demand paths that run up and down the west side of O-A Hill between Ora Bolmeier Park and the ends of North Street and A Street. This project would eliminate steep routes, mitigate erosion issues, and consolidate the existing paths into a single-track trail following a moderate slope up O-A Hill, with a

spur connecting to the north side of Bridge Street across from California Avenue. This project could have impacts to Ora Bolmeier Park; however, the nature of the soft-surface pedestrian connection would allow the design to minimize environmental impacts.

BP-5 Improve Pedestrian Crossing at OR 47 – Access to Sidepath on O-A Hill

This project would improve crossing conditions for pedestrians and bicyclists accessing the current sidepath on the south side of OR 47/Bridge Street to traverse O-A Hill, which is a key route to the new Vernonia Schools site. The exact location of the crossing would need to be determined with input from the school and ODOT, as O-A Hill topography could impact speeds and safety at a crossing at the base of the hill. Treatments for the crossing include new sidewalks along the north side of Bridge Street, new sidewalks to connect with the side path, a crosswalk, warning signage, and curb ramps.

BP-6 Linear Trail North-South East of Mist Drive/OR 47 Connecting the “Tree Streets”

This would connect the “tree streets” east of Mist Drive/OR 47 with a north-south trail or linear park connection. There is no City right of way platted in this area, but many of the houses east of Mist Drive have been or are actively being purchased by the City, because they are located in the flood zone. Prior to construction, the City would need to coordinate the property buy-out, and determine the location of the path/linear park.

This project has a number of potential environmental considerations; the area is largely within the 100-year floodplain, and there are several identified wetlands within the approximate location of any north-south connection. The nature of the trail connection could minimize impacts to floodplains and wetlands. This project is considered a short- or medium-term project, coinciding with the expected time frame of the property buy-outs and to allow the City more time to coordinate with landowners and determine an alignment.

BP-7 Pedestrian and Bicycle Connection between California and Missouri Avenues

Improving California Avenue would provide an off-highway route for students south of OR 47 to get around O-A Hill to connect to Missouri Avenue. The right-of-way for California Avenue is platted, and part of the road currently exists, but it does not connect to Missouri Avenue. This project would connect the end of California Avenue to Bridge Street or to Lakeview Drive and Missouri Avenue as a pedestrian and bicycle path. There is a large change in elevation that would need to be addressed between the platted California Avenue and Bridge Street.

This project could have some impacts on environmental resources. California Avenue is located within the 100-year inundated floodplain, and there are a number of wetlands on either side of the platted street. Additionally, this project is a lower priority compared the previous projects, in the medium-term time frame, because it is an

additional bicycle and pedestrian connection to those proposed in Projects BP-4 and BP-5.

In addition to this bicycle and pedestrian connection, the City is interested in studying a potential local road to connect between California and the Vernonia Lake parking lot. Currently there is a gravel connection, but future projects in the area should consider that a local road could provide a connection between California Avenue and the Vernonia Lake parking lot.

BP-8 Create a Bicycle and Pedestrian Bridge Over the Nehalem River

This project would create a new bicycle and pedestrian bridge over the Nehalem River north of Bridge Street. This would allow students who live near Mist Drive to cross the river and access the new schools site without having to use the Green Bridge and the associated narrow pedestrian and bicycle facilities. This should also be connected with a bicycle and pedestrian path to link to other safe routes to school, providing a continuous and safe way for students to bicycle or walk to school. The narrowest part of the floodplain over the Nehalem River is in the vicinity of Alabama Avenue; however, further design and information is needed before an exact location is determined. This project could impact the floodway and floodplain, however, a bicycle and pedestrian bridge has different requirements than roadway bridges with respect to the floodplain. Additionally, the complexity and cost of this project make it more likely to be a medium term priority for the City.

BP – 9 Create a Pedestrian and Bicycle Connection to the New Schools from Riverside Drive

This facility would connect the new Vernonia Schools site to Riverside Drive to the east with a new off-street shared use path. The school site plan already includes a path heading east from the school property. This path would connect to the planned school path and allow students living in the future Nehalem View Estates or along Riverside Drive to access the new school site without having to walk along Bridge Street/OR 47. The path would extend down Riverside Drive towards Bridge Street. The intersection of Bridge Street and Riverside Drive was identified as a dangerous one for bicyclists and pedestrians trying to cross the highway. This crossing and the access to Vernonia Lake would need to be addressed when this project is implemented. This project could be implemented in phases to help reduce project costs, and tied to future development along Riverside Drive.

The bicycle and pedestrian path could have some impacts to a wetlands area adjacent to the new schools; however, the nature of the bicycle and pedestrian connection would allow the design to minimize environmental impacts. This project is identified as a medium-term priority, and could be coupled with the expected Nehalem View Estate development.

BP-10 Construct Sidewalks and Bicycle Facilities on Collector Streets

Collector Streets within Vernonia include Knott Street, Louisiana Avenue, State Avenue, Rose Avenue north of Bridge Street, Nehalem Street west of Rose Avenue, and the Cougar Street connection to 2nd Avenue and River Street in the southwest part of the city. These collector streets do not have consistent sidewalks or bicycle facilities, but are meant to carry higher traffic volumes than local streets. It is important to ensure that they accommodate all users. These improvements are consistent with the street standards that are included in the TSP update and described in the section above.

Many of the collector roads are located within the 100-year floodplain and improving these streets for bicycles and pedestrians could have environmental considerations; however, the improvements are not expected to significantly impact environmental resources as the roadways already exist.

These projects are designated as medium- and long-term priorities as they could be implemented along with development or other improvements, or they could be implemented in phases instead of all at once to reduce initial costs for construction.

BP-11 Add Sidewalk Along OR 47/Mist Drive on the East Side

A sidewalk along the east side of OR 47/Mist Drive would provide a pedestrian connection to the Green Bridge for residents living on the east side of the Nehalem River. This is a lower priority, and designated as a long-term project, as the pedestrian and bicycle path connecting the “tree streets” (Project BP-9) is preferred by both the PMT and the PAC. However, when the underground water line near Mist Drive is replaced by the public works department, the City should look for opportunities to combine the water replacement work with the installation of a sidewalk.

This project would require adding pavement or asphalt along Mist Drive/OR 47 to construct a pedestrian sidewalk. Much of this section of the highway is located within both the 100-year floodway and floodplain.

Bicycle and Pedestrian Projects Outside of the UGB

In addition to the above projects located within the city, two bicycle and pedestrian projects were identified outside of the UGB limits. Any facilities located outside of the UGB are not planned facilities or improvements and may not be constructed until authorized by a subsequent post acknowledgment plan amendment. These facilities may represent logical extensions or connections to meet future needs, but are not needed to meet current transportation needs within the city. Designation of this project as planned facilities or improvements would require an amendment to the Columbia County TSP (which may require an exception to the statewide planning goals), as the County is the local government with jurisdiction, or a UGB amendment and amendment of the TSP.

Pedestrian and Bicycle Connection from Vernonia Schools to Nehalem View Development

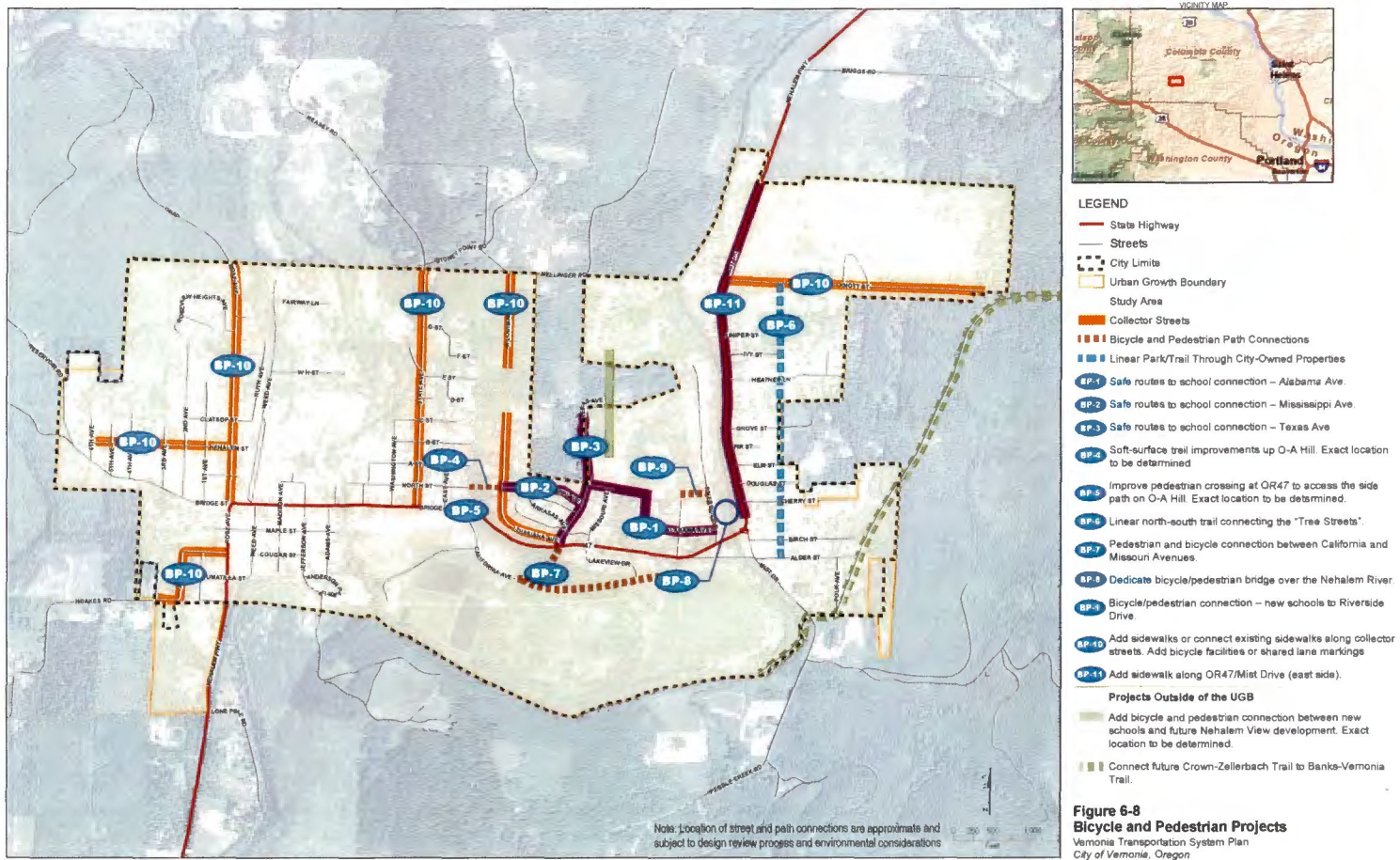
This facility would connect the new Vernonia Schools site to the Nehalem View residential development north of the school with a new off-street shared use path. This project serves a similar purpose of connecting Texas Avenue to the Nehalem View Estates development (Roadway Project RD-7, see page 6-12). If the roadway connection is developed first, this project will take a lower priority, and should be reevaluated to see if it is needed. This project is designated a long-term priority, and should be developed when the Nehalem View Estates are constructed. The cost estimate for the bicycle/pedestrian connection is \$210,000.

Connect Future Crown-Zellerbach Trail to the Banks-Vernonia Trail

This project would create an off-street shared-use path connection between the end of the Banks-Vernonia Trail near Vernonia Lake, and the future Crown-Zellerbach Trail to Scappoose that would enter Vernonia from the east. This path connection could turn south from Knott along an existing power line alignment and cross the Nehalem River rather than provide an on-street connection via OR 47/Mist Drive and Knott Street. It could also connect to the north south linear trail through the “tree streets” (Project BP-6, see page 6-11) to keep the bicycle and pedestrian traffic off of Mist Drive/OR 47. The Crown-Zellerbach trail could connect to this linear park, and use the alignment to travel south to the Banks-Vernonia Trail. However, with either option, a new bicycle and pedestrian bridge over the Nehalem River would help make the connection without users having to travel along the highway or use the existing narrow bicycle/pedestrian facilities on the Green Bridge. There are currently a number of organizations working to complete and connect the two trails. The City would coordinate with those groups to ensure that the two trails are able to connect.

This project may have some environmental impacts to floodplain and wetlands, but the nature of the trail and the recreational use is not expected to have any significant impacts. Due to the complexity and the potential need for a bridge over the Nehalem River, this is categorized as a long-term project to allow the City time to organize, coordinate with other organizations, and identify funding sources to complete the connection. The planning-level cost estimate is \$1,710,000.

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TABLE 6-3

Bicycle and Pedestrian Improvements

	Project	Cost Estimate	Time Frame
BP-1	Safe Routes to School Connection – Alabama Avenue	\$150,000	Short
BP-2	Safe Routes to School Connection – Mississippi Avenue	\$110,000	Short
BP-3	Safe Routes to School Connection – Texas Avenue	\$80,000	Short
BP-4	Soft-Surface Trail Improvements up O-A Hill	\$60,000	Short
BP-5	Improve Pedestrian Crossing on OR 47/Bridge Street to Access O-A Hill Sidepath	\$50,000	Short
BP-6	Add a pedestrian/bicycle trail north-south east of Mist Drive/OR 47 to connect the “tree streets”	\$452,000	Short/Medium
BP-7	Pedestrian and Bicycle Connection between California Avenue and Missouri Avenue	\$450,000	Medium
BP-8	Create a bicycle/pedestrian bridge over the Nehalem River in the vicinity of Alabama Avenue.	\$1,689,000	Medium
BP-9	Create a Bicycle/Pedestrian Connection to the New Schools from Riverside Drive	\$230,000	Medium
BP-10	Construct Sidewalks and Bicycle Facilities on Collector Streets	\$5,480,000	Medium/Long
BP-11	Construct Sidewalk Along OR 47/Mist Drive	\$750,000	Long

In addition to the roadway and bicycle and pedestrian projects described above, there are a number of citizen concerns not addressed in this TSP update, either because they fall outside of the 20-year planning horizon, or they are operations and maintenance or enforcement issues to be addressed by ODOT or the City:

- There is concern with heavy trucks using OR 47 through downtown. Some community members would like a heavy truck bypass to be studied in the future. This is outside of the 20-year planning horizon as the traffic projections do not justify a bypass at this time. In addition, funding is not expected to be available for constructing a bypass within the 20-year planning horizon.
- Related to heavy trucks through the city is a concern that heavy trucks violate the weight limit standards, and the weight limits are not being enforced. This should be addressed by ODOT and the City working together to increase enforcement and inspection of heavy trucks on state and city roadways.

- Other community concerns include a lack of lighting, which impairs safety. Lighting is a maintenance and operations issue to be addressed by ODOT and the City, depending on the jurisdiction of the roadway.

Public Transit System Plan

The City and County transit plans must be consistent, and the recommendations below are consistent with the Columbia County Community-Wide Transit Plan and US 30 Transit Access Plan goals and projects.

Transit service in Columbia County is provided by the Columbia County Rider, operated by Columbia County Transit Division. For the planning horizon, it is anticipated that this dial-a-ride van service, and the fixed route service that leaves from Vernonia City Hall, will serve rural transit demands effectively and economically. The City should support and encourage this service in any manner it can, as it is the only service available to the transportation disadvantaged. No additional service is recommended.

During the first PMT/PAC meeting, the committee members discussed adding a formalized park and ride area. Currently the Columbia County Rider buss stop is located near City Hall, and there are no other established stops within Vernonia. Public transit improvements are dependent upon demand and funds available to Columbia County. Potential improvements include additional park-and-ride facilities. Park and ride facilities could be located near the former school sites or the former Western Oregon Electric Cooperative site once those have been vacated, but will need to take into account floodplain restrictions. No cost estimate is provided for a park-and-ride lot, because it would likely use existing facilities.

Regional Transportation System Plan

Air

National and international air transportation is provided via Portland International Airport, which is located approximately 50 miles southeast of Vernonia. The Vernonia Municipal Airport is located west of the city. This is a public airport with a grass landing strip. It is anticipated that the Vernonia Municipal Airport will continue to be used for recreational purposes. The City should support efforts to maintain and expand the airport facilities as needed.

Rail

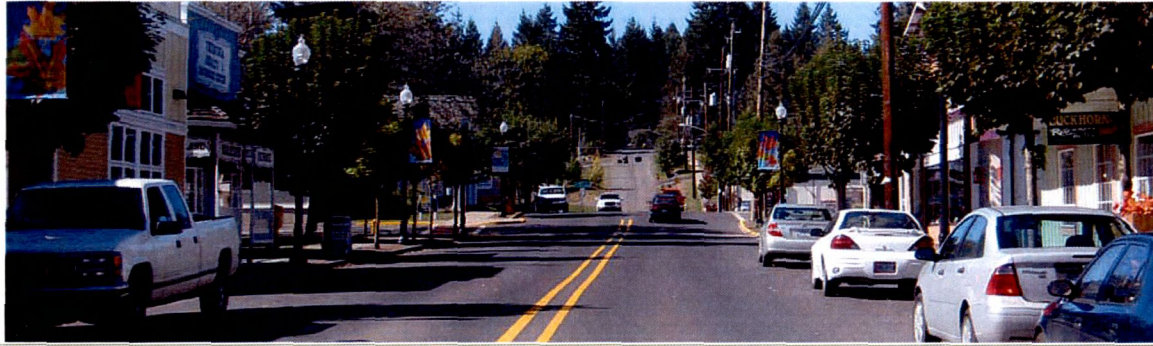
There are no rail facilities in the City of Vernonia. There is no rail passenger service within Columbia County. Amtrak provides service at Kelso, Washington with eight daily trains, four in each direction along the Seattle to Portland corridor. It is not anticipated that rail will directly serve Vernonia or become a component of its transportation system within the planning horizon. No improvements are needed at this time.

Water

There is no scheduled water freight or passenger service to Vernonia, and no navigable waterways within the City. The Port of St. Helens, located about 20 miles to the east, is the closest port on the Columbia River. It is not anticipated that water travel will be a component of Vernonia's transportation system within the planning horizon. No improvements are needed at this time.

Pipeline

Natural gas pipelines that serve Columbia County are owned by Northwest Natural Gas. As reported in the Columbia County TSP, the county is adequately served by pipeline facilities. At this time, there is no need for expansion identified.



7 IMPLEMENTATION

This section replaces Chapter 7 of the 1999 TSP.

The full ~~strikeout~~/underline implementing ordinance language can be found in Appendix F.

Implementation Plan

Identifying funding sources, creating prioritized project lists, and writing implementation ordinances are critical actions to implement the individual projects in the Vernonia TSP. Projects in this plan are estimated to cost approximately \$25 million, which is a significant amount for a small city, even when considering the 20-year planning horizon. Funding the projects will require exploring a wide range of existing and potential future funding sources. An Action Plan for implementing the TSP update projects, along with a discussion of funding sources, are included in this chapter. All costs are presented in 2011 dollars.

Action Plan

The following plan prioritizes the TSP projects based on a time frame for implementation and potential funding sources. The projects are categorized as either roadway projects or bicycle/pedestrian projects, because the funding sources, priorities, and implementation time frames tend to be different between the two categories. In developing the action plan, the following criteria were used to set priorities and assign potential funding sources for both roadway and bicycle/pedestrian projects:

- Help improve safety
- Serve students who bike and walk
- Available funding

Additionally, projects identified by the PAC, PMT and community members as high priority were included as short- and medium-term projects. Due to the high cost and complexity of assembling adequate funding, the larger infrastructure projects have longer time frames associated with them.

Tables 7-1 and 7-2 below describe the projects, potential funding sources, cost estimates, and suggested timeframes for implementation. Those projects identified as priorities in the short-term should be considered for inclusion in the City's 5-year Transportation Capital Improvement Plan update.

Inclusion of proposed projects and actions in this plan does not obligate or imply obligations of funds by any jurisdiction for project-level planning or construction. Instead, the inclusion of proposed projects and actions serves as an opportunity for the project to be included, if appropriate, in the State Transportation Improvement Program (STIP) and the City of Vernonia Capital Improvement Program. Such inclusion is not automatic, but it is incumbent on the State, City of Vernonia, Columbia County, and the general public to take action to encourage and support inclusion of projects in the STIP or the CIP at the appropriate time. Because a project must have identified funding to be included in the STIP or CIP, the ultimate number of projects that can be included in these documents is constrained by available funding.

TABLE 7-1

Roadway Improvement Action Plan

Project	Cost Estimate	Potential Funding Sources	Secondary Funding Sources	Time Frame ⁴	Explanation
Improve signage at OR 47 and Rose Avenue	\$10,000	ODOT Transportation Enhancements (TE); ODOT Operations - Signs, Signals and Illumination Program		Short	This is the biggest safety concern on US 101, and the project is easy to implement and lower-cost
Bridge Street signing and striping, potential bioswales, concrete bumps or curb bulb-out extensions. There are a total of seven corners in the downtown core where this treatment is appropriate.	\$13,000-\$15,000 each corner	ODOT Transportation Enhancements (TE); Highway Safety Improvement Program; ODOT Bicycle and Pedestrian Program;	Local Improvement District (LID)	Short	Relatively low-cost project that would enhance safety in the Downtown core
Widen OR 47, add bicycle and pedestrian path on both sides	\$8,463,000	ODOT Transportation Enhancements (TE); ODOT Bicycle and Pedestrian Program	ODOT Modernization	Medium	This is an expensive and complicated project, however, the benefits for walkers and bikers would be great
Reconfigure the Miel Drive/Bridge Street intersection	\$369,000	ODOT Modernization; ODOT Operations - Signs, Signals and Illumination Program		Medium	This is a safety concern for residents
Connect the north and south sections of Louisiana Avenue	\$358,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond	Medium	The community noted that this would be a nice alternate connection once the schools are open. For the short term, the existing pedestrian connection is sufficient
Connect California Avenue and Vernonia Lake parking lot	\$271,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond	Medium	Would provide an off-highway connection between the new park (former school site) and Vernonia Lake
Add an east-west local street north of Knott Street to provide additional access to the light industrial parcel east of Miel Drive/OR 47	\$2,647,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond; Developer Contribution	Long	This improvement is not needed until the industrial parcel is developed
Project Outside of the UGB - Additional Coordination with Columbia County needed					
Connect Texas Avenue to Mellinger Road at the north of the City's UGB	\$1,445,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond	Long	This improvement is not needed until the Nehalem View Estates are developed

⁴ Short-term projects are meant to be implemented in the 0-5 year timeframe. Medium-term projects include those in the 6-10 year timeframe, and long-term projects are 11-20 year timeframe

TABLE 7-2

Bicycle and Pedestrian Improvement Action Plan

Project	Cost Estimate	Potential Funding Sources	Secondary Funding Sources	Time Frame	Explanation
Safe Routes to School Connection – Alabama Avenue	\$150,000	Community Development Block Grant; Local Improvement District	Street Utility Fee	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Safe Routes to School Connection – Mississippi Avenue	\$110,000	Community Development Block Grant; Local Improvement District	Street Utility Fee	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Safe Routes to School Connection – Texas Avenue	\$80,000	Community Development Block Grant; Local Improvement District	Street Utility Fee	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Soft-Surface Trail Improvements up O-A Hill	\$80,000	Oregon State Parks Recreational Trails Grant; Land and Water Conservation Fund; Urban Trails Fund	ODOT Transportation Enhancements (TE)	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Improve pedestrian crossing on OR 47/Bridge Street to access O-A Hill side path	\$50,000	Highway Safety Improvement Program; ODOT Bicycle and Pedestrian Program;	ODOT Transportation Enhancements (TE)	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Add a north-south bicycle-pedestrian trail to the east of Mist Drive/OR 47 to connect the “tree streets”	\$452,000	Oregon State Parks Recreational Trails Grant; Land and Water Conservation Fund; Urban Trails Fund;	ODOT Transportation Enhancements (TE); Park System Development Charges	Short/ Medium	The parcels along the potential alignment are in the process of being purchased by the City. Expected timeframe for implementation is Medium term.
Create a pedestrian and bicycle connection between California Avenue and Missouri Avenue	\$450,000	City System Development Charges; Local Improvement District (LID)		Medium	Enhances safety, however, the projects above provide alternate off-street routes, making this a lower priority
Create a bicycle/pedestrian bridge over the Nehalem River in the vicinity of Alabama Avenue	\$1,688,000	Community Development Block Grant;	ODOT Transportation Enhancements (TE)	Medium	The complexity and expense of this project makes it a Medium term priority
Create a bicycle/pedestrian connection to the new schools from Riverside Drive	\$230,000	Developer Contribution; Local Improvement District (LID)	Community Development Block Grants (CDBG);	Medium	Enhances safety. The school is implementing one section. Currently Riverside Drive is a lower traffic lower speed road. As the area is developed, this path can be implemented
Construct sidewalks and bicycle facilities on collector streets	\$5,480,000	Community Development Block Grant (CDBG); Local Improvement District (LID)	Developer Contribution; Street Utility Fee	Medium/ Long	Upgrades to collector streets can be done in conjunction with development and phased as appropriate, and when funds are available
Construct sidewalk along OR 47/Mist Drive	\$750,000	ODOT Bicycle and Pedestrian Program; ODOT Transportation Enhancements (TE)		Long	This project is a lower priority than the linear trail through the “Tree Streets” is constructed. The community indicated that walking along the highway could be less desirable than an off-street path
Projects Outside of the UGB - Additional Coordination with Columbia County needed					
Construct a bicycle/pedestrian connection from Vernonia schools to the Nehalem View development	\$210,000	Developer Contribution; Local Improvement District (LID)	Community Development Block Grant (CDBG)	Medium/ Long	Enhances safety, however, this should be completed when the Nehalem View Estates are developed. This is not expected until the medium timeframe or longer
Connect future Crown-Zellerbach Trail to Banks-Vernonia Trail	\$1,710,000	Oregon State Parks Recreational Trails Grant; Urban Trails Fund	ODOT Transportation Enhancements (TE); Land and Water Conservation Fund	Long	The complexity and potential land ownership/assessment issues suggest that the longer timeframe is appropriate

Existing Funding Sources

Federal Highway Trust Fund

Revenues comprising the Federal Highway Trust Fund come from motor vehicle fuel taxes, sales taxes for heavy trucks and trailers, tire taxes, and annual heavy truck use taxes. Revenues are split into two accounts: the highway account and the transit account. Funds are appropriated to individual states on an annual basis under the current surface transportation legislation, the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). Authorization to use the Federal Highway Trust Fund, under SAFETEA-LU, expired on September 29, 2009. Since then, continuances have been used to support federal transportation funding in the absence of a new federal transportation funding bill.

Programs funded under SAFETEA-LU, and relevant to this plan, include the Surface Transportation Program (STP), and the Safe Routes to School. The Transportation Enhancement (TE) Program is funded by states setting aside a portion of the STP budget. Federal funds must be matched with state and local funds; in Oregon, the current matching amount is 10.27 percent of total costs.

To receive funds from the Federal Highway Trust Fund, projects must be included in Oregon's Statewide Transportation Improvement Program (STIP), which is developed by the Oregon Department of Transportation for approval by the Oregon Transportation Commission. Specific programs and grants through which these funds are allocated are described in the State Funding Sources section of this document. Currently the only STIP project through year 2013 in Vernonia is the Banks-Vernonia Trailhead project.

State Highway Fund

Revenues in the State Highway Fund are received from a combination of fuel taxes, vehicle registration and title fees, driver's license fees, the truck weight-mile tax, and federal monies. State Highway Trust Fund revenues may be used only for construction and maintenance of state and local highways, bridges, and roadside rest areas, but according to state law (ORS 366.514), reasonable amounts of the fund must also be spent on walkways and bikeways. State Highway funds cannot be spent on trails in parks or other areas outside of a road, street, or highway right-of-way. The law requires that in any given fiscal year, the amounts expended to provide walkways and bikeways must be a minimum of 1 percent of the State Highway Fund received by the Department, a city, or county. Cities and counties are not required to spend a minimum of 1 percent each year; they may credit this amount to a reserve fund and expend these amounts within a period not to exceed 10 years.

State Highway Fund revenues are appropriated by the Oregon Transportation Commission (OTC) on an annual basis. Appropriation is based on population for

cities and registered vehicles for counties; net revenues are distributed in the following manner:

- 60 percent state
- 24 percent counties (by number of vehicles registered)
- 16 percent cities (by population)

Infrastructure projects within state, city or county right-of-way are eligible to be funded by the State Highway Fund. To receive funding, projects must be listed in the STIP.

Statewide Transportation Improvement Program (STIP)

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years. This grant has historically been used for paving City streets, and funding was supplemented with money from the City Street Fund.

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To implement this funding strategy, the City would need to purchase and install parking meters. The City may choose to install meters in busy locations, such as the downtown core along Bridge Street where tourists will be willing to pay for a convenient spot. The visual impact of parking meters can be minimized by installing smart meters, which only require a single meter per block. Some smart meters can accept credit card payments as well as cash.

Revenue and General Obligation Bonds

Bonding allows municipal and county governments to finance construction projects by borrowing money and paying it back over time (with interest). Financing costs with bonds requires funding to pay back borrowed funds. Financing requires

smaller regular payments over time compared to paying the full cost at once; however, financing increases the total cost by adding interest. General Obligation Bonds are often used to pay for construction of large capital improvements. This method is typically used to fund road improvements that will benefit an entire community. General Obligation Bonds add the cost of the improvement to property taxes over a period of time. A double majority voter approval is required for instituting General Obligation Bonds. Revenue for General Obligation Bonds is collected in property tax billings.

Revenue bonds are repaid with dedicated revenue from a source other than property taxes. Revenues from a Systems Development Charge, Local Improvement District, or other reliable revenue streams can be used. Revenue bonds are typically used to fund improvements that primarily benefit the people who provide the revenue through fees and assessments.

A Transportation General Obligation Bond may be an effective method to fund some of the local roadway projects and bicycle and pedestrian projects that benefit the larger community.

Street Utility Fee

A street utility fee applies a monthly service charge that any road authority may collect to offset their cost to operate and maintain public streets. The fee is collected at the same time as other utility service charges, like water, sewer, storm drainage, or garbage. Different users and different level of usage could be charged at a different rate depending on the amount of traffic a particular parcel generates. Industrial or logging parcels could be charged more since the heavier vehicles contribute to more wear and tear on the road system.

County Sources

Local Option Levies

In Columbia County, voters within an established taxing district, such as a city or a fire district can approve levies for operating purposes or capital projects. The levy has most commonly been used for operating purposes. A levy can either be established as a set rate or a set dollar amount. For capital projects, a levy cannot last longer than 10 years. Levies must be approved at a November election in an even-numbered year by more than 50 percent of eligible voters (double majority).

Federal and State Sources

A variety of federal and state funding sources are available for the projects identified in the TSP. The following sections describe the programs and the eligibility requirements.

State Transportation Improvement Program

Improvements along OR 47 within the project area are possible candidates for STIP funding. Transportation projects in the STIP are generally categorized into the five main categories referenced above, plus a sixth “special projects” category. Projects identified within the Vernonia TSP may fall within three categories: Modernization Program, Operations Projects, and Special Programs including bicycle/pedestrian and Transportation Enhancement. The STIP states that the applicable uses under each of these projects are as follows:

- **Modernization Program:** Capital projects that lead to increased highway system capacity.
- **Operations Projects:** System management and improvements that lead to more efficient and safer traffic operations and greater system reliability.
- **Special Programs:** Bicycle and Pedestrian, Public Transit, and Transportation Enhancement.

The funding programs under these three categories are described in more detail over the pages that follow.

Modernization Program

The 2010-2013 STIP states that projects funded under this section are capital highway improvements that lead to increased system capacity. Increased capacity can be accomplished by either adding additional lanes, constructing new highways, or other system improvements. Strong competition exists for funding through the STIP Modernization Program, as the need for funding such projects greatly exceeds the funds available. Projects are awarded funding through this program by the applicable ODOT Region. Projects to add sidewalks and bike lanes on OR 47 or improvements to the Mist Drive/Bridge Street intersection would be eligible for funding through this program.

Operations Projects

The 2010-2013 STIP states that projects funded under this section “improve the efficiency of the transportation system through the replacement of aging infrastructure and the deployment of technology that allows the existing system to meet increased demands.” Applicable projects may be listed within four sub-categories: (1) Intelligent Transportation Systems (ITS); (2) Signs, Signals, and Illumination; (3) Slides and Rockfalls and; (4) Transportation Demand Management (TDM).

- **Signs, Signals, and Illumination Program** – The Signs, Signals, and Illumination program provides funding for the replacement of equipment that has reached the end of its useful life. This program also provides limited funding for new or upgraded signals at problem intersections. New signs at OR

47 and Rose Avenue identified in the TSP may be eligible to receive funding through this program.

Special Programs

ODOT also provides funding to a number of special programs. This section describes the programs that are applicable to projects outlined in the Vernonia TSP.

- **ODOT Bicycle and Pedestrian Grant Program** – The ODOT Pedestrian and Bicycle Grant Program provides funding to cities, counties and ODOT regional and district offices through a competitive process. Eligible projects are related to the design and construction of pedestrian and bicycle facilities within the public right-of-way. The application process occurs every two years. Every biennium, the program awards approximately \$5 million in grants. A local match is expected for projects that receive this grant.

Many of the bicycle and pedestrian projects included in this TSP are within the public right-of-way and would be eligible for this program. Projects RD-2, RD-3, BP-5, and BP-11 would be eligible for bicycle and pedestrian program funding.

- **Transportation Enhancement Program** – Oregon’s Transportation Enhancement (TE) program provides federal highway funds for project that strengthen the cultural, aesthetic, or environmental value of the transportation system. TE activities are funded through a required State set-aside from STP funds of 10 percent, or the amount set aside in Fiscal Year 2005, whichever is greater. Projects fall into four main categories: Bicycle and Pedestrian; Historic Preservation; Landscaping and Scenic Beautification; and Environmental Mitigation. The intent of the program is to fund special or additional activities not normally required on a highway or transportation project.

Since the program’s inception in 1992, 190 projects of approximately \$97 million have been funded in Oregon through the TE program. For fiscal years 2008-2011 the Program will have \$6.5 million per year for competitive selection, and \$2 million per year for the TE Discretionary Account. The funds are provided through reimbursement not grants. Participation requires matching funds from the project sponsor, at a minimum of 10.27 percent. All projects must have a direct relationship to surface transportation.

Bicycle and pedestrian projects in the Vernonia TSP are eligible for funding through the ODOT TE Program. This is a competitive grant application process facilitated by ODOT that awards funding to local governments on an annual basis. The TE Advisory Committee awards the grants based on a project’s technical merit and local support. The committee also considers the TE “focus areas” for the year and the connection to other transportation projects.

Community Development Block Grant

The Community Development Block Grants (CDBG) program provides money for streetscape revitalization, which may be largely comprised of pedestrian improvements. Federal CDBG grantees may

“use Community Development Block Grants funds for activities that include (but are not limited to): acquiring real property; reconstructing or rehabilitating housing and other property; building public facilities and improvements, such as streets, sidewalks, community and senior citizen centers and recreational facilities; paying for planning and administrative expenses, such as costs related to developing a consolidated plan and managing Community Development Block Grants funds; provide public services for youths, seniors, or the disabled; and initiatives such as neighborhood watch programs.”

Oregon State Parks Recreational Trails Grant

The Oregon Parks and Recreation Department (OPRD) administers a Local Government Grants program using Oregon Lottery revenues. The grants may pay for acquisition, development, and major rehabilitation projects for public outdoor park and recreation areas and facilities. The amount of money available for grants varies depending on the approved OPRD budget. Grants are available for three categories of projects: small projects (maximum \$50,000 request), large projects (maximum \$750,000 request, or \$1,000,000 for land acquisition), and small community planning projects (maximum \$25,000 request). Projects identified in the TSP would meet the grant eligibility requirements.

Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) provides grants for planning and acquiring outdoor recreation areas and facilities, including trails. Funds can be used for right-of-way acquisition and construction. The program is administered by the Oregon Parks and Recreation Department as a grant program. Any projects located in future parks could benefit from planning and land acquisition funding through the LWCF. Trail corridor acquisition can be funded with LWCF grants as well, but historically few trails have been proposed compared to parks.

Urban Trails Fund

The Urban Trails Fund (UTF) was created in 2009 by the Oregon Legislature, as part of House Bill 2001 (the Jobs and Transportation Act). The purpose of the Urban Trails Fund was to develop shared-use paths for non-motorized vehicles and pedestrians, within urban growth boundaries, to provide or improve links to roads and highways, footpaths, bike trails, and public transit. The UTF was specifically

created in response to a gap in the current funding stream for projects outside of the public right-of-way that provide non-motorized transportation links.

The Urban Trails Fund was initially created by a one-time appropriation of \$1.0 million, and was managed as a competitive grant program by ODOT. The Oregon Bicycle and Pedestrian Advisory Committee was the public advisory committee overseeing the Urban Trails Fund. The intention of the first round of funding was to demonstrate the value of the program with the hope that the Oregon Legislature will authorize additional program dollars in the future. If the program is continued in the future, the path connection and linear trail projects identified in the TSP are able to compete for grant awards.

ODOT Highway Safety Program

The Traffic – Roadway Section at ODOT administers the Highway Safety Program to encourage engineering improvements that address identified safety needs. Funded projects are determined by ODOT Region Traffic staff each year, and funds can be used on any public road or publicly owned bicycle/pedestrian pathway or trail. Eligible projects include signal installation or improvement, pedestrian safety, pavement markers, and sign installation or improvement. There are no Safety Priority Index Sites (SPIS) in the City of Vernonia, and the City would have to compete with other ODOT Region 1 projects, which include the Portland Metro area.

Developer Contribution

When a larger scale development is proposed in a city, the City can require developers to pay for transportation system improvements, especially if the development is likely to increase or adversely impact the existing transportation system. Often times the developer will construct the physical infrastructure required by the City including upgrading an intersection or including bicycle or pedestrian facilities adjacent to the development, or the developer can provide payment in lieu of improvements. Developer contributions collected by the City can then be applied to the transportation system affected by the given development.



7 IMPLEMENTATION

This section replaces Chapter 7 of the 1999 TSP.

The full ~~strikeout~~/underline implementing ordinance language can be found in Appendix F.

Implementation Plan

Identifying funding sources, creating prioritized project lists, and writing implementation ordinances are critical actions to implement the individual projects in the Vernonia TSP. Projects in this plan are estimated to cost approximately \$25 million, which is a significant amount for a small city, even when considering the 20-year planning horizon. Funding the projects will require exploring a wide range of existing and potential future funding sources. An Action Plan for implementing the TSP update projects, along with a discussion of funding sources, are included in this chapter. All costs are presented in 2011 dollars.

Action Plan

The following plan prioritizes the TSP projects based on a time frame for implementation and potential funding sources. The projects are categorized as either roadway projects or bicycle/pedestrian projects, because the funding sources, priorities, and implementation time frames tend to be different between the two categories. In developing the action plan, the following criteria were used to set priorities and assign potential funding sources for both roadway and bicycle/pedestrian projects:

- Help improve safety
- Serve students who bike and walk
- Available funding

Additionally, projects identified by the PAC, PMT and community members as high priority were included as short- and medium-term projects. Due to the high cost and complexity of assembling adequate funding, the larger infrastructure projects have longer time frames associated with them.

Tables 7-1 and 7-2 below describe the projects, potential funding sources, cost estimates, and suggested timeframes for implementation. Those projects identified as priorities in the short-term should be considered for inclusion in the City's 5-year Transportation Capital Improvement Plan update.

Inclusion of proposed projects and actions in this plan does not obligate or imply obligations of funds by any jurisdiction for project-level planning or construction. Instead, the inclusion of proposed projects and actions serves as an opportunity for the project to be included, if appropriate, in the State Transportation Improvement Program (STIP) and the City of Vernonia Capital Improvement Program. Such inclusion is not automatic, but it is incumbent on the State, City of Vernonia, Columbia County, and the general public to take action to encourage and support inclusion of projects in the STIP or the CIP at the appropriate time. Because a project must have identified funding to be included in the STIP or CIP, the ultimate number of projects that can be included in these documents is constrained by available funding.

TABLE 7-1

Roadway Improvement Action Plan

Project	Cost Estimate	Potential Funding Sources	Secondary Funding Sources	Time Frame ¹	Explanation
Improve signage at OR 47 and Rose Avenue	\$10,000	ODOT Transportation Enhancements (TE); ODOT Operations - Signs, Signals and Illumination Program		Short	This is the biggest safety concern on US 101, and the project is easy to implement and lower-cost
Bridge Street signing and striping, potential bioswales, concrete bumps or curb bulb-out extensions. There are a total of seven corners in the downtown core where this treatment is appropriate.	\$13,000-\$15,000 each corner	ODOT Transportation Enhancements (TE); Highway Safety Improvement Program; ODOT Bicycle and Pedestrian Program;	Local Improvement District (LID)	Short	Relatively low-cost project that would enhance safety in the Downtown core
Widen OR 47, add bicycle and pedestrian path on both sides	\$8,463,000	ODOT Transportation Enhancements (TE); ODOT Bicycle and Pedestrian Program	ODOT Modernization	Medium	This is an expensive and complicated project, however, the benefits for walkers and bikers would be great
Reconfigure the Mist Drive/Bridge Street intersection	\$369,000	ODOT Modernization; ODOT Operations - Signs, Signals and Illumination Program		Medium	This is a safety concern for residents
Connect the north and south sections of Louisiana Avenue	\$358,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond	Medium	The community noted that this would be a nice alternate connection once the schools are open. For the short term, the existing pedestrian connection is sufficient
Connect California Avenue and Vernonia Lake parking lot	\$271,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond	Medium	Would provide an off-highway connection between the new park (former school site) and Vernonia Lake
Add an east-west local street north of Knott Street to provide additional access to the light industrial parcel east of Mist Drive/OR 47	\$2,647,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond; Developer Contribution	Long	This improvement is not needed until the industrial parcel is developed
Project Outside of the UGB – Additional Coordination with Columbia County needed					
Connect Texas Avenue to Mellinger Road at the north of the City's UGB	\$1,445,000	City System Development Charges; Local Improvement District (LID)	Street Improvement Bond	Long	This improvement is not needed until the Nehalem View Estates are developed

¹ Short-term projects are meant to be implemented in the 0-5 year timeframe. Medium-term projects include those in the 6-10 year timeframe, and long-term projects are 11-20 year timeframe.

TABLE 7-2
Bicycle and Pedestrian improvement Action Plan

Project	Cost Estimate	Potential Funding Sources	Secondary Funding Sources	Time Frame	Explanation
Safe Routes to School Connection – Alabama Avenue	\$150,000	Community Development Block Grant; Local Improvement District	Street Utility Fee	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Safe Routes to School Connection – Mississippi Avenue	\$110,000	Community Development Block Grant; Local Improvement District	Street Utility Fee	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Safe Routes to School Connection – Texas Avenue	\$80,000	Community Development Block Grant; Local Improvement District	Street Utility Fee	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Soft-Surface Trail Improvements up O-A Hill	\$60,000	Oregon State Parks Recreational Trails Grant; Land and Water Conservation Fund; Urban Trails Fund	ODOT Transportation Enhancements (TE)	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Improve pedestrian crossing on OR 47/Bridge Street to access O-A Hill side path	\$50,000	Highway Safety Improvement Program; ODOT Bicycle and Pedestrian Program;	ODOT Transportation Enhancements (TE)	Short	Enhances safety and encourages walking and bicycling to school – should be implemented when the new schools are open to students
Add a north-south bicycle-pedestrian trail to the east of Mist Drive/OR 47 to connect the “tree streets”	\$452,000	Oregon State Parks Recreational Trails Grant; Land and Water Conservation Fund; Urban Trails Fund;	ODOT Transportation Enhancements (TE); Park System Development Charges	Short/ Medium	The parcels along the potential alignment are in the process of being purchased by the City. Expected timeframe for implementation is Medium term.
Create a pedestrian and bicycle connection between California Avenue and Missouri Avenue	\$450,000	City System Development Charges; Local Improvement District (LID)		Medium	Enhances safety, however, the projects above provide alternate off-street routes, making this a lower priority
Create a bicycle/pedestrian bridge over the Nehalem River in the vicinity of Alabama Avenue.	\$1,689,000	Community Development Block Grant;	ODOT Transportation Enhancements (TE)	Medium	The complexity and expense of this project makes it a Medium term priority
Create a bicycle/pedestrian connection to the new schools from Riverside Drive	\$230,000	Developer Contribution; Local Improvement District (LID)	Community Development Block Grants (CDBG);	Medium	Enhances safety. The school is implementing one section. Currently Riverside Drive is a lower traffic lower speed road. As the area is developed, this path can be implemented
Construct sidewalks and bicycle facilities on collector streets	\$5,480,000	Community Development Block Grant (CDBG); Local Improvement District (LID)	Developer Contribution; Street Utility Fee	Medium/ Long	Upgrades to collector streets can be done in conjunction with development and phased as appropriate, and when funds are available
Construct sidewalk along OR 47/Mist Drive	\$750,000	ODOT Bicycle and Pedestrian Program; ODOT Transportation Enhancements (TE)		Long	This project is a lower priority than the linear trail through the “Tree Streets” is constructed. The community indicated that walking along the highway could be less desirable than an off-street path
Projects Outside of the UGB - Additional Coordination with Columbia County needed					
Construct a bicycle/pedestrian connection from Vernonia schools to the Nehalem View development	\$210,000	Developer Contribution; Local Improvement District (LID)	Community Development Block Grant (CDBG)	Medium/ Long	Enhances safety, however, this should be completed when the Nehalem View Estates are developed. This is not expected until the medium timeframe or longer
Connect future Crown-Zellerbach Trail to Banks-Vernonia Trail	\$1,710,000	Oregon State Parks Recreational Trails Grant; Urban Trails Fund	ODOT Transportation Enhancements (TE); Land and Water Conservation Fund	Long	The complexity and potential land ownership/easement issues suggest that the longer timeframe is appropriate

Existing Funding Sources

Federal Highway Trust Fund

Revenues comprising the Federal Highway Trust Fund come from motor vehicle fuel taxes, sales taxes for heavy trucks and trailers, tire taxes, and annual heavy truck use taxes. Revenues are split into two accounts: the highway account and the transit account. Funds are appropriated to individual states on an annual basis under the current surface transportation legislation, the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). Authorization to use the Federal Highway Trust Fund, under SAFETEA-LU, expired on September 29, 2009. Since then, continuances have been used to support federal transportation funding in the absence of a new federal transportation funding bill.

Programs funded under SAFETEA-LU, and relevant to this plan, include the Surface Transportation Program (STP), and the Safe Routes to School. The Transportation Enhancement (TE) Program is funded by states setting aside a portion of the STP budget. Federal funds must be matched with state and local funds; in Oregon, the current matching amount is 10.27 percent of total costs.

To receive funds from the Federal Highway Trust Fund, projects must be included in Oregon's Statewide Transportation Improvement Program (STIP), which is developed by the Oregon Department of Transportation for approval by the Oregon Transportation Commission. Specific programs and grants through which these funds are allocated are described in the State Funding Sources section of this document. Currently the only STIP project through year 2013 in Vernonia is the Banks-Vernonia Trailhead project.

State Highway Fund

Revenues in the State Highway Fund are received from a combination of fuel taxes, vehicle registration and title fees, driver's license fees, the truck weight-mile tax, and federal monies. State Highway Trust Fund revenues may be used only for construction and maintenance of state and local highways, bridges, and roadside rest areas, but according to state law (ORS 366.514), reasonable amounts of the fund must also be spent on walkways and bikeways. State Highway funds cannot be spent on trails in parks or other areas outside of a road, street, or highway right-of-way. The law requires that in any given fiscal year, the amounts expended to provide walkways and bikeways must be a minimum of 1 percent of the State Highway Fund received by the Department, a city, or county. Cities and counties are not required to spend a minimum of 1 percent each year; they may credit this amount to a reserve fund and expend these amounts within a period not to exceed 10 years.

State Highway Fund revenues are appropriated by the Oregon Transportation Commission (OTC) on an annual basis. Appropriation is based on population for

cities and registered vehicles for counties; net revenues are distributed in the following manner:

- 60 percent state
- 24 percent counties (by number of vehicles registered)
- 16 percent cities (by population)

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Revenue and General Obligation Bonds

Bonding allows municipal and county governments to finance construction projects by borrowing money and paying it back over time (with interest). Financing costs with bonds requires funding to pay back borrowed funds. Financing requires

smaller regular payments over time compared to paying the full cost at once; however, financing increases the total cost by adding interest. General Obligation Bonds are often used to pay for construction of large capital improvements. This method is typically used to fund road improvements that will benefit an entire community. General Obligation Bonds add the cost of the improvement to property taxes over a period of time. A double majority voter approval is required for instituting General Obligation Bonds. Revenue for General Obligation Bonds is collected in property tax billings.

Revenue bonds are repaid with dedicated revenue from a source other than property taxes. Revenues from a Systems Development Charge, Local Improvement District, or other reliable revenue streams can be used. Revenue bonds are typically used to fund improvements that primarily benefit the people who provide the revenue through fees and assessments.

A Transportation General Obligation Bond may be an effective method to fund some of the local roadway projects and bicycle and pedestrian projects that benefit the larger community.

Street Utility Fee

A street utility fee applies a monthly service charge that any road authority may collect to offset their cost to operate and maintain public streets. The fee is collected at the same time as other utility service charges, like water, sewer, storm drainage, or garbage. Different users and different level of usage could be charged at a different rate depending on the amount of traffic a particular parcel generates. Industrial or logging parcels could be charged more since the heavier vehicles contribute to more wear and tear on the road system.

County Sources

Local Option Levies

In Columbia County, voters within an established taxing district, such as a city or a fire district can approve levies for operating purposes or capital projects. The levy has most commonly been used for operating purposes. A levy can either be established as a set rate or a set dollar amount. For capital projects, a levy cannot last longer than 10 years. Levies must be approved at a November election in an even-numbered year by more than 50 percent of eligible voters (double majority).

Federal and State Sources

A variety of federal and state funding sources are available for the projects identified in the TSP. The following sections describe the programs and the eligibility requirements.

State Transportation Improvement Program

Improvements along OR 47 within the project area are possible candidates for STIP funding. Transportation projects in the STIP are generally categorized into the five main categories referenced above, plus a sixth “special projects” category. Projects identified within the Vernonia TSP may fall within three categories: Modernization Program, Operations Projects, and Special Programs including bicycle/pedestrian and Transportation Enhancement. The STIP states that the applicable uses under each of these projects are as follows:

- **Modernization Program:** Capital projects that lead to increased highway system capacity.
- **Operations Projects:** System management and improvements that lead to more efficient and safer traffic operations and greater system reliability.
- **Special Programs:** Bicycle and Pedestrian, Public Transit, and Transportation Enhancement.

The funding programs under these three categories are described in more detail over the pages that follow.

Modernization Program

The 2010-2013 STIP states that projects funded under this section are capital highway improvements that lead to increased system capacity. Increased capacity can be accomplished by either adding additional lanes, constructing new highways, or other system improvements. Strong competition exists for funding through the STIP Modernization Program, as the need for funding such projects greatly exceeds the funds available. Projects are awarded funding through this program by the applicable ODOT Region. Projects to add sidewalks and bike lanes on OR 47 or improvements to the Mist Drive/Bridge Street intersection would be eligible for funding through this program.

Operations Projects

The 2010-2013 STIP states that projects funded under this section “improve the efficiency of the transportation system through the replacement of aging infrastructure and the deployment of technology that allows the existing system to meet increased demands.” Applicable projects may be listed within four sub-categories: (1) Intelligent Transportation Systems (ITS); (2) Signs, Signals, and Illumination; (3) Slides and Rockfalls and; (4) Transportation Demand Management (TDM).

- **Signs, Signals, and Illumination Program** – The Signs, Signals, and Illumination program provides funding for the replacement of equipment that has reached the end of its useful life. This program also provides limited funding for new or upgraded signals at problem intersections. New signs at OR

47 and Rose Avenue identified in the TSP may be eligible to receive funding through this program.

Special Programs

ODOT also provides funding to a number of special programs. This section describes the programs that are applicable to projects outlined in the Vernonia TSP.

- **ODOT Bicycle and Pedestrian Grant Program** – The ODOT Pedestrian and Bicycle Grant Program provides funding to cities, counties and ODOT regional and district offices through a competitive process. Eligible projects are related to the design and construction of pedestrian and bicycle facilities within the public right-of-way. The application process occurs every two years. Every biennium, the program awards approximately \$5 million in grants. A local match is expected for projects that receive this grant.

Many of the bicycle and pedestrian projects included in this TSP are within the public right-of-way and would be eligible for this program. Projects RD-2, RD-3, BP-5, and BP-11 would be eligible for bicycle and pedestrian program funding.

- **Transportation Enhancement Program** – Oregon’s Transportation Enhancement (TE) program provides federal highway funds for project that strengthen the cultural, aesthetic, or environmental value of the transportation system. TE activities are funded through a required State set-aside from STP funds of 10 percent, or the amount set aside in Fiscal Year 2005, whichever is greater. Projects fall into four main categories: Bicycle and Pedestrian; Historic Preservation; Landscaping and Scenic Beautification; and Environmental Mitigation. The intent of the program is to fund special or additional activities not normally required on a highway or transportation project.

Since the program’s inception in 1992, 190 projects of approximately \$97 million have been funded in Oregon through the TE program. For fiscal years 2008-2011 the Program will have \$6.5 million per year for competitive selection, and \$2 million per year for the TE Discretionary Account. The funds are provided through reimbursement not grants. Participation requires matching funds from the project sponsor, at a minimum of 10.27 percent. All projects must have a direct relationship to surface transportation.

Bicycle and pedestrian projects in the Vernonia TSP are eligible for funding through the ODOT TE Program. This is a competitive grant application process facilitated by ODOT that awards funding to local governments on an annual basis. The TE Advisory Committee awards the grants based on a project’s technical merit and local support. The committee also considers the TE “focus areas” for the year and the connection to other transportation projects.

Community Development Block Grant

The Community Development Block Grants (CDBG) program provides money for streetscape revitalization, which may be largely comprised of pedestrian improvements. Federal CDBG grantees may

“use Community Development Block Grants funds for activities that include (but are not limited to): acquiring real property; reconstructing or rehabilitating housing and other property; building public facilities and improvements, such as streets, sidewalks, community and senior citizen centers and recreational facilities; paying for planning and administrative expenses, such as costs related to developing a consolidated plan and managing Community Development Block Grants funds; provide public services for youths, seniors, or the disabled; and initiatives such as neighborhood watch programs.”

Oregon State Parks Recreational Trails Grant

The Oregon Parks and Recreation Department (OPRD) administers a Local Government Grants program using Oregon Lottery revenues. The grants may pay for acquisition, development, and major rehabilitation projects for public outdoor park and recreation areas and facilities. The amount of money available for grants varies depending on the approved OPRD budget. Grants are available for three categories of projects: small projects (maximum \$50,000 request), large projects (maximum \$750,000 request, or \$1,000,000 for land acquisition), and small community planning projects (maximum \$25,000 request). Projects identified in the TSP would meet the grant eligibility requirements.

Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) provides grants for planning and acquiring outdoor recreation areas and facilities, including trails. Funds can be used for right-of-way acquisition and construction. The program is administered by the Oregon Parks and Recreation Department as a grant program. Any projects located in future parks could benefit from planning and land acquisition funding through the LWCF. Trail corridor acquisition can be funded with LWCF grants as well, but historically few trails have been proposed compared to parks.

Urban Trails Fund

The Urban Trails Fund (UTF) was created in 2009 by the Oregon Legislature, as part of House Bill 2001 (the Jobs and Transportation Act). The purpose of the Urban Trails Fund was to develop shared-use paths for non-motorized vehicles and pedestrians, within urban growth boundaries, to provide or improve links to roads and highways, footpaths, bike trails, and public transit. The UTF was specifically

created in response to a gap in the current funding stream for projects outside of the public right-of-way that provide non-motorized transportation links.

The Urban Trails Fund was initially created by a one-time appropriation of \$1.0 million, and was managed as a competitive grant program by ODOT. The Oregon Bicycle and Pedestrian Advisory Committee was the public advisory committee overseeing the Urban Trails Fund. The intention of the first round of funding was to demonstrate the value of the program with the hope that the Oregon Legislature will authorize additional program dollars in the future. If the program is continued in the future, the path connection and linear trail projects identified in the TSP are able to compete for grant awards.

ODOT Highway Safety Program

The Traffic – Roadway Section at ODOT administers the Highway Safety Program to encourage engineering improvements that address identified safety needs. Funded projects are determined by ODOT Region Traffic staff each year, and funds can be used on any public road or publicly owned bicycle/pedestrian pathway or trail. Eligible projects include signal installation or improvement, pedestrian safety, pavement markers, and sign installation or improvement. There are no Safety Priority Index Sites (SPIS) in the City of Vernonia, and the City would have to compete with other ODOT Region 1 projects, which include the Portland Metro area.

Developer Contribution

When a larger scale development is proposed in a city, the City can require developers to pay for transportation system improvements, especially if the development is likely to increase or adversely impact the existing transportation system. Often times the developer will construct the physical infrastructure required by the City including upgrading an intersection or including bicycle or pedestrian facilities adjacent to the development, or the developer can provide payment in lieu of improvements. Developer contributions collected by the City can then be applied to the transportation system affected by the given development.

Implementing Ordinances: City of Vernonia Transportation System Plan Update

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Vernonia TSP Update PMT and PAC

DATE: May 23, 2011

This memorandum presents draft implementing ordinances, amendments to the Comprehensive Plan, and Development Code to bring these documents into compliance with the TSP Update document, the Oregon Transportation Plan, and Transportation Planning Rule (TPR).

Overview

The TPR (OAR 660 Division 12) implements Oregon's Statewide Planning Goal 12 (transportation) and promotes the development of safe, convenient, and economic transportation systems that reduce reliance on automobile travel. TPR Section 660-012-0045(1) requires that "each local government shall amend its land use regulations to implement the TSP."

Recommended changes are based on a review of the City of Vernonia Zoning Ordinance and Comprehensive Plan for consistency with the TPR. Where the Zoning Ordinance is already in compliance, it is noted in the discussion.

The discussion of recommended changes is organized by (1) the applicable section(s) of the TPR that could prompt a change in the Vernonia Zoning Ordinance, (2) the recommended additions, deletions, or revisions to the Vernonia Zoning Ordinance, or the applicable section that already addresses TPR compliance, and (3) a brief description of the recommended change (if necessary).

Zoning Ordinance Amendments to Support the TSP

TPR Code sections are shown in *Italics*, City of Vernonia Zoning Code is shown in regular text. Recommended deletions are shown in ~~strike through format~~ and additions are in underline format.

The Vernonia Zoning Ordinance includes section 9-01.11 Transportation Planning, Standards, and Procedures. This section is already in compliance with a number of TPR requirements, described below.

I. OAR 660-12-0045(1)(b)

Each local government shall amend its land use regulations to implement the TSP.

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.

Section 9-01.11-50 [Transportation Improvements] section (C.) includes language that allows transportation improvements to be permitted outright in any zone, and satisfies this TPR requirement. Changes to the section suggested below include consideration of transit as recommended in the Columbia County Community-Wide Transit and U.S. Highway 30 Transit Access Plan.

E. Sites that include existing or planned transit facilities may be required to provide the following:

1. A reasonably direct pedestrian connection between the transit facility and building entrances on the site. "Reasonably direct" is defined as 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.
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 Vernonia Transportation System Plan or the adopted County Transit Plan.
4. Lighting at the transit facility.

II. OAR 660-12-0045(1)(c)

Each local government shall amend its land use regulations to implement the TSP.

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 660-012-0500. 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.

Section 9-01.11-20 [Public Notice and Coordinated Review] satisfies this TPR requirement. Changes to the section suggested below include consideration of transit as recommended in the Columbia County Community-Wide Transit and U.S. Highway 30 Transit Access Plan.

- B. The City shall provide written notice to the providers of transportation facilities and services, such as ODOT or Columbia County, in an application for a land division, design review, conditional use or building permit is located on or adjacent to an ODOT transportation facility or service. Columbia County Rider shall receive notice of proposals that potentially impact transit ridership or facilities. Notice shall be provided at least 20 days prior to the public hearing or decision on the application.

- C. Land use review associated with proposed transportation facilities, services, and improvements shall be coordinated with other jurisdictions and agencies that provide those facilities or services, such as Columbia County and ODOT when the proposed development has an impact on the transportation facility or service, as determined by the provider.

III. OAR 660-12-0045(2)(a)

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:

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.

Section 9-01.11-30 [Access Management Standards] satisfies this TPR requirement.

Table 11-30-1 Access Spacing Standards

Functional Classification	Minimum Access Spacing	Signal Spacing
Arterial (OR 47)	Five hundred (500) feet from arterial or collector – speeds over 35 mph	½ Mile
	<u>Three hundred fifty (350) Four hundred (400) feet from any other intersection (including private access) for areas where speeds are 35 mph and below. Private driveways are discouraged within a Special Transportation Area (STA), but where allowed, the minimum access spacing standard is 175 feet or mid-block, if the current city block is less than 350 feet in length. The Public Works Director may permit a minimum spacing of not less than 300 feet except as otherwise approved by the City and as permitted by the ODOT-designated STA</u>	
Collector	Three hundred (300) feet from arterial	None
	One hundred and fifty (150) feet from any other intersection (including private access)	
Local Street	Two hundred (200) feet from arterial	None
	One Hundred (100) feet from any intersection with a collector, or local street	
	No spacing requirements from intersections with a private access	

- D. Shared driveways along a common property line are strongly encouraged. Access permits may be denied if reasonable alternative access is available.
- E. The City may require the closing or consolidation of existing curb cuts or other vehicle access points, recording of reciprocal access easements (i.e., for shared driveways), development of a frontage street, installation of traffic control devices, and/or other mitigation as a condition of granting an access permit, to ensure the safe and efficient operation of the street and highway system.
- F. The City may reduce required separation distance of access points where they prove impractical due to lot dimensions, existing development, other physical features, or conflicting code requirements, provided all of the following requirements are met:
- Joint-use driveways and cross-access easements are provided in accordance with Joint and Cross-Access Requirements, described below.

- b. The site plan incorporates a unified access and circulation system in accordance with this Section; and
 - c. The property owner(s) enter in a written agreement with the City, recorded with the deed, that pre-existing connections on the site will be closed and eliminated after construction of each side of the joint-use driveway.
- G. Joint and Cross-Access – Requirement. The number of driveway and private street intersections with public streets should be minimized by the use of shared driveways for adjoining lots where feasible. When necessary for traffic safety and access management purposes, or to access flag lots, the City may require joint access and/or shared driveways in the following situations as follows:
- 1. For shared parking areas;
 - 2. For adjacent developments, where access onto an arterial is limited;
 - 3. For multi-tenant developments, and developments on multiple parcels. Such joint accesses and shared driveways shall incorporate all of the following:
 - a. A continuous service drive or cross-access corridor that provides for driveway separation consistent with the applicable transportation authority’s access management classification system and standards;
 - b. A design speed of 10 miles per hour and a maximum width of 20 feet, in addition to any parking alongside the driveway; additional driveway width or fire lanes may be approved when necessary to accommodate specific types of service vehicles, loading vehicles, or emergency service vehicles;
 - c. Driveway stubs to property lines (or future extension) and other design features may be required so that abutting properties with future development potential can connect to the cross-access driveway.

IV. OAR 660-12-0045(2)(b)

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 include: Standards to protect future operation of roads, transitways and major transit corridors.

Section 9-01.11-40 [Protection of Transportation Facilities] satisfies this TPR requirement.

Additionally, Section 9-01.11-90 [Traffic Impact Studies] includes specific requirements for when a Traffic Impact Study, or traffic impact analysis is required. The revisions included below are suggested to ensure that the Public works standards and the Zoning Ordinance are consistent.

9-01.11-90 [Traffic Impact Studies]

The purpose of this section of the code is to assist in determining which road authorities participate in land use decision, and to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities.

This chapter establishes the standards for when a proposal must be reviewed for potential traffic impacts; when a Traffic Impact Study must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare a study.

- A. When a Traffic Study is Required. The City or other road authority with jurisdiction may require a Traffic Impact Study (TIS) as part of an application for development, a change in use, or a change in access. A TIS shall be required when a land use application involves one or more of the following actions:
 - 1. A change in zoning or plan amendment designation;
 - 2. Any proposed development or land use action that a road authority states may have operational or safety concerns along its facility(ies); or
 - 3. An increase in site traffic volume generation by 300 Average Daily Trips (ADT) or more; or
 - 4. An increase in peak hour volume of a particular movement to and from the State highway by twenty percent (20%); or
 - 5. An increase in use of adjacent streets by vehicles exceeding the 20,000 pound gross vehicle weight by 10 vehicles ~~of~~ or more per day; or
 - 6. The location of the access driveway does not meet minimum sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate on the State highway, creating a safety hazard; or
 - 7. A change in internal traffic patterns that may cause safety problems, such as back up onto a street or greater potential for traffic accidents; or
 - 8. A development's location, proposed site plan, or traffic characteristics could affect access management, street capacity, or known traffic problems or deficiencies in a development's study area.

V. OAR 660-12-0045(2)(f)

Local government 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 include:

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*

(D) Other applications within airport noise corridors and imaginary surfaces which affect airport operations.

Section 9-01.11-20 [Public Notice and Coordinated Review] (C.) satisfies this TPR requirement.

VI. OAR 660-12-0045(2)(g)

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:

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.

Section 9-01.11-40 [Protection of Transportation Facilities] satisfies this TPR requirement.

VII. OAR 660-12-0045(3)(a)

Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.

Bicycle parking facilities as part of a new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.

Section 9-01.11-80 [Bicycle Parking Facilities] satisfies this TPR requirement.

VII OAR 660-12-0045(3)(b)

Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.

On-site facilities shall be provided which 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 one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways.

Vernonia Zoning Ordinance Updates

Street standards for bicycle and pedestrian facilities have been modified based on the revised street standards and cross sections found in the TSP update. Changes to the Zoning Ordinance are suggested below to ensure consistency between the TSP update and the City of Vernonia Zoning Ordinance. The TSP update simplifies the roadway standards, removing the urban/rural distinction, as it is assumed that any roadway within the City limits will be urban.

9-01.11-60 [Street Standards]

- A. New roads and roadway improvements shall be consistent with the general location, functional classification and street standards as set forth in the TSP. Where inconsistencies exist between the Vernonia TSP and the City Public Works Design Standards, the TSP should prevail unless otherwise

determined by the City Engineer, Public works Director, or Planning Director.

- B. New developments shall provide for street connectivity.
- C. Table 11-60-1 (~~Table 3.1 of the TSP~~) provides street standards for the various street functional classifications ~~and is incorporated by this reference.~~ The cross sections emphasize the desire to develop multi-modal roadway facilities that incorporate shared-use paths, sidewalks, and bike lanes where possible.
- D. The City Engineer may adjust the street standards by up to ten percent (10%) when it is found that any of the following conditions apply:
 - 1. The existing right-of-way is substandard; or
 - 2. Exceptional topographic conditions exist; or
 - 3. Significant trees or vegetation would be removed.

9-01.11-70 [Internal Connections]

- C. Connections to the Right-of-Way.
 - 1. Every commercial, office, and institutional building shall include a pedestrian walkway connected to the public right-of-way. A walkway shall be provided for every three hundred (300) feet of street frontage.
 - 2. When the proposed commercial, office, institutional or multi-family uses are located on a site within ¼ mile of an existing or planned transit stop, the proposed pedestrian circulation system must demonstrate a safe and direct pedestrian route from building entrances to the transit stop or to a public right-of-way that provides access to the transit stop.

In addition, the Land Division Code (Section 9-02) will be updated to reflect the new standards included in the Vernonia TSP update.

9-02.08 [Street Design Standards]

9-02.08-20 [Streets]

- B. Required Right-of-Way and Roadway Width. Unless otherwise indicated on the development plan, the street right-of-way and roadway widths shall not be less than the width in feet shown in the following table:

Type of Street	Minimum Right-of-Way Width (feet)	Required Roadway Width (feet)
Urban		
Local – New Construction	<u>40</u> 50	<u>20</u> 28
Local – Preferred Retrofit	<u>46</u>	<u>24</u>
Local – Minimum Retrofit	<u>25</u>	<u>18</u>
Collector	<u>55</u> 62	<u>50</u> 38
Arterial	<u>63</u> 72	<u>60</u> 48
Rural		
Local	<u>30</u>	<u>18</u>
Collector	<u>62</u>	<u>36</u>
Arterial	<u>60</u>	<u>34</u>
Radius for Turn Around at End of Cul-de-Sac	<u>50</u>	<u>40</u>
Alleys	<u>20</u>	<u>20</u>

- H. Half Streets. Half streets, while generally not acceptable, may be approved where essential to the reasonable development of the subdivision or partition when in conformity with the other requirements of these regulations and when the Planning Commission finds it will be practical to require the dedication of the other half when the adjoining property is divided. Whenever a half street is adjacent to a tract to be divided, the other half of the street shall be provided within such tract. Reserve strips and street plugs may be required to preserve the objectives of the half streets.

Applicants for land divisions who are approved for half street construction shall sign a written waiver of their right to remonstrate or otherwise legally oppose the installation of public streets, where such facilities are or may be proposed to serve the applicants property as part of any local improvement (assessment) district, developer installed improvement project or a local government improvement project of any type. This Section shall not, however, prohibit the applicant, developer, or owner from expressing his or her personal views for the record regarding the installation of a public facility.

- N. Alleys. Alleys ~~shall~~ may be provided for additional access in commercial and industrial districts, unless other permanent provisions for access to off-street parking and loading facilities are approved by the Planning Commission. The corners of alley intersections shall have a radius of not less than twelve (12) feet.

9-02.09-30 [Improvements in Subdivisions]

- E. Sidewalks – Sidewalks shall be installed on both sides of a public street or as a shared use path on one side of the street as described in the street standards in the TSP, and

in any special pedestrian way within the subdivision, except that in the case of primary or secondary arterials, or special type industrial districts, the Planning Commission may approve a subdivision without sidewalks if alternative pedestrian routes are available; and provided further, that in the case of streets serving residential areas having single-family dwellings located on lots equivalent to two and one half (2½) or less dwellings per gross acre, the requirements of sidewalks shall not apply, provided there is no evidence of special pedestrian activity along the streets involved.

9-02.09-50 [Street Improvements in Existing Platted Areas]

- A. Unless otherwise determined in subsection D of this section, no building permit shall be issued for the construction of any new building or structure, or for the remodeling of any existing building or structure which results in an increase in size or change of use, excepting remodel permits for single-family dwellings not resulting in a change of use, unless the applicant for said building permit agrees to construct street improvements which include curbs (Sidewalks and all other frontage improvements required in the design standards for the roadway functional classification), along all city streets that abut the property described in the building permit.
- B. The determination of whether the remodeling of an existing building or structure is sufficient to cause the property owner to construct street improvements shall be made by the City Administrator or his/her designee. The City Administrator or designee shall make this determination based upon findings that the increase in building size or change of use results in either:
 - 1. An increase in floor area which creates the need for additional on-site parking in accordance with the Zoning Code, or
 - 2. A change in use that results in a need for additional on-site parking, or
 - 3. An increase in the dwelling unit density on the site, or
 - 4. A change in the type, number, or location of access ways where off-site traffic will be affected.
- C. Notwithstanding any other provisions of this chapter, in cases where the issuance of the building permit pertains to the construction or reconstruction of a building or structure within a large development owned by the same owner or owners, the City Council may, in its sole discretion, authorize the installation of street improvements of equivalent cost on another portion of the total development area.
- D. Street improvements shall be installed according to City standards and shall be completed prior to the issuance of any occupancy permit for the new or remodeled structure or building. In unimproved areas of the city, the City Administrator or designee may determine that a gravel road to city standard is appropriate accompanied by a Waiver of Remonstrance Agreement by the property owner guaranteeing owner participation in future street improvements in the area. may grant a time extension of the provisions of this section, provided that the applicant provides sufficient security in amount and quantity satisfactory to the City Attorney to assure payment of such improvement costs.

Table 11-60-1: Required Roadway Design Standards

Street type	Travel lanes	Parking	Bikeways	Total Pavement	Unpaved Shoulders	Planting Strip	Sidewalks	Right-of-way ¹	Shared-use path ²
Urban (Fig. 2-1 of the TSP)									
New Gravel Local ¹	2 – 8' 6'	6' Both Sides None	None	28'	2' 6' Both Sides	6' Both Sides None	None	20' 60'	None
Local ¹ 40' right-of-way ³ Preferred Retrofit	2 – 10' ⁴	6' 8' One Side	None (see shared-use path)	24'	None	6' Both Sides None	None (see shared-use path) 6' Both Sides	40' 46'	11' shared-use path ⁵
Local ¹ 47' right-of-way ³ Minimum Retrofit	2 – 10' ⁴	8' Both Sides	None ⁶	48'	None	None. Planting strip is optional with a shared use path on one side only.	6' Both Sides 6' One Side	47' 26'	None
Collector ¹ 50' right-of-way	2 – 10'	8' Both One Sides	None (see shared-use path) 6' Both Sides	38'	None	6' One Side 6' Both Sides	None (see shared-use path) 6' Both Sides	50' 62'	8' one side
Collector ¹ 55' right-of-way	2 – 10'	8' Both Sides	None (see shared-use path)		None	8' One Side	6' one side (opposite the side with the shared-use path)	55'	8' one side
Arterial ¹ Downtown Cross-section	2 – 12' 14'	8' Both Sides ⁷	None 6' Both Sides	48'	None	4' both sides Furniture zone that includes both vegetation and pedestrian amenities	6' Both Sides 10' Both Sides ⁸	60' 70'	None
Arterial Non-Downtown Core – 63' right-of-way	2 – 12' with one 14' Median or center turn lane	None	6' Both Sides		None	None	6' both sides	63'	None
Arterial Non-Downtown Core – 75' right-of-way	2 – 12' with one 14' Median or center turn lane	None	6' Both Sides		None	None	12' both sides	75'	None
Rural (Fig. 2-1 of the TSP)									
Local	2 – 9'			18'	2' Both Sides			30'	
Collector	2 – 10'	6' One Side	6' Both Sides	26'	4' Both Sides		6' Both Sides	62'	
Arterial	2 – 12'		6' Both Sides	24'	4' Both Sides		6' Both Sides	60'	
¹ For Local Streets, no parking is allowed within 30' of the curb return. ² Required right-of-way is the total of pavement, shoulders, planting strip, and sidewalks, plus two (2) feet for urban roadways and eight (8) feet for rural roadways. ³ On local streets, bicycles are assumed to be able to share the travel lane or the shared-use path. Standards for Urban Arterials and collectors require eight (8) foot parking lanes in the downtown area, where storefront commercial land uses make on-street parking desirable. The urban and rural standards applications areas are defined by Figure 2-1 of the TSP. Outside of downtown, parking lanes may be excluded from the cross-section if adjacent land uses do not support the need (for instance, if buildings are set back from the right-of-way and off-street parking). Where on-street parking is eliminated from the cross-section, total pavement width shall be reduced by the same amount. ⁴ The Shared-use path assumes 1' for curb between the travel lane and the path. The ten (10)-foot arterial sidewalk is stipulated for downtown area and may be reduced elsewhere to six (6) feet. ⁵ For Collector Streets, no parking is allowed within 45' of the curb return. ⁶ For Arterial Streets, no parking is allowed within 30' of the curb return. ⁷ Shared use paths should be constructed from asphalt.									

Comprehensive Plan Amendments to Support the TSP

This section addresses the requirement that the City of Vernonia's TSP update is consistent with the Comprehensive Plan. Existing Vernonia comprehensive plan language appears in plain text. Recommended additions to the Plan are shown as underlined text while recommended deletions to the plan are shown in ~~striketrough text~~.

Transportation Systems

Transportation System Goals

Operation and Safety

- Preserve and improve the function, capacity, and level of service and safety of the roadway system

Transportation Alternatives

- Support the use of other modes, especially bicycles and pedestrians, including transit
- Support Safe Routes to Schools programming and projects
- Receive input on airport operations and expansion

Finance

- Create a sound fiscal approach to financing transportation system improvements

Public transportation is provided in Vernonia by The Columbia County Rider, a service of the Columbia County Transit Division Transportation (COLCO), which operates Dial-A-Ride and flex route service throughout Columbia County. ~~In an average year COLCO will provide over 130,000 low cost rides to county residents.~~ More than 50% of the small buses, vans, and minivans used by the rural transit system are equipped with wheelchair lifts for the convenience of the county's disabled population. In 2009 the County released *The Columbia County Community-Wide Transit and U.S. Highway 30 Transit Access Plan* (Columbia County, Oregon 2009) that addresses current and future transit needs, and provides direction to the County for planning and implementing transit services, operations, facilities, and funding within a 10-year horizon. Transit goals and objectives should be coordinated with this planning document.

Streets and Roads

The City of Vernonia's major arterial is Oregon State Highway 47 which follows a general south-north alignment routing from McMinnville through Forest Grove and Banks to Vernonia, then north through Mist to Clatskanie. In Vernonia, the highway conforms to the southern portion of Rose Avenue to Bridge Street, along Bridge Street over Rock Creek and the Nehalem River to Mist Drive, then north to the City limits along Mist Drive. Improvement of this highway and its maintenance shall remain the responsibility of the State Department of Transportation subject to coordination with the City to help solve problems related to through traffic of long and other heavy trucks and downtown traffic congestion.

Mist Drive south of the intersection with Bridge Street and continuing along Pebble Creek Road is a State Street and Pebble Creek are county roads. Both of these roads act as collector streets. The maintenance of Mist Drive and Pebble Creek Road ~~these roads~~ will be the County's responsibility as they serve the county's network of road circulation.

City streets designated as collectors are Rose Avenue north of Bridge Street, Nehalem Street west of Rose Avenue, Bridge Street west of Rose Avenue, Adams Avenue from Bridge Street to Anderson Park State Street between Highway 47 and the northern City Limits, Louisiana Avenue between Missouri Avenue and the northern City Limits, Knott Street east of Mist Drive, and Cougar Avenue and 2nd Street Avenue connecting to Baker Noakes Road. ~~Knott Street from Highway 47 east is designated as a special combined light industrial-residential service street. Maple Avenue from Adams to Weed and Weed Avenue from Mable to Bridge are designated as special commercial service streets.~~

A complete inventory of City street conditions is contained in Exhibit B, Section G, Transportation. This information should be updated by the City as needed to maintain an up-to-date roadway inventory.

Streets and Roads Policies

1. Continued maintenance of Oregon Highway 47 is the responsibility of ~~by~~ the State Department of Transportation ~~shall be required~~. The City will work with ODOT to ~~obtain improvements to~~ Highway 47 to more safely accommodate heavy truck traffic through the City and alleviate traffic congestion in the downtown area.
2. The City continues to support the Banks-Vernonia Linear State Park as a safe means of providing bicycle/pedestrian/horseback travel along Highway 47 from the south into the City.
3. The City continues to ~~adopt~~ coordinate with Columbia County regarding street and road improvement standards outside the City as a means of ~~insuring~~ ensuring that new and existing roads and streets meet transportation needs of the City of Vernonia.
4. New road and street proposals must be in accordance with requirements of the subdivision ordinance, approved by the city Public Works Director, and
 - a. Where the proposed street is in the steep slopes area identified in Exhibit B, Section B, Geologic Characteristics and Constraints, the street shall follow the natural topography to minimize grading, cutting and filling, or
 - b. Where the Public Works Director deems it necessary, expert opinion on the street alignment shall be obtained at the developer's expense from an engineer or other qualified professional
5. Requirements for off-street parking and loading and vehicular maneuvering space for all new uses shall be as provided in the City's zoning ordinance.
6. Alternative appropriate uses of unimproved public right-of-way may be recommended to the City Council by the Planning Commission as a part of the approval of any adjacent development.

7. The Planning Commission shall work with downtown business people to review and recommend changes in on- and off-street parking and loading space arrangements in order to better serve the needs of the downtown area.
8. The City shall continue to support Safe Routes to School policies and programs.

Airport

Airport Policies

1. The City will continue to plan for airport improvements designed to provide for increased usage and maintenance of safe operations. Details of projected improvement needs are contained in Exhibit B, Section G, Transportation.
2. Potential for light industrial development in the airport industrial zone established by Columbia County shall be encouraged by the City.
3. Potential for destination resort development in conjunction with the airport and the adjacent City ~~riverside~~ airport park property and the Vernonia Golf Course shall be encouraged by the City.

NOTICE:

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by Federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

Implementing Ordinances: City of Vernonia Transportation System Plan Update

PREPARED FOR: Carole Connell, City of Vernonia
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COPIES: Larry Weymouth, CH2M HILL
Vernonia TSP Update PMT and PAC

DATE: May 23, 2011

This memorandum presents draft implementing ordinances, amendments to the Comprehensive Plan, and Development Code to bring these documents into compliance with the TSP Update document, the Oregon Transportation Plan, and Transportation Planning Rule (TPR).

Overview

The TPR (OAR 660 Division 12) implements Oregon's Statewide Planning Goal 12 (transportation) and promotes the development of safe, convenient, and economic transportation systems that reduce reliance on automobile travel. TPR Section 660-012-0045(1) requires that "each local government shall amend its land use regulations to implement the TSP."

Recommended changes are based on a review of the City of Vernonia Zoning Ordinance and Comprehensive Plan for consistency with the TPR. Where the Zoning Ordinance is already in compliance, it is noted in the discussion.

The discussion of recommended changes is organized by (1) the applicable section(s) of the TPR that could prompt a change in the Vernonia Zoning Ordinance, (2) the recommended additions, deletions, or revisions to the Vernonia Zoning Ordinance, or the applicable section that already addresses TPR compliance, and (3) a brief description of the recommended change (if necessary).

Zoning Ordinance Amendments to Support the TSP

TPR Code sections are shown in *Italics*, City of Vernonia Zoning Code is shown in regular text. Recommended deletions are shown in ~~striketrough format~~ and additions are in underline format.

The Vernonia Zoning Ordinance includes section 9-01.11 Transportation Planning, Standards, and Procedures. This section is already in compliance with a number of TPR requirements, described below.

I. OAR 660-12-0045(1)(b)

Each local government shall amend its land use regulations to implement the TSP.

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.

Section 9-01.11-50 [Transportation Improvements] section (C.) includes language that allows transportation improvements to be permitted outright in any zone, and satisfies this TPR requirement. Changes to the section suggested below include consideration of transit as recommended in the Columbia County Community-Wide Transit and U.S. Highway 30 Transit Access Plan.

E. Sites that include existing or planned transit facilities may be required to provide the following:

1. A reasonably direct pedestrian connection between the transit facility and building entrances on the site. "Reasonably direct" is defined as 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.
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 Vernonia Transportation System Plan or the adopted County Transit Plan.
4. Lighting at the transit facility.

II. OAR 660-12-0045(1)(c)

Each local government shall amend its land use regulations to implement the TSP.

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 660-012-0500. 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.

Section 9-01.11-20 [Public Notice and Coordinated Review] satisfies this TPR requirement. Changes to the section suggested below include consideration of transit as recommended in the Columbia County Community-Wide Transit and U.S. Highway 30 Transit Access Plan.

- B. The City shall provide written notice to the providers of transportation facilities and services, such as ODOT or Columbia County, in an application for a land division, design review, conditional use or building permit is located on or adjacent to an ODOT transportation facility or service. Columbia County Rider shall receive notice of proposals that potentially impact transit ridership or facilities. Notice shall be provided at least 20 days prior to the public hearing or decision on the application.

- C. Land use review associated with proposed transportation facilities, services, and improvements shall be coordinated with other jurisdictions and agencies that provide those facilities or services, such as Columbia County and ODOT when the proposed development has an impact on the transportation facility or service, as determined by the provider.

III. OAR 660-12-0045(2)(a)

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:

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.

Section 9-01.11-30 [Access Management Standards] satisfies this TPR requirement.

Table 11-30-1 Access Spacing Standards

Functional Classification	Minimum Access Spacing	Signal Spacing
Arterial (OR 47)	Five hundred (500) feet from arterial or collector – speeds over 35 mph	½ Mile
	Three hundred fifty (350) Four hundred (400) feet from any other intersection (including private access) <u>for areas where speeds are 35 mph and below. Private driveways are discouraged within a Special Transportation Area (STA), but where allowed, the minimum access spacing standard is 175 feet or mid-block, if the current city block is less than 350 feet in length. The Public Works Director may permit a minimum spacing of not less than 300 feet except as otherwise approved by the City and as permitted by the ODOT-designated STA</u>	
Collector	Three hundred (300) feet from arterial	None
	One hundred and fifty (150) feet from any other intersection (including private access)	
Local Street	Two hundred (200) feet from arterial	None
	One Hundred (100) feet from any intersection with a collector, or local street	
	No spacing requirements from intersections with a private access	

- D. Shared driveways along a common property line are strongly encouraged. Access permits may be denied if reasonable alternative access is available.
- E. The City may require the closing or consolidation of existing curb cuts or other vehicle access points, recording of reciprocal access easements (i.e., for shared driveways), development of a frontage street, installation of traffic control devices, and/or other mitigation as a condition of granting an access permit, to ensure the safe and efficient operation of the street and highway system.
- F. The City may reduce required separation distance of access points where they prove impractical due to lot dimensions, existing development, other physical features, or conflicting code requirements, provided all of the following requirements are met:
- Joint-use driveways and cross-access easements are provided in accordance with Joint and Cross-Access Requirements, described below.

- b. The site plan incorporates a unified access and circulation system in accordance with this Section; and
 - c. The property owner(s) enter in a written agreement with the City, recorded with the deed, that pre-existing connections on the site will be closed and eliminated after construction of each side of the joint-use driveway.
- G. Joint and Cross-Access – Requirement. The number of driveway and private street intersections with public streets should be minimized by the use of shared driveways for adjoining lots where feasible. When necessary for traffic safety and access management purposes, or to access flag lots, the City may require joint access and/or shared driveways in the following situations as follows:
- 1. For shared parking areas;
 - 2. For adjacent developments, where access onto an arterial is limited;
 - 3. For multi-tenant developments, and developments on multiple parcels. Such joint accesses and shared driveways shall incorporate all of the following:
 - a. A continuous service drive or cross-access corridor that provides for driveway separation consistent with the applicable transportation authority's access management classification system and standards;
 - b. A design speed of 10 miles per hour and a maximum width of 20 feet, in addition to any parking alongside the driveway; additional driveway width or fire lanes may be approved when necessary to accommodate specific types of service vehicles, loading vehicles, or emergency service vehicles;
 - c. Driveway stubs to property lines (or future extension) and other design features may be required so that abutting properties with future development potential can connect to the cross-access driveway.

IV. OAR 660-12-0045(2)(b)

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 include: Standards to protect future operation of roads, transitways and major transit corridors.

Section 9-01.11-40 [Protection of Transportation Facilities] satisfies this TPR requirement.

Additionally, Section 9-01.11-90 [Traffic Impact Studies] includes specific requirements for when a Traffic Impact Study, or traffic impact analysis is required. The revisions included below are suggested to ensure that the Public works standards and the Zoning Ordinance are consistent.

9-01.11-90 [Traffic Impact Studies]

The purpose of this section of the code is to assist in determining which road authorities participate in land use decision, and to implement Section 660-012-0045 (2) (e) of the State Transportation Planning Rule that requires the City to adopt a process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities.

This chapter establishes the standards for when a proposal must be reviewed for potential traffic impacts; when a Traffic Impact Study must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a Traffic Impact Study; and who is qualified to prepare a study.

- A. When a Traffic Study is Required. The City or other road authority with jurisdiction may require a Traffic Impact Study (TIS) as part of an application for development, a change in use, or a change in access. A TIS shall be required when a land use application involves one or more of the following actions:
1. A change in zoning or plan amendment designation;
 2. Any proposed development or land use action that a road authority states may have operational or safety concerns along its facility(ies); or
 3. An increase in site traffic volume generation by 300 Average Daily Trips (ADT) or more; or
 4. An increase in peak hour volume of a particular movement to and from the State highway by twenty percent (20%); or
 5. An increase in use of adjacent streets by vehicles exceeding the 20,000 pound gross vehicle weight by 10 vehicles ~~of~~ or more per day; or
 6. The location of the access driveway does not meet minimum sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate on the State highway, creating a safety hazard; or
 7. A change in internal traffic patterns that may cause safety problems, such as back up onto a street or greater potential for traffic accidents; or
 8. A development's location, proposed site plan, or traffic characteristics could affect access management, street capacity, or known traffic problems or deficiencies in a development's study area.

V. OAR 660-12-0045(2)(f)

Local government 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 include:

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*

(D) Other applications within airport noise corridors and imaginary surfaces which affect airport operations.

Section 9-01.11-20 [Public Notice and Coordinated Review] (C.) satisfies this TPR requirement.

VI. OAR 660-12-0045(2)(g)

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:

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.

Section 9-01.11-40 [Protection of Transportation Facilities] satisfies this TPR requirement.

VII. OAR 660-12-0045(3)(a)

Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.

Bicycle parking facilities as part of a new multi-family residential developments of four units or more, new retail, office and institutional developments, and all transit transfer stations and park-and-ride lots.

Section 9-01.11-80 [Bicycle Parking Facilities] satisfies this TPR requirement.

VII OAR 660-12-0045(3)(b)

Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth below.

On-site facilities shall be provided which 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 one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways.

Vernonia Zoning Ordinance Updates

Street standards for bicycle and pedestrian facilities have been modified based on the revised street standards and cross sections found in the TSP update. Changes to the Zoning Ordinance are suggested below to ensure consistency between the TSP update and the City of Vernonia Zoning Ordinance. The TSP update simplifies the roadway standards, removing the urban/rural distinction, as it is assumed that any roadway within the City limits will be urban.

9-01.11-60 [Street Standards]

- A. New roads and roadway improvements shall be consistent with the general location, functional classification and street standards as set forth in the TSP. Where inconsistencies exist between the Vernonia TSP and the City Public Works Design Standards, the TSP should prevail unless otherwise

determined by the City Engineer, Public works Director, or Planning Director.

- B. New developments shall provide for street connectivity.
- C. Table 11-60-1 (~~Table 3.1 of the TSP~~) provides street standards for the various street functional classifications ~~and is incorporated by this reference.~~ The cross sections emphasize the desire to develop multi-modal roadway facilities that incorporate shared-use paths, sidewalks, and bike lanes where possible.
- D. The City Engineer may adjust the street standards by up to ten percent (10%) when it is found that any of the following conditions apply:
 - 1. The existing right-of-way is substandard; or
 - 2. Exceptional topographic conditions exist; or
 - 3. Significant trees or vegetation would be removed.

9-01.11-70 [Internal Connections]

- C. Connections to the Right-of-Way.
 - 1. Every commercial, office, and institutional building shall include a pedestrian walkway connected to the public right-of-way. A walkway shall be provided for every three hundred (300) feet of street frontage.
 - 2. When the proposed commercial, office, institutional or multi-family uses are located on a site within ¼ mile of an existing or planned transit stop, the proposed pedestrian circulation system must demonstrate a safe and direct pedestrian route from building entrances to the transit stop or to a public right-of-way that provides access to the transit stop.

In addition, the Land Division Code (Section 9-02) will be updated to reflect the new standards included in the Vernonia TSP update.

9-02.08 [Street Design Standards]

9-02.08-20 [Streets]

- B. Required Right-of-Way and Roadway Width. Unless otherwise indicated on the development plan, the street right-of-way and roadway widths shall not be less than the width in feet shown in the following table:

Type of Street	Minimum Right-of-Way Width (feet)	Required Roadway Width (feet)
Urban		
Local – New Construction	40 50	20 28
Local – Preferred Retrofit	46	24
Local – Minimum Retrofit	25	18
Collector	<u>55</u> 62	<u>50</u> 38
Arterial	<u>63</u> 72	<u>60</u> 48
Rural		
Local	30	18
Collector	62	36
Arterial	60	34
Radius for Turn Around at End of Cul-de-Sac	50	40
Alleys	20	20

- H. Half Streets. Half streets, while generally not acceptable, may be approved where essential to the reasonable development of the subdivision or partition when in conformity with the other requirements of these regulations and when the Planning Commission finds it will be practical to require the dedication of the other half when the adjoining property is divided. Whenever a half street is adjacent to a tract to be divided, the other half of the street shall be provided within such tract. Reserve strips and street plugs may be required to preserve the objectives of the half streets.

Applicants for land divisions who are approved for half street construction shall sign a written waiver of their right to remonstrate or otherwise legally oppose the installation of public streets, where such facilities are or may be proposed to serve the applicants property as part of any local improvement (assessment) district, developer installed improvement project or a local government improvement project of any type. This Section shall not, however, prohibit the applicant, developer, or owner from expressing his or her personal views for the record regarding the installation of a public facility.

- N. Alleys. Alleys ~~shall~~ may be provided for additional access in commercial and industrial districts, unless other permanent provisions for access to off-street parking and loading facilities are approved by the Planning Commission. The corners of alley intersections shall have a radius of not less than twelve (12) feet.

9-02.09-30 [Improvements in Subdivisions]

- E. Sidewalks – Sidewalks shall be installed on both sides of a public street or as a shared use path on one side of the street as described in the street standards in the TSP, and in any special pedestrian way within the subdivision, except that in the case of primary or secondary arterials, or special type industrial districts, the Planning Commission may approve a subdivision without sidewalks if alternative pedestrian routes are available; and provided further, that in the case of streets serving residential areas having single-family dwellings located on lots equivalent to two and one half (2½) or less dwellings per gross acre, the requirements of sidewalks shall not apply, provided there is no evidence of special pedestrian activity along the streets involved.

9-02.09-50 [Street Improvements in Existing Platted Areas]

- A. Unless otherwise determined in subsection D of this section, no building permit shall be issued for the construction of any new building or structure, or for the remodeling of any existing building or structure which results in an increase in size or change of use, excepting remodel permits for single-family dwellings not resulting in a change of use, unless the applicant for said building permit agrees to construct street improvements which include curbs (Sidewalks and all other frontage improvements required in the design standards for the roadway functional classification), along all city streets that abut the property described in the building permit.
- B. The determination of whether the remodeling of an existing building or structure is sufficient to cause the property owner to construct street improvements shall be made by the City Administrator or his/her designee. The City Administrator or designee shall make this determination based upon findings that the increase in building size or change of use results in either:
 - 1. An increase in floor area which creates the need for additional on-site parking in accordance with the Zoning Code, or
 - 2. A change in use that results in a need for additional on-site parking, or
 - 3. An increase in the dwelling unit density on the site, or
 - 4. A change in the type, number, or location of access ways where off-site traffic will be affected.
- C. Notwithstanding any other provisions of this chapter, in cases where the issuance of the building permit pertains to the construction or reconstruction of a building or structure within a large development owned by the same owner or owners, the City Council may, in its sole discretion, authorize the installation of street improvements of equivalent cost on another portion of the total development area.
- D. Street improvements shall be installed according to City standards and shall be completed prior to the issuance of any occupancy permit for the new or remodeled structure or building. In unimproved areas of the city, the City Administrator or designee may determine that a gravel road to city standard is appropriate accompanied by a Waiver of Remonstrance Agreement by the property owner guaranteeing owner participation in future street improvements in the area. ~~may~~

~~grant a time extension of the provisions of this section, provided that the applicant provides sufficient security in amount and quantity satisfactory to the City Attorney to assure payment of such improvement costs.~~

Table 11-60-1: Required Roadway Design Standards

Street type	Travel lanes	Parking	Bikeways	Total Pavement	Unpaved Shoulders	Planting Strip	Sidewalks	Right-of-way ¹	Shared-use path ⁵
Urban (Fig. 2-1 of the TSP)									
New Gravel Local ¹	2 – 8' 9'	5' Both Sides None	None	28'	2' 5' Both Sides	5' Both Sides None	None	20' 50'	None
Local ¹ 40' right-of-way ² Preferred Retrofit	2 – 10' 9'	6' 8' One Side	None (see shared-use path)	24'	None	5' Both Sides None	None (see shared-use path) 5' Both Sides	40' 46'	11' shared-use path ³
Local ¹ 47' right-of-way ² Minimum Retrofit	2 – 10' 9'	8' Both Sides	None ⁴	48'	None	None. Planting strip is optional with a shared use path on one side only.	5' Both Sides 5' One Side	47' 25'	None
Collector ⁴ 50' right-of-way	2 – 10'	8' Both One Sides	None (see shared-use path) 5' Both Sides	38'	None	6' One Side 5' Both Sides	None (see shared-use path) 6' Both Sides	50' 62'	8' one side
Collector ⁴ 55' right-of-way	2 – 10'	8' Both Sides	None (see shared-use path)		None	8' One Side	6' one side (opposite the side with the shared-use path)	55'	8' one side
Arterial ⁵ Downtown Cross-section	2 – 12' 44'	8' Both Sides ⁴	None 5' Both Sides	48'	None	4' both sides Furniture zone that includes both vegetation and pedestrian amenities	6' Both Sides 10' Both Sides ³	60' 70'	None
Arterial Non-Downtown Core – 63' right-of-way	2 – 12' with one 14' Median or center turn lane	None	6' Both Sides		None	None	6' both sides	63'	None
Arterial Non-Downtown Core – 75' right-of-way	2 – 12' with one 14' Median or center turn lane	None	6' Both Sides		None	None	12' both sides	75'	None
Rural (Fig. 2-1 of the TSP)									
Local	2 – 8'			18'	2' Both Sides			30'	
Collector	2 – 10'	6' One Side	5' Both Sides	36'	4' Both Sides		5' Both Sides	62'	
Arterial	2 – 12'		5' Both Sides	24'	4' Both Sides		5' Both Sides	60'	
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Public transportation is provided in Vernonia by The Columbia County Rider, a service of the Columbia County Transit Division Transportation (COLCO), which operates Dial-A-Ride and flex route service throughout Columbia County. ~~In an average year COLCO will provide over 130,000 low cost rides to county residents.~~ More than 50% of the small buses, vans, and minivans used by the rural transit system are equipped with wheelchair lifts for the convenience of the county's disabled population. In 2009 the County released The Columbia County Community-Wide Transit and U.S. Highway 30 Transit Access Plan (Columbia County, Oregon 2009) that addresses current and future transit needs, and provides direction to the County for planning and implementing transit services, operations, facilities, and funding within a 10-year horizon. Transit goals and objectives should be coordinated with this planning document.

Streets and Roads

The City of Vernonia's major arterial is Oregon State Highway 47 which follows a general south-north alignment ~~routing~~ from McMinnville through Forest Grove and Banks to Vernonia, then north through Mist to Clatskanie. In Vernonia, the highway conforms to the southern portion of Rose Avenue to Bridge Street, along Bridge Street over Rock Creek and the Nehalem River to Mist Drive, then north to the City limits along Mist Drive. Improvement of this highway and its maintenance shall remain the responsibility of the State Department of Transportation subject to coordination with the City to help solve problems related to through traffic of long and other heavy trucks and downtown traffic congestion.

Mist Drive south of the intersection with Bridge Street and continuing along Pebble Creek Road is a State Street and Pebble Creek are county roads. Both of these roads act as collector streets. The maintenance of Mist Drive and Pebble Creek Road these roads will be the County's responsibility as they serve the county's network of road circulation.

City streets designated as collectors are Rose Avenue north of Bridge Street, Nehalem Street west of Rose Avenue, Bridge Street west of Rose Avenue, Adams Avenue from Bridge Street to Anderson Park State Street between Highway 47 and the northern City Limits, Louisiana Avenue between Missouri Avenue and the northern City Limits, Knott Street east of Mist Drive, and Cougar Avenue and 2nd Street Avenue connecting to Baker Noakes Road. Knott Street from Highway 47 east is designated as a special combined light industrial residential service street. Maple Avenue from Adams to Weed and Weed Avenue from Mable to Bridge are designated as special commercial service streets.

A complete inventory of City street conditions is contained in Exhibit B, Section G, Transportation. This information should be updated by the City as needed to maintain an up-to-date roadway inventory.

Streets and Roads Policies

1. Continued maintenance of Oregon Highway 47 is the responsibility of by the State Department of Transportation shall be required. The City will work with ODOT to obtain improvements to Highway 47 to more safely accommodate heavy truck traffic through the City and alleviate traffic congestion in the downtown area.
2. The City continues to support the Banks-Vernonia Linear State Park as a safe means of providing bicycle/pedestrian/horseback travel along Highway 47 from the south into the City.
3. The City continues to adopt coordinate with Columbia County regarding street and road improvement standards outside the City as a means of insuring ensuring that new and existing roads and streets meet transportation needs of the City of Vernonia.
4. New road and street proposals must be in accordance with requirements of the subdivision ordinance, approved by the city Public Works Director, and
 - a. Where the proposed street is in the steep slopes area identified in Exhibit B, Section B, Geologic Characteristics and Constraints, the street shall follow the natural topography to minimize grading, cutting and filling, or
 - b. Where the Public Works Director deems it necessary, expert opinion on the street alignment shall be obtained at the developer's expense from an engineer or other qualified professional
5. Requirements for off-street parking and loading and vehicular maneuvering space for all new uses shall be as provided in the City's zoning ordinance.
6. Alternative appropriate uses of unimproved public right-of-way may be recommended to the City Council by the Planning Commission as a part of the approval of any adjacent development.

7. The Planning Commission shall work with downtown business people to review and recommend changes in on- and off-street parking and loading space arrangements in order to better serve the needs of the downtown area.
8. The City shall continue to support Safe Routes to School policies and programs.

Airport

Airport Policies

1. The City will continue to plan for airport improvements designed to provide for increased usage and maintenance of safe operations. Details of projected improvement needs are contained in Exhibit B, Section G, Transportation.
2. Potential for light industrial development in the airport industrial zone established by Columbia County shall be encouraged by the City.
3. Potential for destination resort development in conjunction with the airport and the adjacent City ~~riverside~~ airport park property and the Vernonia Golf Course shall be encouraged by the City.

NOTICE:

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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